

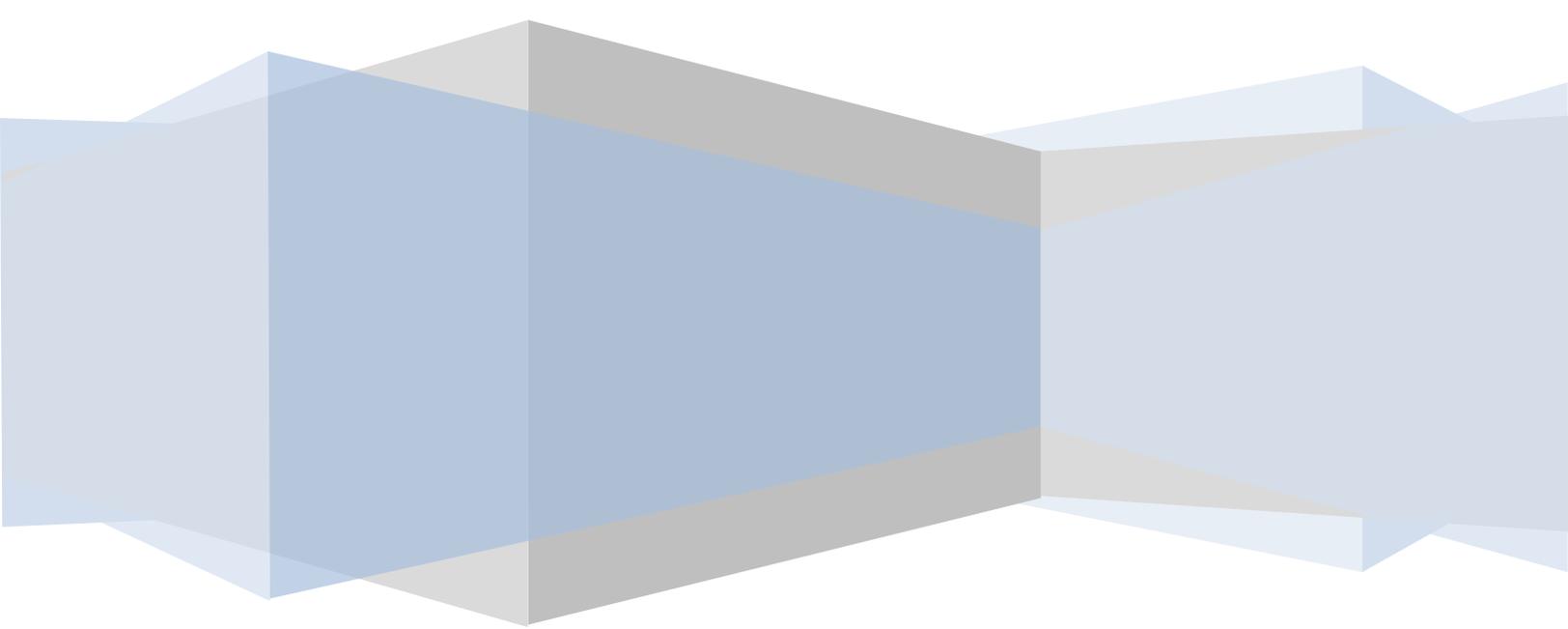
County of La Crosse

# Evidence-Based Decision Making Initiative

Phase VI Application

Jane Klekamp

July 2016





**Criminal Justice Management Council**  
**Evidence-Based Decision Making Initiative**  
**LA CROSSE COUNTY, WISCONSIN**  
LA CROSSE COUNTY ADMINISTRATIVE CENTER  
333 VINE STREET • ROOM 740  
LA CROSSE, WISCONSIN 54601-3200  
PHONE: 789-4895 • FAX: (608) 785-5715

July 15, 2016

Mr. Jim Cosby, Director  
National Institute of Corrections

Re: La Crosse County EBDM Application

Dear Mr. Cosby,

La Crosse County is enthusiastic in its application for Phase VI of the Evidence-Based Decision Making Initiative.

Participating in Phase V of the EBDM Initiative recommitted us to the use of research, collaboration, and alignment of messaging.

As noted in a recent EBDM meeting, Keith Belzer, Chair of the Criminal Justice Management Council stated, "Instead of focusing on what our gut tells us the question becomes; *what does research tell us?*" This quote gets to the heart of EBDM and La Crosse County's approach to using research, data and information to inform and align decision making at the system, agency and case levels. During Phase V, La Crosse County reviewed the research and developed work plans around these three target areas:

1. The use of jail to collect fees, fines and child support;
2. Enhanced use of diversion and deferred prosecution agreements;
3. Utilizing risk and needs assessments to inform plea negotiations.

Once further evidence-based practices are implemented in these areas, we are confident we will see the promotion of justice, harm reduction, and more effective use of resources.

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Criminal Justice Management Council Chair:

*Keith Belzer, Attorney*

Evidence-Based Decision Making Chair:

*Lisa Kruse, PhD. Asst. Professor, UW-La Crosse*

Administrative Members:

*Charles Ashbeck – Chief, West Salem Police Dept.*

*Vicki Burke – County Board Supervisor*

*Hon. Ramona A. Gonzalez – Presiding Judge*

*Tim Gruenke – District Attorney*

*Sharon Hampson - County Board Vice-Chair*

*Steve Helgeson – La Crosse County Sheriff*

*Monica Kruse – County Board Supervisor*

*Margaret Larson – County Board Supervisor*

*Tom Locante – State Public Defender's Office*

*Jason Melby – Captain, La Crosse Police Dept.*

*Jason Witt – Human Services Director*

*Jean Young – Department of Correction*

Citizen Members

*Margaux Carrimon – Executive Director,*

*Ho-Chunk Nation Dept. of Social Services*

*Maureen Funk – Victim Advocate*

*Vicky Gunderson - Juvenile Justice Advocate*

*Troy Harcey – Associate Superintendent of*

*Instruction, School District of La Crosse*

*Pat Soell – Community Member*

*Shaundell Spivey – Multi-Cultural Liaison,*

*La Crosse School District*

Coordinator – *Rukmini Vasupuram,*

608-785-5547 [rvasupuram@lacrossecounty.org](mailto:rvasupuram@lacrossecounty.org)

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Mission Statement

The Criminal Justice Management Council, utilizing current research, seeks a just, coordinated and accountable criminal justice system for La Crosse County by promoting collaboration and engagement of criminal justice stakeholders and the community.

La Crosse County has over 20-years of collaboration and participating in the EBDM process deepened the level of collaboration among EBDM policy team members. Examples of previous initiatives include the development of treatment courts, Crisis Intervention Teams, agency-wide implementation of Motivational Interviewing, pretrial services and gender-specific services. The EBDM process further united leaders of the criminal justice community to promote change within their agency. While most of the EBDM team will continue on the team in Phase VI, two changes to team membership have been made to better accomplish our goals, including a representative from the La Crosse Police Department, and the manager of Justice Support Services.

Regarding message alignment, La Crosse County completed a knowledge survey to better appreciate the level of understanding within the criminal justice system. More than 100 people completed the survey with a wide range of correctly answered questions. For example: 29% of the respondents answered the following question correctly “Placing offenders with low self-esteem in programs that increase their confidence does not reduce the likelihood of re-arrest.”, while 98% answered this question correctly “Giving offender’s positive reinforcement and feedback when they exhibit prosocial behaviors supports positive changes in the future.” Due to the uneven survey responses EBDM leadership agreed it’s time to develop local talent to provide regular training on research to new and existing employees. The knowledge survey results can serve as a benchmark for change after training is implemented.

La Crosse County agrees to serve as a showcase for others. La Crosse County has a long history of sharing information (good or bad). As Judge Ramona Gonzalez stated during an EBDM meeting: “La Crosse County is open to others observing our successes and failures – we show our warts as well as our attributes.” Further, La Crosse County agrees to participate in an initiative evaluation should funding for an evaluation become available.

Thank you for the opportunity to apply for Phase VI. La Crosse County is fortunate there is a motivated base of criminal justice leaders eager to further develop the principles of Evidence-Based Decision Making to continue bolstering the foundation built over the last two decades. We look forward to advancing the relationship developed in Phase V with the State, other county participants and technical assistance providers.

Respectfully submitted,

*Lisa Kruse*

Lisa Kruse, PhD  
EBDM Chair

## **COLLABORATION (Part IV)**

### **EBDM Team**

When asked the question “What does it mean to your team to be an EBDM Team” the responses focused on *collaboration*, *commitment* and *communication*. Being an EBDM team means using research and established relationships to provide effective ways of administering justice.

*Collaboration*: Like any high functioning team, La Crosse County’s Evidence-Based Decision Making team members know their own position but work with teammates to provide back-up, support, and a united front when called upon. For example: In softball the pitcher appears to have a very specific role of pitching the ball, but there is an expectation she will cover first base or back-up third base when players are taken away from their respective position. This allows others to have the confidence to leave their position to make a play because they know there is the support of their teammate. At the same time in the criminal justice system, each member of the team has an obligation to perform their assigned duty while supporting the work of the EBDM team. For example: Each defense attorney appears to have a very specific role of zealously defending the client but has the dual responsibility to have a thorough comprehension of the larger system’s operations to explain it to clients and help them understand how a decision is made. This conforms to Principle Three: “Systems Achieve Better Outcomes When They Operate Collaboratively”. It goes on to state “ Partners must ensure that collaboration occurs at the system and case level only inasmuch as it does not infringe upon the individual rights of the accused or the responsibilities and authority of the system actors.” The same type of sports analogy can be made when communicating with

community stakeholders. How many times have we watched in distaste as an individual athlete takes credit for the team's win? On the other hand, our hearts are warmed by the outstanding athlete who speaks highly of team members and gives credit to their support and back-up to demonstrate they play as a team. The La Crosse County EBDM team functions similarly in that we support the decisions made by the EBDM team with community and criminal justice stakeholders. Again using a defense attorney as the example, while the result on an individual client's case may not meet the desired outcome of the attorney or client, the attorney has an understanding of how the system works to explain it to their client. This will become stronger during the work in Phase VI which allows La Crosse County the opportunity to fully implement the plan developed in Phase V.

*Commitment:* La Crosse County has a long standing commitment to evidence-based practice and to the Evidence-Based Decision Making initiative. La Crosse County demonstrates a long-standing commitment to process as its Criminal Justice Management Council has been in existence for over 20 years and established treatment courts, gender-specific programming, pretrial services, jail programming and other evidence-based practices such as Motivational Interviewing and cognitive-behavioral therapy. La Crosse County applied for Phase II of the EBDM process and even though we were not accepted we demonstrated a commitment to improvement through ongoing program development and evaluation. La Crosse County is committed to leadership. A La Crosse County judge spearheaded the development of the Wisconsin Association of Treatment Court Professionals which is now a highly successful association. For a number of years the La Crosse County Criminal Justice Management Council coordinator took the opportunity to pull county coordinators together until the Office of State

Courts further developed that role. Numerous La Crosse County representatives helped develop statewide treatment court standards and the State managed Treatment Alternatives and Diversion Program. Currently, three La Crosse County representatives are members of the State EBDM team, chairing two of the change target sub-committees. Prior to being accepted as a Phase V site, La Crosse County's EBDM team took the information learned at the 2014 summit and worked to evaluate and revamp the pretrial process to comply with evidence-based practice. Since La Crosse County became a Phase V site we have developed a team charter, conducted a collaboration survey, a systems map, change targets, a knowledge survey and outcome measures. During Phase VI we plan to implement the change targets and develop new targets. No matter how complicated the discussion may be, La Crosse County continues to collaborate - working toward improvement and developing stronger relationships.

*Communication:* Collaborative projects such as the EBDM initiative cannot be done without effective methods of communication and trust that go beyond day-to-day conversations to attain goals in individual cases. Staying with the analogy of a sports team, every person must operate from the same playbook to accomplish the goals outlined in the Framework for Evidence-Based Decision Making in Local Criminal Justice Systems and the Evidence-Based Decision Making Roadmap. Current communication happens informally through conversations in passing and more formally through the Criminal Justice Management Council, the Pretrial Team, and the Evidence-Based Decision Making Team. The Criminal Justice Management Council has an established Public Relations Sub-Committee and it looks forward to implementing the messaging plan outlined in Section VII of the application.

## **Team Evolution**

The EBDM team is almost fully intact with two changes. The first is a captain in the La Crosse Police Department, Shawn Kudron, who discontinued attending team meetings, Lieutenant Avrie Schott joined the team. The change was made to increase the depth of understanding within the La Crosse Police Department. The second substitution was the interim manager of Justice Support Services, Becky Spanjers, was replaced with Rukmini Vasupuram who was hired as the manager of Justice Support Services. Ms. Spanjers continues to attend meetings and participate in sub-committees alongside Ms. Vasupuram.

## **Team Strengths and Challenges**

*Strengths:* Commitment was the word used repeatedly when asked about our strength. Commitment was linked to: research, reducing recidivism, data, using resources effectively, preserving individual liberties, respecting people who have been crime victims, advancing community wellness, collaboration and system improvement. Every person on the team wants the system to be better for everyone involved in the process. As Judge Ramona Gonzalez noted “Commitment to change is in our culture, we have a culture that says we want to make things better but know it won’t happen overnight. We take the long view on making change.”

A second strength of La Crosse is the belief we can have an impact on systems change. Due to the longstanding Criminal Justice Management Council (CJMC) and effective existing services, La Crosse County isn’t daunted by challenges and takes on tough issues to maximize system improvement.

*Challenges:* The EBDM team identified a number of challenges for improvement including training and messaging/communication.

1. Training: La Crosse County completed a system-wide knowledge survey of evidence based practices. Results of the knowledge survey demonstrated further training across disciplines would help team members and system partners further buy-in to evidence-based practice and EBDM. This includes a two-pronged approach in training current staff and providing regular, ongoing training on evidence-based practice and EBDM to new staff. As part of messaging, the EBDM team agreed to schedule a “train the trainer” session on evidence-based practices and establish a training schedule for new and existing staff. There is also the third component of community messaging. Community messaging is an area the Criminal Justice Management Council has experience in presenting to community organizations and looks forward to implementing the EBDM messaging plan when it’s fully developed.
2. Messaging/Communication: During its messaging development meeting La Crosse County EBDM team members built on the messaging triangle developed at the all-state team meeting in Wisconsin Rapids. The messages of Intentional Justice, Harm Reduction and Effective Use of Resources were used to draft a set of talking points to be used by the state and local EBDM teams. These will be utilized by the La Crosse County EBDM for staff training and community messaging during the Phase VI implementation phase.

### **Other Involvement**

Expanded involvement by others than the policy team included: law enforcement, district attorney’s office, public defender’s office, the Sheriff’s Department, child support, municipal judges, the Department of Corrections, La Crosse County Corporation Counsel, and

Justice Support Services. Their involvement and contributions were primarily in the area of change target sub-committees.

**Anticipated Changes for Implementation Efforts/Team Leadership**

The focus on implementation, measurement and communication will change the discussion but not the team members. All team leaders plan to remain in their current roles.

**EBDM Policy Team**

The following is a list of the EBDM team. There are crossover members with the Criminal Justice Management Council whose names are bolded.

<b>Keith Belzer</b>	<b>CJMC Chair</b>
Todd Bjerke	Circuit Court Judge
<b>Vicki Burke</b>	<b>County Board Supervisor</b>
Gloria Doyle	Circuit Court Judge
<b>Maureen Funk</b>	<b>Victim Advocate</b>
<b>Ramona Gonzalez</b>	<b>Circuit Court Judge</b>
<b>Tim Gruenke</b>	<b>District Attorney</b>
<b>Steve Helgeson</b>	<b>Sheriff</b>
Jerri Hertel	Department of Corrections Supervisor
Scott Horne	Circuit Court Judge
<b>Tara Johnson</b>	<b>County Board Chair</b>
Jane Klekamp	CJMC Staff/Associate County Administrator
<b>Lisa Kruse</b>	<b>Asst. Professor-UW-La Crosse/Chair, EBDM Committee</b>
Elliott Levine	Circuit Court Judge
<b>Tom Locante</b>	<b>Supervisor – Wisconsin State Public Defender</b>
Steve O'Malley	County Administrator
Vincent Rust	Public Defender
Avrie Schott	Lieutenant - La Crosse Police Department
Rukmini Vasupuram	CJMC Staff/Manager - Justice Support Services
<b>Jean Young</b>	<b>Regional Supervisor – DOC</b>



**Judge Ramona A. Gonzalez**  
LA CROSSE COUNTY CIRCUIT COURT • BRANCH I  
La Crosse County Courthouse & Law Enforcement Center  
333 Vine Street • Room 2100  
La Crosse, Wisconsin 54601-3296

Office: (608) 785-5840

FAX: (608) 785-5911

*Cindy Hanson - Deputy Clerk*  
*Cindy Cossette - Judicial Assistant*

*Amy Frydenlund - Court Reporter*

July 21, 2016

Mr. Jim Cosby  
Director, National Institute of Corrections

Dear Director Cosby:

I write this letter in support of our grant application as Presiding Judge for La Crosse County Circuit Court. I tender the enthusiastic commitment of all five judges to our participation in Phase VI. Our bench is committed to the principals and practice of EBDM.

Each of our five judges brings to the process a unique perspective from their years of practice before and after assuming the bench. Two of our judges are former prosecutors, one was the director of our local State Public Defender Office, and a fourth was the Family Court Commissioner responsible for managing our child support enforcement calendar. We work together and understand that every decision impacts the system as a whole, mindful of potentially unintended consequences.

For decades La Crosse County has been on a quest to get "smarter on crime." Our courtrooms are social "Trauma Centers" filled with individuals with more needs than we can address with traditional criminal justice tools, i.e., jail and fines. Phase V of this grant provided us with the technical support to get closer to our goals. The use of predictive analytics has improved risk assessments. In Phase VI, we hope to find that sweet spot where we can maximize outcomes for individuals while optimizing community safety and fiscal stewardship.

Sincerely,

Ramona A. Gonzalez  
Circuit Court Judge, Branch I



**Sheriff's Office**  
Law Enforcement Center • 333 Vine St • Rm 1500  
**County of La Crosse, Wisconsin**  
Courthouse & La Crosse, Wisconsin 54601-3296  
Administrative Calls: (608) 785-9629 • Fax: (608) 785-5640  
Non-Emergency Dispatch: (608) 785-5942  
Web Site: [www.co.la-crosse.wi.us](http://www.co.la-crosse.wi.us)

**STEVEN J. HELGESON**  
SHERIFF

**JEFFREY A. WOLF**  
CHIEF DEPUTY

June 14, 2016

To: Mr. Jim Cosby  
Director  
National Institute of Corrections

I am writing this letter as a stakeholder with the La Crosse County Criminal Justice System. La Crosse County has been working to complete the first five stages of the Evidence-Based Decision Making (EBDM) model with the assistance of the National Institute of Corrections. I look forward continuing our accomplishments with Phase VI. I have proven my commitment to EBDM with my attendance and participation. My commitment will continue in the future as we expand our opportunities using EBDM. Sheriff's Department staff will continue to provide data and any other support that is necessary to implement and accomplish our EBDM goals.

The EBDM work is very important to the Sheriff's Department. La Crosse County has a long history of positive collaboration among criminal justice stakeholders. The work we are doing to accomplish the EBDM principals has enhanced those relationships. These relationships are important as we develop plans that will result in both harm and risk reduction outcomes. The EBDM process allows us to create a framework that will result in improved outcomes, partnerships, and a shared vision.

Recently an evidence-based practices survey was completed by members of the Sheriff's Department. The results of the survey brought to my attention the importance of developing a communications strategy to assist with the understanding and support for evidence-based decision making policies. The communications strategy needs to include not only internal stakeholders but the general community as well. These stakeholders need to understand the importance of EBDM and the expectation that successful implementation will reduce reoffending and other forms of community harm as a result of crime.

In closing, I am committed to EBDM and eager as we look at opportunity of beginning Phase VI. I am willing to commit any resources available to the Sheriff's Department to accomplish the EBDM goals and implementation.

Sheriff Steve Helgeson



**OFFICE OF THE DISTRICT ATTORNEY**  
Tim Gruenke, District Attorney

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Brian K Barton  
Jessica Skemp  
Emily E Hynek  
John W Kellis  
Justine L Suleski  
Noel A Lawrence  
Susan C Donskey  
Pam Mitchell  
Donna Walters  
Robert Muth

Deputy District Attorney  
Assistant District Attorney  
Office Supervisor  
Victim Witness Coordinator  
Investigator

July 21, 2016

Jim Cosby, Director, National Institute of Corrections

Dear Mr. Cosby:

This letter is written in support of La Crosse County's application for Phase VI of the EBDM grant process. As District Attorney for La Crosse County I have been involved in the entire process so far and plan on continuing to support the work that La Crosse County is doing in this area into the future. As part of the EBDM team, I intend to continue to be the person representing the District Attorney's Office at the meetings and any planning sessions to ensure continuity as well as ensure the person sitting at the table has authority to speak for the office.

So far the EBDM process has been helpful to our prosecutors in ensuring that the decisions we are making continue to be evidence based. This impact has helped to manage our caseloads by diverting low-risk individuals, as well as make bond and sentencing decisions based on research rather than habits or traditional beliefs. AS prosecutors, one of the most difficult things to measure is the impact we are having on recidivism. This process has at least started the conversation on measuring outcomes in a more accurate way instead of anecdotes or personal beliefs.

The District Attorney's Office has eight prosecutors who all have a belief in this process and are willing to continue supporting decision made by the EBDM team. Between myself and another attorney well-versed in EBDM, we have more experience and comfort than most prosecutors around the state with EBDM practices.

I look forward to remaining part of this process to improve our system and devoting whatever resources may be necessary to achieve the goals the La Crosse EBDM team hopes to achieve.

Sincerely,

Tim Gruenke  
District Attorney

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La Crosse County Courthouse & Law Enforcement Center  
333 Vine Street • Room 1100 • La Crosse, WI 54601  
Telephone: (608) 785-9604 • Fax: (608) 789-4853  
Victim Witness Services: (608) 785-9608



## Wisconsin State Public Defender

205 5<sup>th</sup> Ave S – Ste 200  
La Crosse, WI 54601-4059

Office Number: 608-785-9531 / Fax Number: 608-789-4648  
www.wisspd.org

**Kelli S. Thompson**  
State Public Defender

**Jennifer Bias**  
Trial Division Director

**Thomas F. Locante**  
Office Supervisor

July 18, 2016

To: Jim Cosby  
Director  
National Institute of Corrections

Re: Evidence Based Decision Making in La Crosse County, Wisconsin

Dear Director Cosby,

I am an attorney for the State of Wisconsin Public Defender's Office (SPD), and the SPD's representative to the Evidence Based Decision Making Team. As a stakeholder in the La Crosse County criminal justice system, the SPD is committed to advocating for our clients and protecting their individual rights, while also advocating for a fair and rational justice system.

EBDM is important to our clients and the SPD as stakeholders, because it sets forth objective standards for the courts and the stakeholders to help guide them through the criminal justice process. Where all the stakeholders in the process can identify common principles, those principles are the foundation for the fair application of the laws, from charging decisions, or the amount and conditions of bond, to the application of rational and effective sentencing.

The La Crosse and Wisconsin SPD is committed to participation in the formation and application of the EBDM principles that will be used in the La Crosse Criminal Justice System. My agency is working with the EBDM team to reconcile our defense attorneys' individual ethical duties regarding the representation of criminal defendants and the implementation of EBDM standards so we can protect our clients' individual rights within a rational justice system.

The SPD will continue to educate and inform our lawyers and clients about the benefits of participating in a system supported with EBDM principles.

Thank you for your time and attention to this matter. If you have questions, please contact me at (608) 789-4639.

Thank you,

VINCENT RUST  
Attorney at Law  
Assistant State Public Defender

*Wisconsin Forward Award Mastery Recipient*



*County of La Crosse, Wisconsin*

*Office of the County Board Chair*

*Tara Johnson*

County Administrative Center

400 4th Street North • La Crosse, Wisconsin 54601-3200

(608) 785-9563 • Fax (608) 789-4821

[www.co.la-crosse.wi.us](http://www.co.la-crosse.wi.us)

July 27, 2016

Jim Cosby, Director  
National Institute of Corrections

Dear Mr. Cosby,

I write to whole-heartedly support this application for La Crosse County's participation in Phase VI of the EBDM initiative. Our involvement in Phase VI will continue a 20+ year effort in our community to have a world-class criminal justice system.

La Crosse County's long history of progressive work in the local criminal justice system has been sustained with prior assistance from NIC and other system partners who have helped us navigate the work of identifying gaps in services (treatment courts), learning best practices (gender specific programming), and developing new systems (refined pretrial systems). We are deeply grateful to NIC for the help we have received in the past and we remain committed to continuing to make progress through our work in Phase VI.

Equally important to our success has been our own ability to collaborate, our commitment to intentional justice, and our capacity to communicate effectively both internally within the system and externally to other stakeholders and the community. Our progress is so well-established and extensive that it has indeed become part of our community's culture. We expect of ourselves, our agencies, and our processes to work collaboratively, to communicate effectively, and to remain focused and committed to a fair and intentional criminal justice system. Quite simply, it is who we are and how we do things here in La Crosse County.

With the full assurance of this office, the administration of our County, and the County Board of Supervisors, I commit our full participation in Phase VI of the EBDM initiative. We are proud of our progress. We appreciate and value the work that we have already invested. We understand the value and power of EBDM in our community and we want more!

With gratitude and respect,

Tara Johnson

**Scott Walker**  
Governor

**Jon E. Litscher**  
Secretary



**State of Wisconsin**  
**Department of Corrections**

Mailing Address

3099 E. Washington Ave  
Post Office Box 7925  
Madison, WI 53707-7925  
Telephone (608) 240-5000  
Fax (608) 240-3300

July 1, 2016

Mr. Jim Cosby, Director  
National Institute of Corrections

Dear Director Cosby:

The Wisconsin Department of Corrections (WIDOC) supports LaCrosse County as it applies for the Evidence-Based Decision Making (EBDM) Phase VI Grant. As co-chair of the Statewide Criminal Justice Collaborating Council (CJCC), I am confident in the fact that WIDOC is strongly invested in the collaborative spirit of local CJCCs and fully supports the EBDM initiative. The long-term success of EBDM cannot be realized without counties such as LaCrosse embracing it at the local level.

During their Phase V work, the LaCrosse County team has demonstrated a commitment to the vision of EBDM by developing change targets that are designed to improve criminal justice policy and practice in their local jurisdictions. I am eager to see these concepts put into practice and am confident they will result in a safer Wisconsin community. Likewise, I am proud to reference the current and ongoing contributions of WIDOC staff to LaCrosse County's EBDM work. In particular, the Division of Community Corrections Region 8 Chief, Jean Young, has been a very active partner in the LaCrosse County EBDM Phase V team. This Chief along with other local WIDOC staff will continue to commit their time, resources and staff to this important work. My administration understands the need for collaboration with criminal justice partners as it furthers our joint vision for improving correctional practices.

In summary, WIDOC will continue to support LaCrosse County's efforts to implement the change targets as developed in Phase V. WIDOC has a vested interest in the success of local EBDM and ongoing technical assistance will be instrumental in achieving our common goal of recidivism reduction. Thank you for your consideration.

Sincerely,

A handwritten signature in black ink that reads "Jon E. Litscher".

Jon E. Litscher, Secretary  
Wisconsin Department of Corrections

cc: Silvia Jackson, Reentry Unit Director  
Jean Young, Region 8 Chief

## **DESCRIPTION OF PHASE V ACCOMPLISHMENTS (Part V)**

### **Experiences**

The EBDM team expressed a range of positive statements regarding the EBDM process. County Board Chair Tara Johnson noted, “This process reinforces and affirms that **our** county government wants to improve services, not every county government is interested in improvement.” Other messages included:

- Enhanced and genuine collaboration
- Better communication
- A broad-based (statewide) process leads to better decision making and consistency
- The question becomes “what’s the research” versus focusing on our own perspectives. It should be noted the question (what’s the research) is heard at many meetings other than EBDM meetings but can be linked to the work within the criminal justice system. Research has become ingrained in our culture and process.

### **Establishing Team/Mission, Vision, Goals**

The process of developing our mission, vision, goals helped us understand our alignment with each other and the EBDM principles. As most of the policy team members have a long-standing relationships it was a simple process to develop those items and move forward to develop a system map.

### **System Mapping/Collect and Analyze Data**

While La Crosse County had mapped the criminal justice system in the past, system mapping was challenging for many team members. It helped us realize how much data we have access to but it also identified how much data is not easily accessible or accessible at all. It

was helpful to document who maintains and has access to data. This provides a roadmap for future data collection. The mapping process identified the difficulty La Crosse County has in analyzing arrest data. The National Institute of Corrections approved technical assistance to help determine why arrest rates for the county are different than like-sized counties in the state.

### **Change Targets**

1. The Change Target States: **Effective use of deferred prosecution can help divert lower risk defendants from harmful effects resulting from involvement in the justice system. The pretrial team developed and implemented a deferred prosecution (pre-charging diversion) policy that is limited in scope. Should we review the current deferred prosecution policy (and the established diversion agreement policy) and modify it?** While the change target is focused on *diversion and deferred prosecution*, it effects other decision points by charging fewer cases and therefore utilizing probation and jail less with less harm. This change target was chosen to enhance the existing diversion and deferred prosecution program that was expanded/developed after attending the EBDM meeting in Madison. Team members were impressed by the work of Milwaukee County in earlier EBDM phases and used that work as a foundation to modify the La Crosse County process.
2. The Change Target States: **Current practice allows warrants to be issued for the collection of fines, costs, and child support. What are the best ways to collect money for nonpayment obligations, including child support?** The change target is

focused on *local institutional intervention and/or violation response*. While there isn't research regarding the use of jail to collect funds, the EBDM team believes it is detrimental as it creates a debtor's prison, removing low risk people from the community and mixing them with high risk populations. It also has the potential of destroying the protective factor of employment and/or education for those who may be employed or enrolled in school. This change target was chosen as it requires some simple policy changes and will have a positive effect on the people who haven't been able to pay fees and fines.

3. The Change Target States: **Research shows that outcomes are improved when services match assessed criminogenic needs. Results diminish when individuals are required to attend programs which they don't need and when they are not required to attend programs to address dynamic risk factors as determined by actuarial assessments. What can be done to:**
  - a. **Develop an evidence-based process to utilize risk and needs assessments in appropriate cases to inform plea negotiations.**
  - b. **Discontinue the practice of establishing program related probation conditions at the time of sentencing.**

This change target is linked to the first change target of diversion/deferred prosecution as the screening and assessment process starts there. The information will be further used in the *charging and plea* decision points. This goal was selected as La Crosse County has an

established method for conducting screenings and assessments during this phase and the EBDM team would like to implement a standardized method for determining who is screened.

### **Benefits Accrued**

When asked, the team identified the benefits of participating in Phase V as:

- Increased investment in process toward a more effective outcome
- It helped determine our strengths
- We realized there are other champions around the state
- Helped organize/crystalize our efforts
- We were provided valuable technical assistance
- Increase in consistency
- Shared vision of improving correctional practices

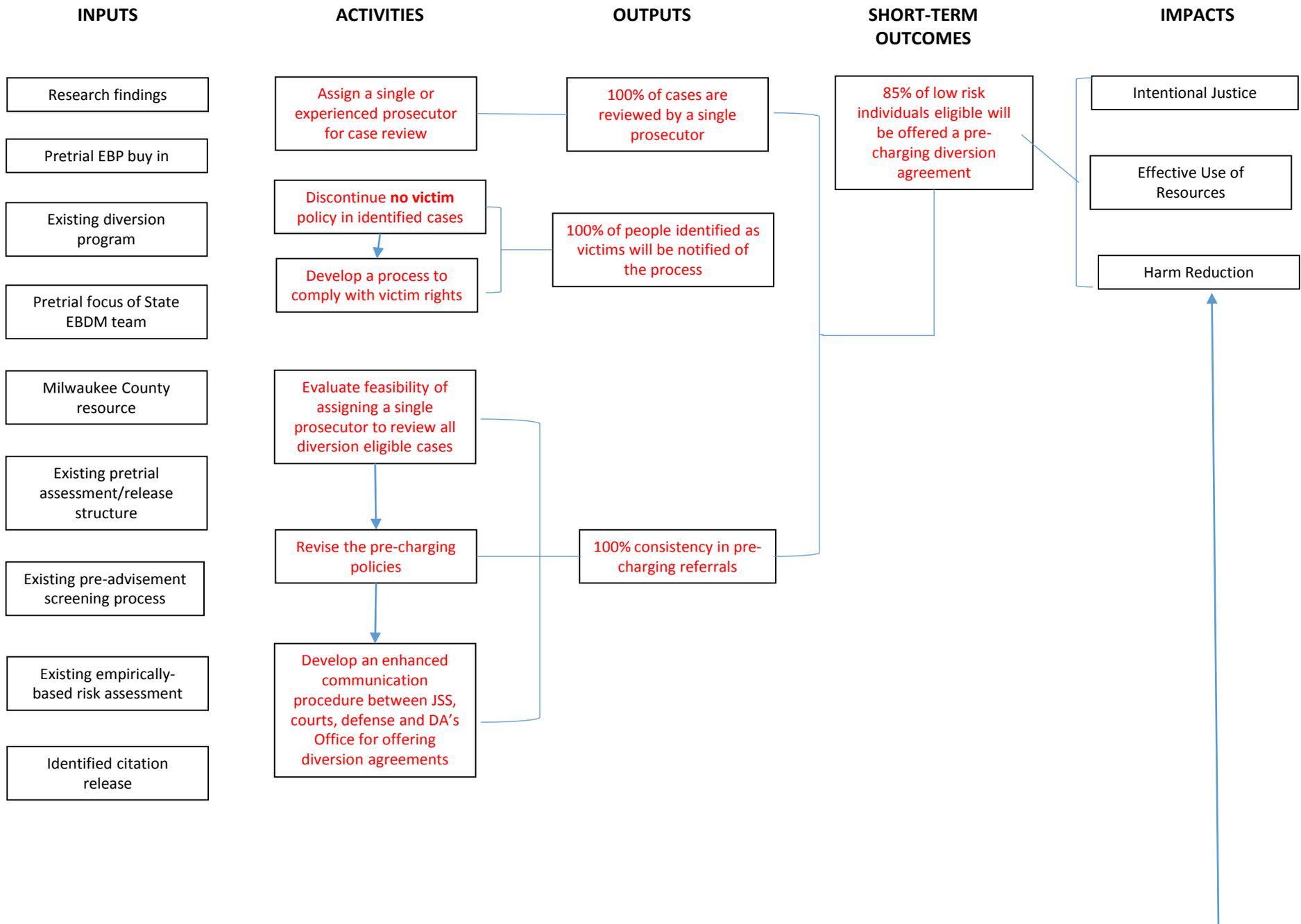
### **Work Product Sample**

La Crosse County completed a knowledge survey, (see attached results) reminding us of the importance of a formal training process to use with all system partners.

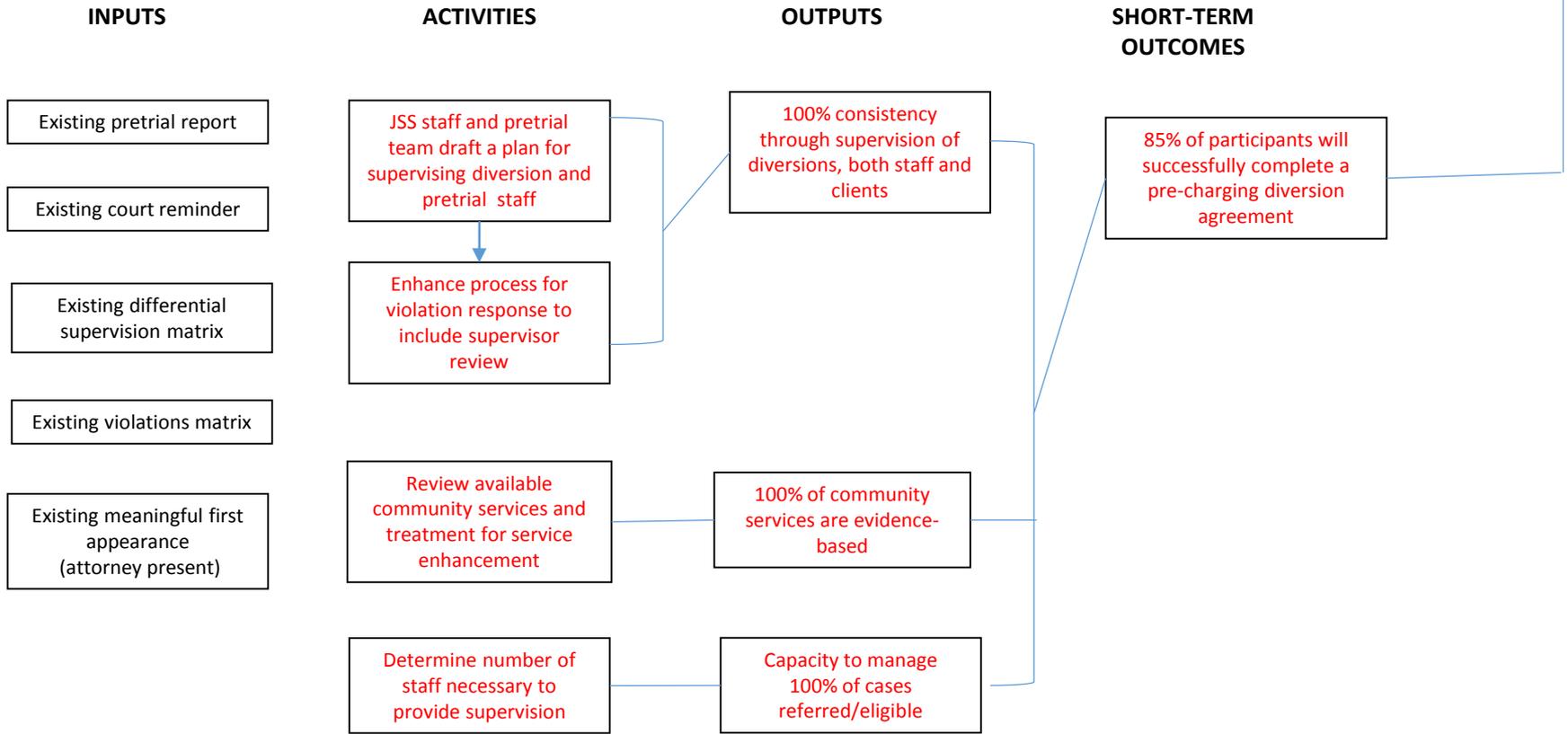
### **PHASE VI IMPLEMENTATION PLANS (Part VI)**

Logic Models attached

# La Crosse County Logic Model Pre-Charging Diversion



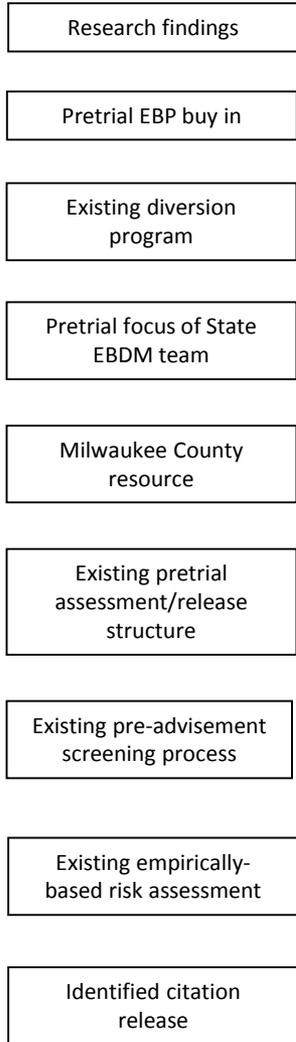
# La Crosse County Logic Model Pre-Charging Diversion (cont.)



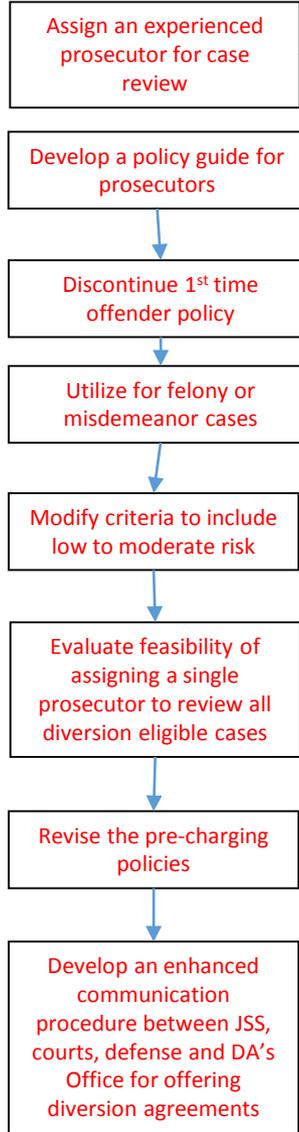
- CONTEXTUAL CONDITIONS**
- La Crosse County has a current TAD grant and is eligible for ongoing TAD funding
  - La Crosse County has been participating in the EBDM process
  - There is county support for EBDM, including the CJMC, county board, courts, and criminal justice players
  - Pretrial process is in existence
  - Funding may not be available to provide the proper number of staff
  - State EBDM team has a pretrial focus
  - A stakeholder education plan needs to be developed
  - Diverting low risk individuals protects them from the harmful effects of the criminal justice system

# La Crosse County Logic Model Deferred Prosecution

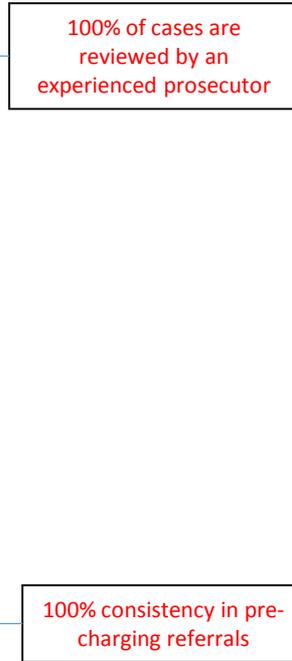
## INPUTS



## ACTIVITIES



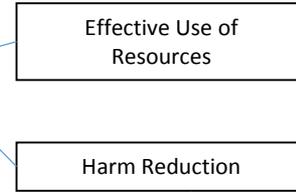
## OUTPUTS



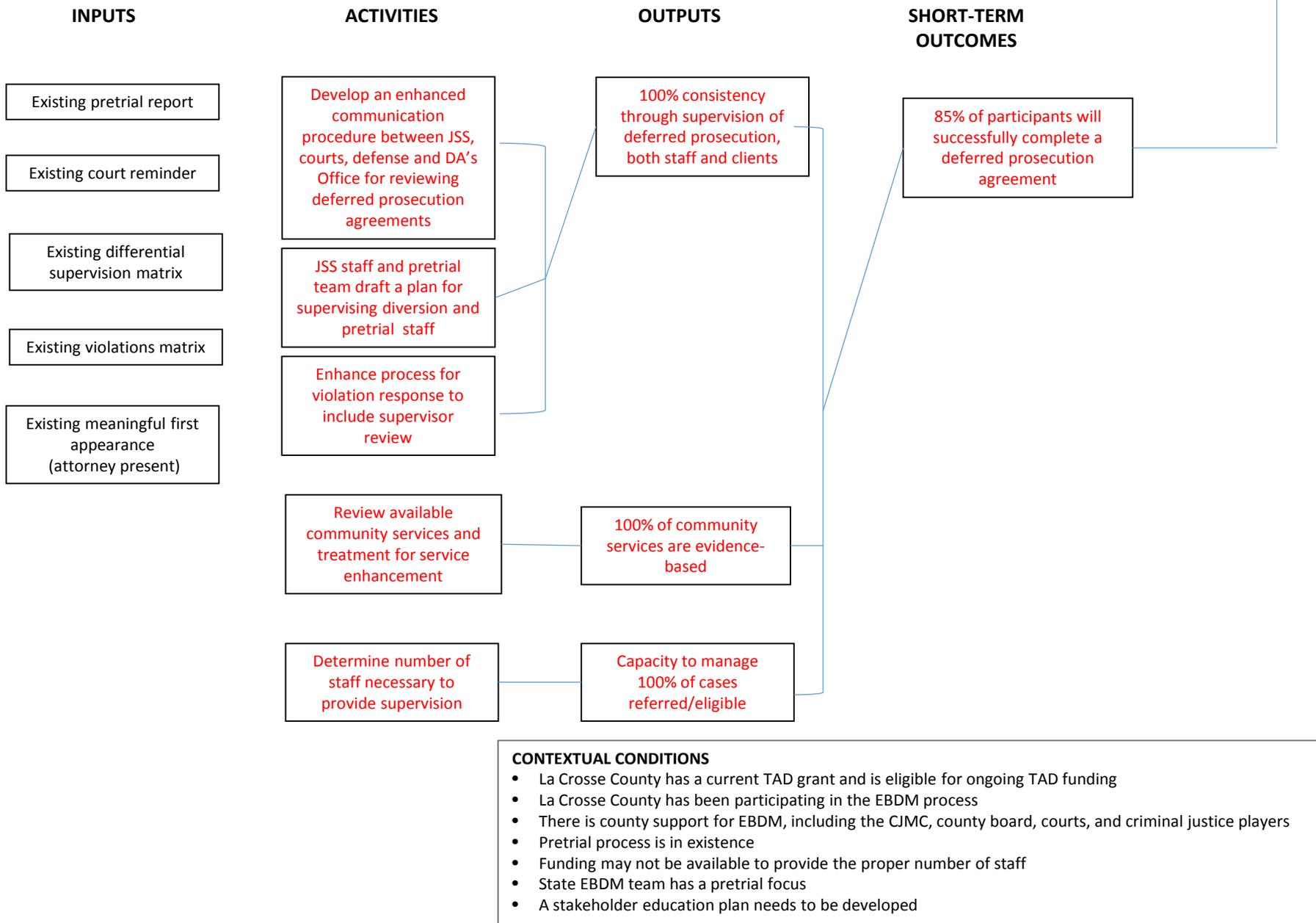
## SHORT-TERM OUTCOMES



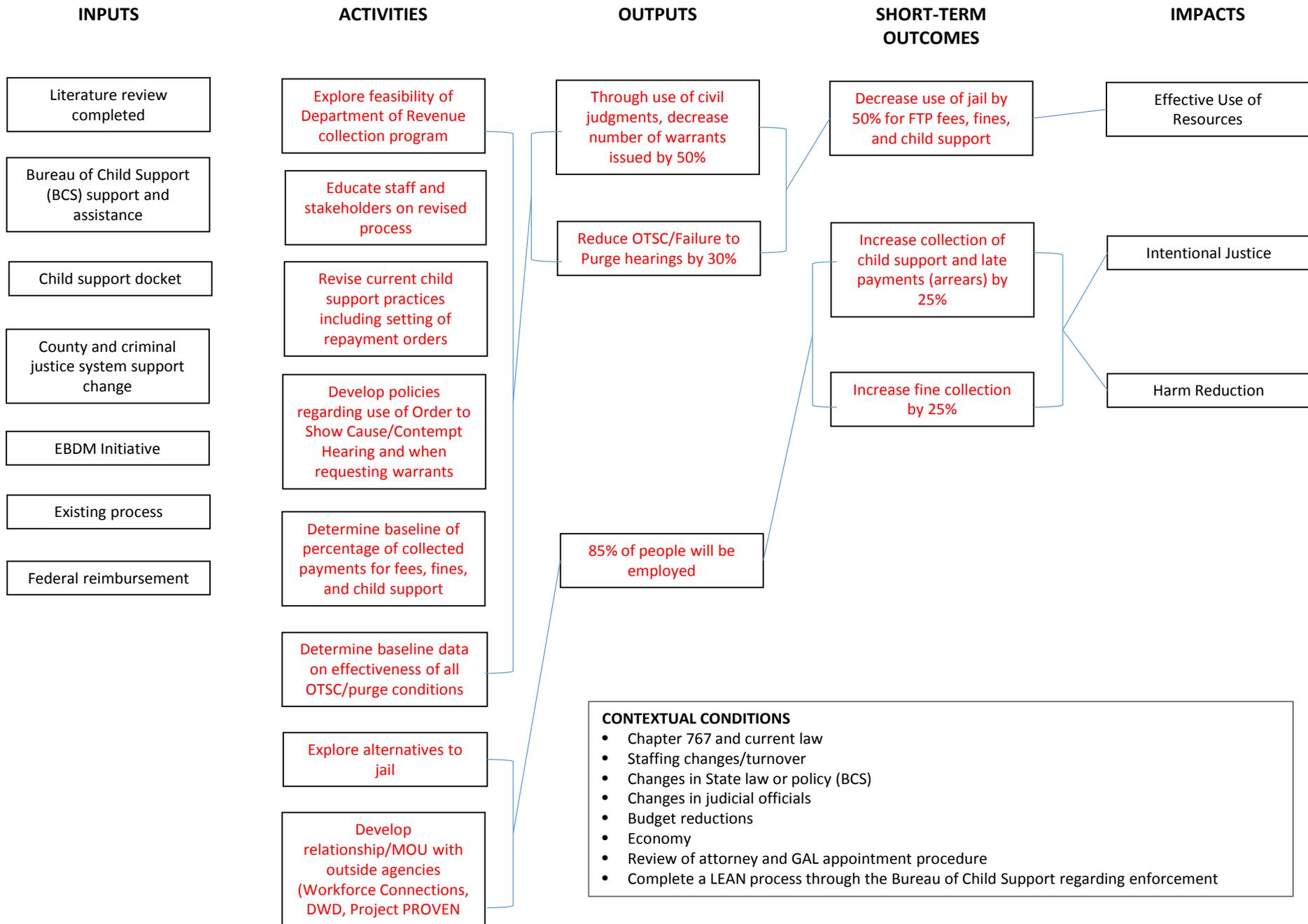
## IMPACTS



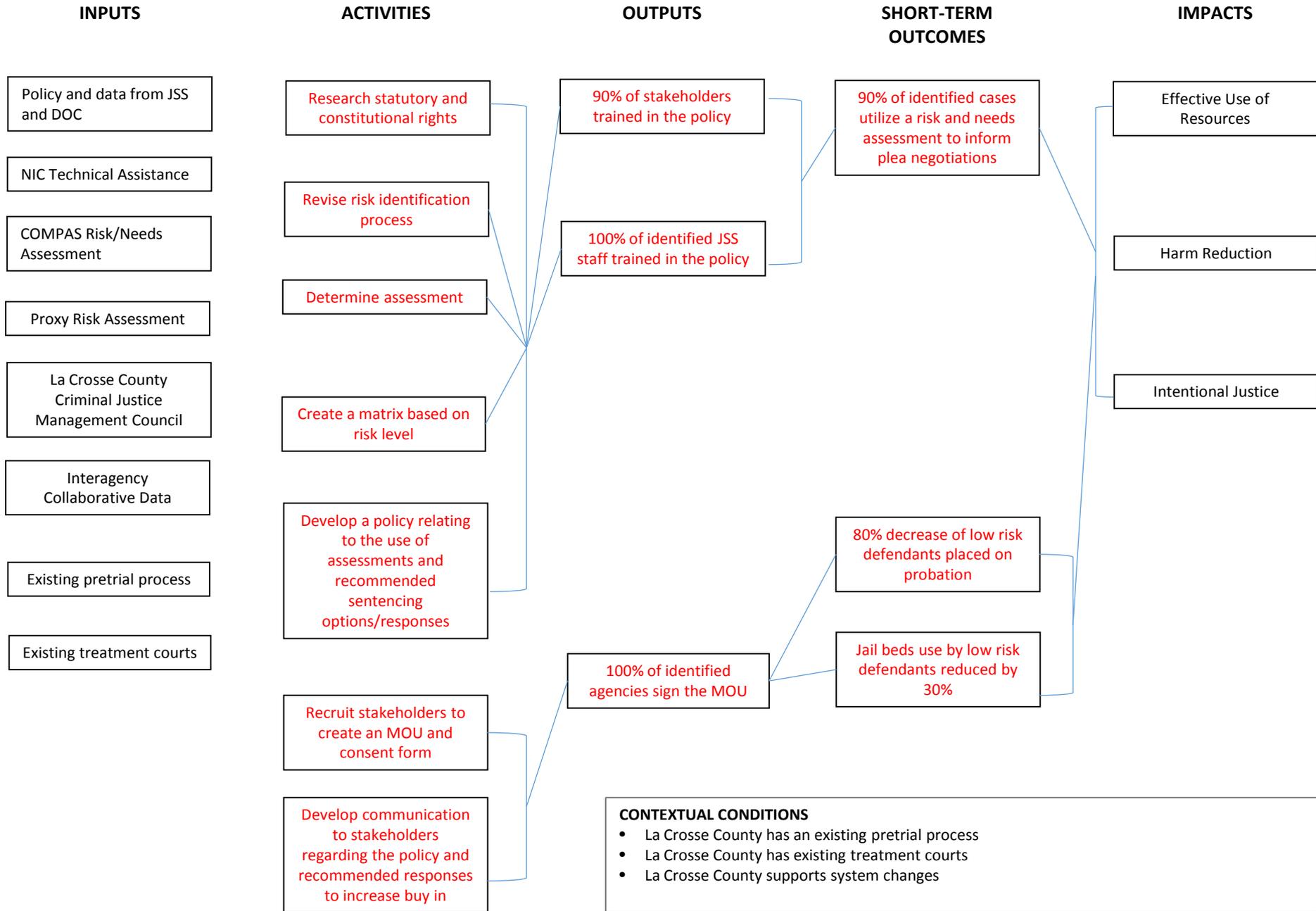
# La Crosse County Logic Model Deferred Prosecution (cont.)



# La Crosse County Logic Model Failure to Pay Fees, Fines and Child Support



# La Crosse County Logic Model Using Risk and Needs Assessments for Plea Negotiations



Work Plan to Achieve Harm Reduction Goals						
<b>Harm Reduction Goal (Impact)</b>	The use of evidence-based practice in determining eligibility for pre-charging diversion and deferred prosecution will reduce the number of people in the criminal justice system, including the stigma of a CCAP (Wisconsin’s public criminal history record system) record. It accomplishes all three goals of Intentional Justice, Harm Reduction and Effective Use of Resources by diminishing the harmful effect of the criminal justice system on low risk people, using research and using fewer resources for low-risk people.					
<b>Outcome 1</b>	85% of people eligible for pre-charging diversion and deferred prosecution will be offered the opportunity for participation					
		Date of Completion	Inputs/Resources			
			Lead Person	Others Responsible	Resource Needs	Partner Coordination
<b>Activity 1</b>	Review and revise policies and procedures to more fully incorporate evidence based practices	12/16	Jane Klekamp	Pretrial Team	Meeting Coordination	DA, Public Defender, Justice Support Services
<b>Activity 2</b>	Draft and implement enhanced communication procedures between stakeholders	12/16	Jane Klekamp	Pretrial Team	Meeting Coordination	DA, PD, JSS
<b>Potential Barriers</b>	1. Public perception					
<b>Strategies to Address Barriers</b>	<ol style="list-style-type: none"> <li>Schedule multiple meetings to accommodate schedules</li> <li>Communication strategies</li> </ol>					

<b>Outcome 2</b>	Participants will successfully complete a pre-charging diversion or deferred prosecution in 85% of cases					
		<b>Date of Completion</b>	<i>Inputs/Resources</i>			
			<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Draft and implement enhanced communication procedures between stakeholders	12/16	Jane Klekamp	Pretrial Team	Meeting Coordination	DA, Public Defender, Justice Support Services
<b>Activity 2</b>	Review community treatment for EBP	10/16	Jane Klekamp	Jason Witt, Keith Belzer	Community buy-in	HS, Health Dept, county board, community providers
<b>Potential Barriers</b>	<ol style="list-style-type: none"> <li>Lack of buy in from treatment providers</li> <li>Lack of pretrial staff if no receipt of the Treatment, Alternatives and Diversion (TAD) grant</li> </ol>					
<b>Strategies to Address Barriers</b>	<ol style="list-style-type: none"> <li>Ongoing conversations and exposure to research</li> <li>Submit a TAD application</li> <li>Enlist the support of insurance providers and media</li> </ol>					

<b>Work Plan to Achieve Harm Reduction Goals</b>						
<b>Harm Reduction Goal (Impact)</b>	Current practice allows warrants to be issued for the collection of fines, costs, and child support. What are the best ways to collect money for nonpayment obligations, including child support? It accomplishes all three goals of Intentional Justice, Harm Reduction and Effective Use of Resources by diminishing the effect of the criminal justice system on low risk people, using research to determine the most effective way of collecting funds and using fewer resources for low-risk people.					
<b>Outcome 1</b>	Decrease use of jail by 50% for failure to pay fees, fines, and child support.					
		<b>Date of Completion</b>	<b>Inputs/Resources</b>			
			<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Explore alternative options for collection (Department of Revenue collection program, civil judgments, etc.)	10/16	Megan DeVore	Deb Barnes, Pam Radtke	Team Leader	Corporation Counsel, Child Support, Clerk of Courts, Judges, local municipalities
<b>Activity 2</b>	Develop baseline data for measurement	11/16	Deb Barnes	Jane Klekamp, Steve Anderson, Lisa Kruse	Access to data	Jail, Corporation Counsel, Child Support, Clerk of Courts
<b>Activity 3</b>	Develop or revise policies related to fees, fines and child support	12/16	Megan DeVore	Deb Barnes, Jane Klekamp	Staff time	Same as above

<b>Potential Barriers</b>	<ol style="list-style-type: none"> <li>1. Current laws and code</li> <li>2. Budget issues</li> <li>3. Municipal court buy-in</li> </ol>						
<b>Strategies to Address Barriers</b>	<ol style="list-style-type: none"> <li>1. Comply with current laws and codes but ask for assistance to modify if necessary</li> <li>2. Collecting and maintaining data will assist with budget issues</li> <li>3. Engage local municipalities</li> </ol>						
<b>Outcome 2</b>	Increase collection of child support and late payments (arrears) and fine collection by 25%.						
			<b>Inputs/Resources</b>				
			<b>Date of Completion</b>	<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Develop relationships with education and employment partners (Workforce Connections, DWD, Project PROVEN) to assist with higher employment	12/16	Deb Barnes	Jane Klekamp, Tonya Van Tol	Time, Team Leader	JSS, Western Technical College, DWD, Workforce Connections	
<b>Activity 2</b>	Explore alternatives to jail	12/16	Deb Barnes	Rukmini Vasupuram	Meeting time	JSS, Western Technical College, DWD, Workforce Connections	

<b>Potential Barriers</b>	<ol style="list-style-type: none"><li>1. Economy</li><li>2. Lack of employment opportunities</li></ol>
<b>Strategies to Address Barriers</b>	<ol style="list-style-type: none"><li>1. Develop robust relationships with employers</li><li>2. Develop client supports</li><li>3. Research and establish more effective collection methods</li></ol>

<b>Work Plan to Achieve Harm Reduction Goals</b>							
<b>Harm Reduction Goal (Impact)</b>	Research shows that outcomes are improved when services match assessed criminogenic needs. Results diminish when individuals are required to attend programs for which they don't need and when they are not required to attend programs to address dynamic risk factors as determined by actuarial assessments. What can be done to: 1. Develop an evidence-based process to utilize risk and needs assessments in appropriate cases to inform plea negotiations. 2. Discontinue the practice of establishing program related probation conditions at the time of sentencing. It accomplishes all three goals of Intentional Justice, Harm Reduction and Effective Use of Resources by diminishing the harmful effect of the criminal justice system on low risk people, using research and using fewer resources for low-risk people.						
<b>Outcome 1</b>	90% of identified cases utilize a risk and needs assessment to inform plea negotiations						
			<b>Inputs/Resources</b>				
			<b>Date of Completion</b>	<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Research statutory and constitutional rights regarding use of assessments at plea negotiation stage	10/16	Vincent Rust	Keith Belzer, Tim Gruenke	Time	DA's Office, Public Defender Office	
<b>Activity 2</b>	Develop policies and procedures relating to use of assessment at plea negotiation stage	12/16	Jessica Skemp	Vincent Rust, Tim Gruenke, Keith Belzer	Models of procedure	DA's Office, Public Defender's Office	
<b>Potential Barriers</b>	1. Loss of momentum						
<b>Strategies to Address Barriers</b>	1. Maintain regular meetings 2. Lack of adherence to assessment information						

<b>Outcome 2</b>	80% decrease of low risk defendants placed on probation					
		<b>Date of Completion</b>	<b>Inputs/Resources</b>			
			<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Utilize policies, procedures and MOU to increase the number of people screened and assessed for diversion programs and deferred prosecution	2/17	Jessica Skemp	Vincent Rust, Tim Gruenke, Keith Belzer, Jerri Hertel, Elliott Levine	Facilitator	DA's office, Public Defender, courts, judges
<b>Potential Barriers</b>	<ol style="list-style-type: none"> <li>1. Lack of buy-in from partners</li> <li>2. Political landmines</li> </ol>					
<b>Strategies to Address Barriers</b>	<ol style="list-style-type: none"> <li>1. Use research and training to increase buy-in</li> <li>2. Community messaging</li> </ol>					

## **HARM REDUCTION GOALS, SCORECARD, AND COMMUNICATIONS STRATEGY (Part VII)**

As is the experience of the partner county teams and the state team, there were many options for La Crosse County to choose from when selecting the harm reduction goals. The EBDM team chose the final goals by prioritizing the items through an email survey, the use of criteria and noting where data is available for measurement. Those goals were then aligned with the state harm reduction goals of Intentional Justice, Harm Reduction, and Effective Use of Resources.

Intentional Justice: Utilize a risk and needs assessment to inform charging decisions and plea negotiations for diversion and/or probation for moderate risk individuals. The short-term outcomes are to decrease the number of low-risk probationers by 80% and decrease the use of the jail for low-risk people by 30%. The data will be retrieved through the Department of Corrections and the jail.

Harm Reduction: Reduce the negative impact of the criminal justice system by utilizing a risk assessment to divert low-risk individuals from the system through deferred prosecution or diversion. The short-term outcome is that 85% of eligible individuals will be offered a deferred prosecution or diversion agreement. The data will be retrieved through the District Attorney's Office and Justice Support Services.

Effective Use of Resources: Reserve the use of jail for high-risk individuals. The short-term outcome is there will be a 50% reduction in jail use for failure to pay fines and child support and there will be a 25% increase in paying fines and child support. The data will be retrieved through the Child Support Office and the jail.

Data collection regarding these outcomes and goals are accessible through existing databases in the jail, Justice Support Services, the district attorney's office, child support, and the department of corrections. Data collection will begin in September 2016 and the responsible parties are: Steve Anderson (jail), Tim Gruenke (DA), Debra Barnes (child support), Pam Radtke (Clerk of Courts), Jean Young (DOC), and Rukmini Vasupuram (JSS). The data will be used to complete and update the scorecard to share with the Criminal Justice Management Council, system partners, community partners and the public. The scorecard is attached.

### **Communications Strategy**

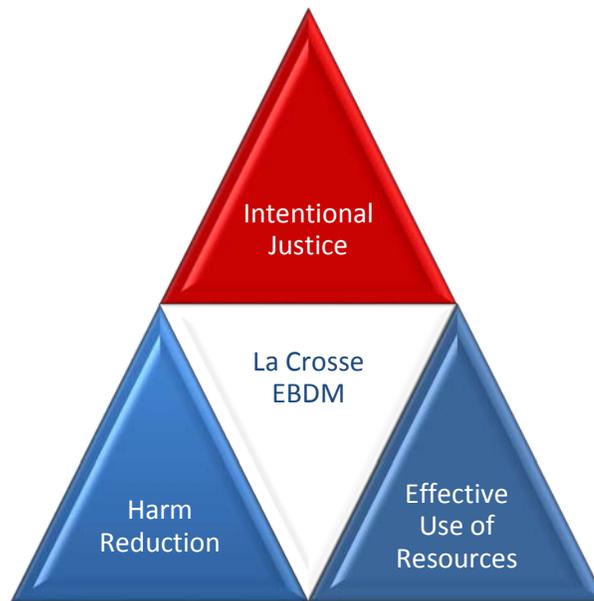
A sub-committee of the EBDM Committee reviewed the messaging triangle developed with the state and county partners. The sub-committee developed a messaging draft (below) to use during Phase VI. Information from the summit in Wisconsin Rapids was utilized to help craft the message.

**Answering Tough Questions:**

**Caring and Empathy:** “This is a tragic situation, we feel terrible for the loss that occurred...”

**Answer the Question:**  
Possibly using one of the prescribed messages

**Next Steps:** “This is what we are going to do”



**Messages: Intentional Justice:**

1. Money shouldn't allow you to buy your way out of justice.
2. Money should never be the reason someone gets justice.
3. Justice should be blind to money (race, gender)
4. Justice shouldn't depend on how much money you have.
5. Our country was built on a presumption of innocence.
6. Removes/reduces race-based decision making.
7. Almost 100% of people return to the community.
8. Personal experience affects how you perceive justice.

**Messages: Harm Reduction:**

1. One less...victim, offender, crime
2. Our job is to increase the odds of success.
3. We want the right people in jail
4. We want to do what we can to ensure this is the last time this person is in the criminal justice system.
5. People are harmed when they spend longer than ...hours in jail.

**Messages: Effective Use of Resources:**

1. Jail is for those we are scared of – not mad at.
2. Develop a pie chart that represents \$1 in the criminal justice system and determine the best way to spend money.
3. Compare states where releases were not well planned (CA) and states where they were well planned (TX).
4. Compare MN/WI Similar populations but WI has higher prison population.
5. Good stewards of the public dollar.
6. Pay me now or pay me later.
7. We tried to build our way out of the crime problem – we are no safer but broke.
8. We tried to arrest our way out of the drug war and it hasn't worked.

The messaging triangle will be used to help train the partners within the criminal justice system and the community. Depending on the audience, focused messages will be developed for the community and system partners. All EBDM team members will be able to use the messaging triangle and other communication products to develop an individual elevator speech and to provide information in the community.

### **DESCRIPTION OF PHASE VI EXPECTATIONS (Part VIII)**

The EBDM team anticipates the following benefits by participating in Phase VI.

- Refinement of the pretrial process
- Enhanced diversion/deferred prosecution program
- Robust data reporting
- Shared training objectives
- Trained evidence-based practice facilitators
- Deliberate information sharing
- Fewer/no people in jail for failure to pay fines
- Fewer people in jail for failure to pay child support
- Supportive and connected EBDM team that is aligned in its goals
- Trained, supportive and connected staff and community partners
- Well-developed public message
- Evidence-based treatment providers
- A model to be used in all criminal justice projects
- Intentional Justice
- Harm Reduction
- Effective Use of Resources



# La Crosse Wisconsin

All people in La Crosse County experience a healthy, safe and just life.

## Criminal Justice System Scorecard

### Evidence-Based Decision Making Core Principles Guiding the Criminal Justice System:

- Professional judgment of criminal justice decision makers is enhanced when informed by evidence-based knowledge.
- Every interaction within the criminal justice system offers an opportunity to contribute to harm reduction.
- Systems achieve better outcomes when they operate collaboratively.
- The system will continually learn and improve when professionals make decisions based on the collection analysis and use of data.

