

2014

Winnebago County Drug Court Program Preliminary Evaluation

Key policy questions addressed within include:

- *Does Drug Court reduce recidivism?*
- *Is Drug Court Cost Effective?*
- *How can there be an improvement in the Drug Court selection process?*
- *What are the costs relative to alternatives to Drug Court?*

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Executive Summary

Drug Courts have been in existence within the United States since the early 1990's and have been touted for their ability to assess and treat those with drug addictions which develop into criminal activity. Established in January 2006, the Winnebago County Safe Streets Drug Court Program has been utilized to address the steadily increasing local substance abuse problem. As opposed to the traditional sentencing associated with substance-related felony charges, Drug Court utilizes program conditions focused on rehabilitation and supervision in order to address underlying issues that lead to the criminal activity. This document describes the evaluation and results for the Winnebago County Safe Streets Drug Court Program.

Observations

- A recidivism rate reduction of 4.43% was observed for graduates of the Drug Court Program in 2012.
- Winnebago County accrued a cost of \$27,811.22/graduate while the State pays \$8,219.83/graduate a shift of \$19,591.39.
- Non Drug Court participants (control group) cost the County \$8,454.54/person and the State \$42,275.26 a shift of \$33,820.72 to the county.
- Every individual placed into Drug Court relieves the State of \$16,287.05 of liability per person and adds \$8,303.36 per person of liability to the County

Recommendations

- An emphasis on utilizing risk assessment tools to predict a Drug Court candidates potential for success in the program
- State compensation for cost shifted from the State to the County when Drug Court is employed
- Maintain data driven reporting to further develop the Drug Court Program and evaluate future participants likelihood of success

Introduction

Background

Drug Courts have been established and are active in all 50 states throughout the country. According to the National Institute of Justice¹, 46 jurisdictions utilize a drug court or a like model in the state of Wisconsin as of December 31, 2011. These drug courts combine the efforts of prosecuting attorneys, public defenders, judges, probation officers, treatment providers and participants. This offers a support structure to address concerning aspects of the participants life that have lead them to criminal activity in support of an underlying drug habit. These participants are selected based upon a number of factors. In Winnebago County, the criteria for enrollment into the Safe Streets Drug Court Program are:

- Current residency within Winnebago County
- Meet criteria for Alcohol/Drug Dependence
- No history of violent or assaultive behavior
- Voluntarily agree to participate and follow all Drug Court program rules

The Winnebago County Drug Court Program model is made up of three separate phases. In order to advance phases and eventually graduate, a participant must adhere to program rules and earn points through various productive activities which offer evidence that they are buying into the program's central philosophy. The majority of points are garnered through consecutive months of *clean time* depending on the phase of the program. If a participant has a relapse identified through a *dirty test*, this could mean resetting the clock on clean time and remaining at that phase. Any time a participant disobeys the rules of Drug Court or shows a lack of contribution to their own progress they could risk termination from the program.

¹ National Institute of Justice Review
<http://www.nij.gov/topics/courts/drug-courts/Pages/welcome.aspx>

Research Strategy

In order to properly evaluate a program it is first vitally important to fully understand it. This means delving into research about the organizational structure, key agents involved, the set of normal processes taking place, and general policy and procedural guidelines. In order to gain these insights it was necessary to reach out to a number of sources including thorough document reviews, in person discussions, on site visits, and analyzing various sample evaluations.

As this is the first evaluation done of its kind on the Winnebago County Safe Streets Drug Court Program, it was necessary to gain as much insight as possible. For the purposes of this study and the data at my disposal, the research done was concentrated from program inception in January of 2006 through 2011.

Document Review

Anytime a program is created, policies and procedures which pertain to various program aspects are cataloged for peer review and organizational purposes. A critical element in the research process is the review of these documents. Doing so allows for a greater understanding into each aspect of the program. The Winnebago County Safe Streets Drug Court Program manual and participant handbook served this purpose. Within each document there are systematic descriptions of the process, rules, policies, and major contributors through each phase.

Part of this evaluation is focused on the financial aspect of the Drug Court program, so it was critical to understand which agencies and individuals were contributing resources into the program. Drug Court is made up of a team of dedicated individuals whose agencies come from various areas of the criminal justice system.

On-Site Visit

The Drug Court team gave me the opportunity to view Drug Court during an on-site visit. As part of this experience I met key personnel involved with the process and garnered a better understanding for the role each plays. At the Winnebago County Drug Court this includes the Drug Court judge, the Drug Court Coordinator, a prosecuting attorney, a public defender, Department of Human Services staff, Department of Corrections staff and of course Drug Court participants. The on-site visit allowed me to view the team work in cohesion through the process and observe the routines and procedures utilized during Drug Court.

Data Collection

Data Sources

Drug Court Data

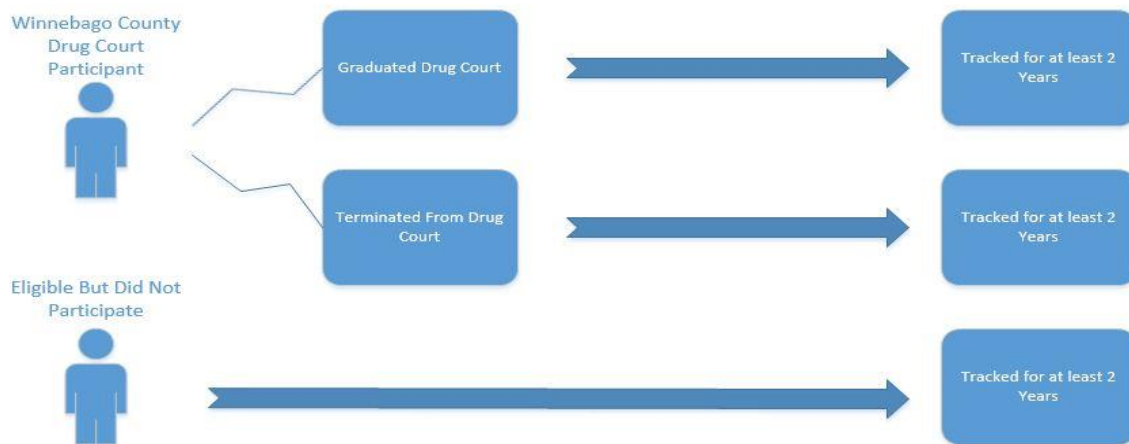
The vast majority of the data for this study was administrative in nature. Drug Court personnel keep records of all individuals who have participated in the program as normal practice. This original data set was then broken down into three categories: individuals who completed the drug court, terminations, and qualified but not selected.

The individuals in the **graduate group** are those who have successfully completed all three phases of Drug Court by complying with the rules and policies of the program. For this group, data was collected on participant name, the case number of the offense which brought them to Drug Court, date of entry into the program, and graduation date. **Terminated** individuals were those participants who were released from the program for neglecting to fulfill the requirements of Drug Court. These terminations typically stemmed from one or several of these violations:

- Commission of a Crime
- Failure to attend Drug Court hearings
- Abandonment of the program
- Continued involvement with any alcohol/drugs or violent behavior
- Drug Court discretionary power to terminate an individual

The decision to terminate a participant is not consistent in each instance. Many factors are weighed in order to make a determination of whether or not an individual should continue on with the program or be released. Much like the graduate group, the names and case number were recorded for each individual.

The final group is comprised of individuals that never had the opportunity to participate in Drug Court. This group essentially **qualified for the program but were denied or chose not to participate**. At the initial stage of Drug Court selection, much time is put into assessing an individual's suitability for Drug Court including their background, family life, and friends. These factors are thought to play a critical role in an individual's chances of success.



Maintaining three separate groups was critical for analytical purposes. Through identifying and analyzing populations both involved and not involved with the Drug Court program, it was possible to compare and contrast data from each population. Thorough data collection and analysis of each group may make it possible to identify segments of the program that individuals are struggling to comply with. Addressing these issues could lead to increased graduation rates.

Offendertrak

Offendertrak Corrections Management System is an inmate tracking system which logs information pertaining to all individuals housed at the Winnebago County Jail. Any time an offender is booked in our released from the jail, data regarding the date, length of stay, demographics, and status' are collected and maintained. Essentially, Offendertrak is utilized to keep the jail running efficiently with an ever-changing population. As it pertains to this study, data was extracted that was associated with individuals classified under the three subject groups for program years 2006 through 2011. The data pertinent to this study included total jail days stayed and probation holds for all three groups. In order to qualify for the dataset the jail days had to be associated with the offense related to Drug Court. For instance, if a Drug Court participant was booked for a subsequent offense after being entered into the program, that time would not count towards our dataset. Only initial jail days from the offense and Probation Holds from Drug Court related offenses were counted in the data set.

Wisconsin Court System Circuit Court Access

The Wisconsin Court System Circuit Court Access² database proved to be an invaluable tool in this drug court study. CCAP is an open database tool the State of Wisconsin uses to organize and log past, present, and future court proceedings, sentences, and various other court related information. Utilizing the case numbers of our subject groups, it was possible capture date from the original charges and sentencing. Included in CCAP is the sentence the court would have imposed had the defendant not been afforded the opportunity to participate in Drug Court when imposed and stayed sentence structures are utilized. This information is relevant because it offers the opportunity to compare and contrast Drug Court to "business-as-usual" sentences. The primary data set that was mined utilizing CCAP included:

- Date of Incident
- Charge Details

²Wisconsin CCCAP Research Database
<http://wcca.wicourts.gov/simpleCaseSearch.xsl?jsessionid=9DF822C93F1E1BB8EA527C87CC2E2795.render6>

- Potential Sentence
- Relevant revocations including any subsequent sentences
- Any Post Drug Court criminal activity (used to identify recidivism)
- Identify type of drug activity during re-offense

State Prison Costs

A principal aspect of this study was to analyze the overall costs associated with incarceration and the alternatives utilized by Winnebago County. For many in the criminal justice system, the state prison system is the last resort to maintain public safety, reduce risk, and punish offenders. To acquire information regarding the cost of such facilities to the State of Wisconsin it was necessary to utilize an outside research source. The Vera Institute of Justice³ is an independent non-profit organization which conducts research projects which aim to help government entities make sound policy decisions.

In 2012, this organization conducted a study on the cost of prisons throughout the United States. Fortunately, Wisconsin was included in this study and provided data to the researchers regarding total costs for the fiscal year 2010. In order to collect their data, the Vera Institute distributed surveys to each state's Department of Corrections. Through voluntary compliance, 40 states (including Wisconsin) complied and supplied the necessary information. It is important to note that this study did not incorporate every possible cost involved with a prison sentence which could include in-house programming state prisons may offer. For the purpose of research on the Winnebago County Drug Court, the general cost per inmate in a Wisconsin state prison will suffice.

It was established within this research project that the average annual cost per inmate in a Wisconsin prison totals \$37,994.00. Included in this figure are costs associated with inmate care, employee pay and benefits, facility maintenance and upgrades, and various administrative expenses.

³The Vera Institute "The Price of Prison - What Incarceration Costs Tax Payers"
http://www.vera.org/sites/default/files/resources/downloads/Price_of_Prisons_updated_version_072512.pdf

State Probation Costs

As part of their sentences, offenders are routinely given extended supervision to maintain contact and ensure extended compliance with the law. Probation agents are considered state employees and their services are therefore funded by the state. This means both potential and actual probation costs will be factored in as a state only liability. In order to gather data regarding these costs it was again necessary to rely on outside sources. The Wisconsin Department of Corrections publishes an annual summary snapshot of the department's trends, programs, and budgets⁴. As a part of this summary, they were able to calculate a cost per day for their Division of Community Corrections. This division is responsible for organizing and funding the states extended supervision program.

Table 1. Winnebago County Drug Court Data Source Overview

Data Type	Source
Drug Court Participants	Drug Court Personnel Logs
Count of Winnebago County Jail Days	OffenderTrak
Court Records Original Offense Information Re-offense Information	Wisconsin Circuit Court Access Program
State Prison Costs	Vera Institute of Justice "The Price of Prison"
State Probation Costs	Wisconsin Department of Corrections Annual Summary

⁴ Wisconsin Department of Corrections - Division of Community Corrections
<http://doc.wi.gov/Documents/WEB/about/dataresearch/notablestatistics/Corrections%20at%20a%20Glance%20DCC%20June%202013.pdf>

Cost Evaluation

Methodology

The cost effectiveness evaluation involves calculating the total cost for Drug Court, the cost if a typical sentence were utilized, and the cost of traditional sentencing without alternatives (control group). Comparing these data sets will estimate the costs associated with the participant's outcome/ sentencing had they not been allotted the program slot in the first place. This was accomplished using two separate techniques. First, comparing Drug Court participants to themselves through determining program costs for that person as well as what the cost might have been had they not participated. This gives a clear picture of both real and potential cost as it stands for each individual. The second method was to compare our participant group to a control group of a similar population consisting of individuals who originally qualified for the program but did not participate.

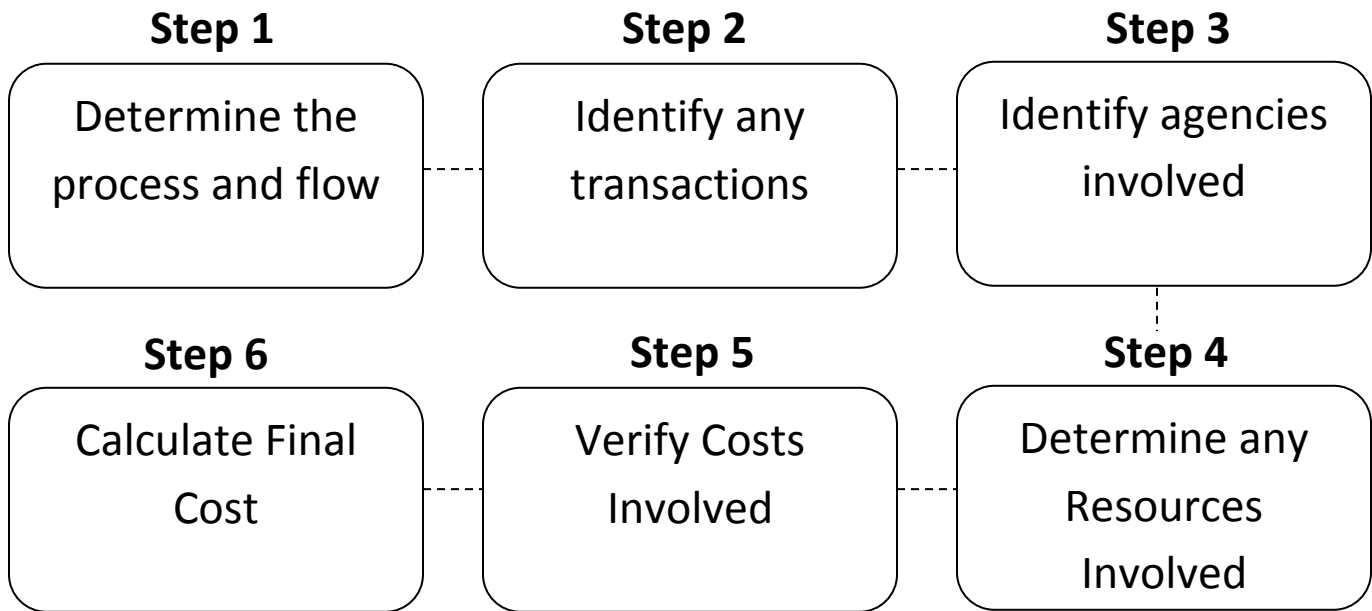
Transactional and Institutional Cost Analysis (TICA)

The TICA methodology⁵ consists of six total steps to calculate costs based upon a participants transactions at various stages of the program. This method allows for a more complete overview of what the program's total cost is based upon each step in the process. The transaction costs in the criminal justice system outside of Drug Court included new consequent court cases, probation, prison bookings, and jail time served either on holds or as a sentence. Transactions associated with Drug Court comprise of state employee salaries and benefits, human service

⁵ NPC Research
http://www.npcresearch.com/presentations_drug_treatment_courts.php

employee salaries and benefits, and any incidental jail stays by participants for holds. The TICA six- step method is most appropriate for this Drug Court study because it serves as, above all else, an organizational tool. The Drug Court is serviced by various state and county funded employees. This makes it a necessity to track each transaction in the process to gather a true cost of the program.

Table 2. TICA Method Overview



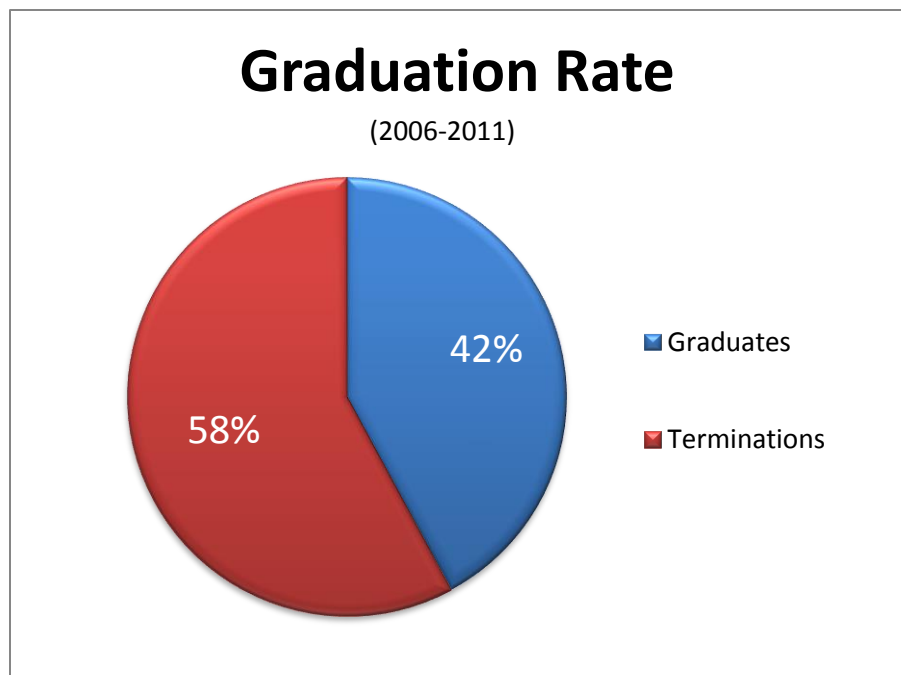
The TICA method allows one to understand the complete Drug Court process through a step by step analysis of the people and organizations involved. At each step in the progression there are transactions made either by the offender or by an organization. These transactions incur costs to one or both parties. This study aims to identify these costs and compare them with the completion and success rate of the programs from which they stem. Step 1, 2, 3, and 4 were determined through the on-site visit and reviewing various Drug Court documents. Step 5 and 6 entailed researching average costs through outside sources from studies conducted by other organizations and departments.

Outcomes

Program Success & Recidivism

The goal of any program is to make an impact on the lives of the participants involved. Alternative to incarceration programs are distinctly created to address an underlying problem that is causing the need for criminal behavior. Drug Court seeks to expose and correct the drug abuse issues of its participants through treatment, counseling, and constant monitoring. During the years of this study

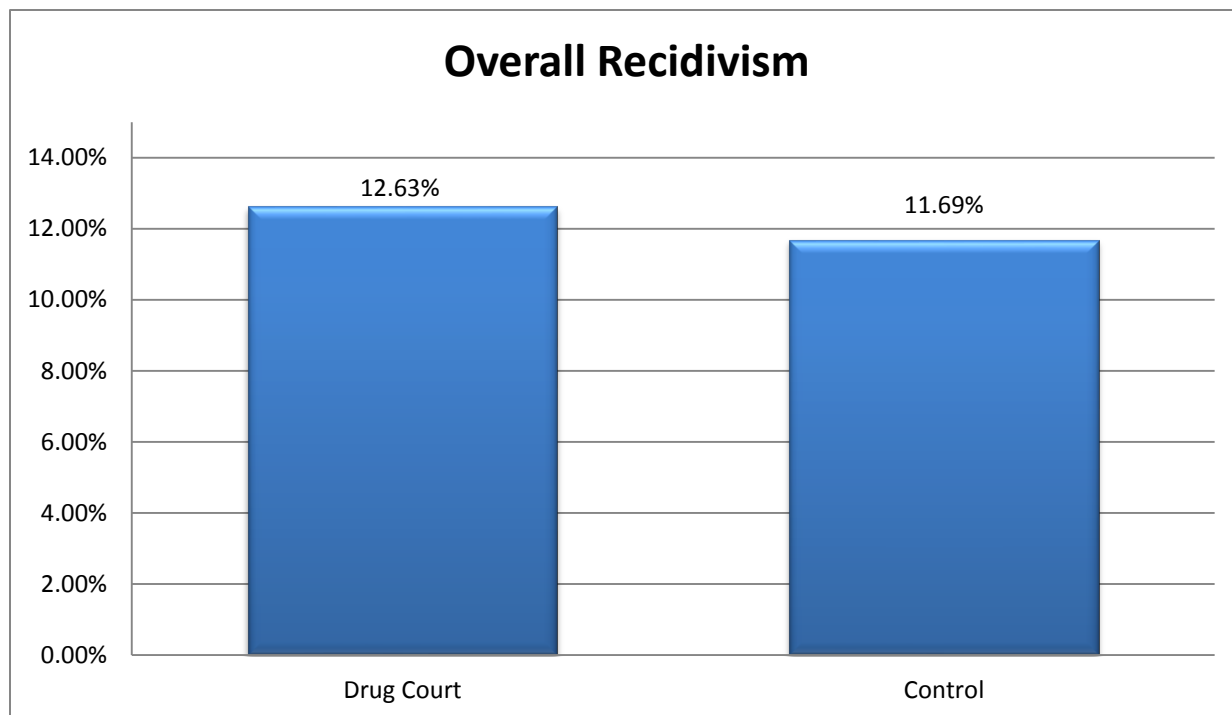
there was a 42% (n=95) graduation rate from Drug Court. This is 8% below the estimated national average of 50%. Of the graduates, 61% were male and 39% female. A fairly proportionate ratio of male to female participants were subsequently terminated at 67% and 33% respectively.



As we have not yet developed a systematic way to collect and maintain data relating to particular demographic and socio-economic factors of the participants, it is difficult to extrapolate what population is succeeding and which is failing the Drug Court process. Currently there are discussions to eventually implement a thorough data collection phase which will give us the ability to analyze various characteristics which could help address the graduation rate. This will be accomplished through utilizing pre and post program surveys on both the

graduate and terminated populations. If there are trends in the either or both populations we can begin to formulate a process by which selection of participants is based upon a high likelihood of success and not only instinct. Based upon research into the field of criminology, there is a high likelihood that factors such as education, socio-economic background, criminal history, psycho-social attributes, and overall life outlook factor into a offenders ability to make decisions and follow through with programming. This type of analysis is a necessary step to improving the way programs are run and who is selected to participate. Not only will a more educated selection process lead to higher graduation rates, it will also save money through a more efficient allocation of resources. It will also lend itself to opening up more spaces for those who will accept and follow through with the opportunity they are given. The 58% of participants who were terminated not only burdened the Winnebago County budget but they also that of the State in any subsequent charges or sentences. There is no way of knowing 100% if an individual will succeed or not in Drug Court, but increasing the graduation rate through statistical analysis will give us an opportunity to better serve the community and those who have substance abuse problems.

Another important factor in gauging the productivity of a program is the rate at which graduates remain substance and crime free. This is best calculated by analyzing recidivism rates amongst the graduate population. For the purposes of this study, a measurement period of 2 years was established. This re-offense examination period was used to analyze the long term effects of Drug Court. If an individual had yet to reach 2 years post program time, they were not included in the data set even if they had participated in the program for the 2006-2011 years of operation. If there is too short of an "opportunity window" for participants to re-offend it will simply add to the population but will not take into consideration the shortened timeframe from which the recidivism sample is drawn from. This can have the potential to skew the statistics evaluated to summarize recidivism rate. This precaution was also taken on the control group that was analyzed in conjunction with the graduate population at hand.



The above graph represents a comparative depiction of recidivism rates for both the Drug Court and Control populations. These results suggest that individuals who participate in Drug Court are just as likely to re-offend as those who were treated in a traditional fashion through the system. The Drug Court figure accounts for both terminations and graduates from Drug Court for the years 2006 - 2011. This study was conducted using a non-equivalent group posttest only design which involves the measurement of outcomes for the treatment group (Drug Court) and a comparison group (did not receive intervention). It should be noted that non-equivalent group posttest studies are inundated by statistical threats resulting from the constricted nature of the samples and extraneous factors which can impact results. In this study, the two populations reflect approximating recidivism rates. While interpreting this data it is important to consider the fact that the study does not control for criminological factors which may play a significant role in an offenders efficacy of treatment. For this reason, statistical significance is not determined at any confidence level for these results.

Table 3. Graduate Population Statistics

Summary Statistics	
Sample Size: n	40
Re-Offense: x ²	3
Re-Offense Rate: r	7.5%
Male Participants	26 (65%)
Female Participants	14 (35%)

The recidivism rate for the graduation group was (n=40) 7.5%. This was established through database searches utilizing the Wisconsin Circuit Court Access System. Any subsequent criminal cases against a graduate was carefully examined for signs that substance abuse was in way was a factor at the time of the incident. If so, that individual was considered part of the recidivism group. Of the

three participants which re-offended all had cases involving the possession of THC. As was stated earlier, the sample in this study was segmented to include only individuals with at least 2 years of time after release. The time-to-recidivism for each of the three participants varied greatly with an average of approximately 634 days post-program.

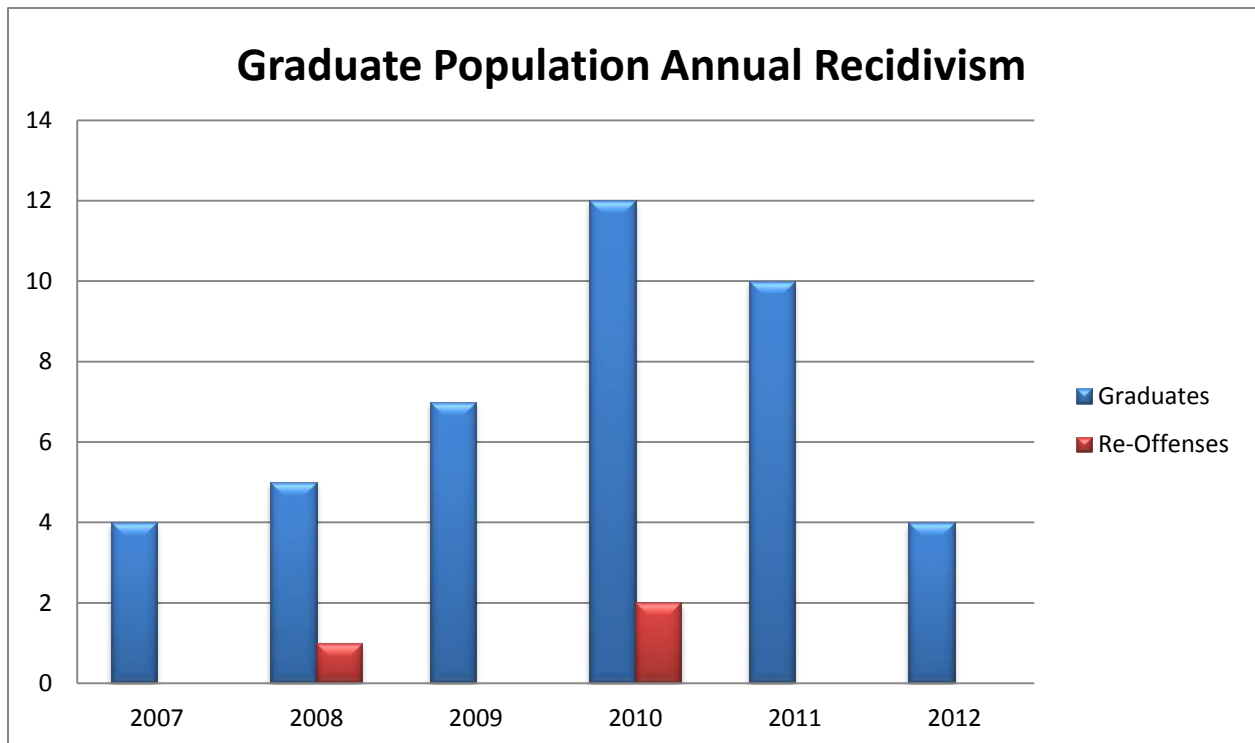


Table 4. Terminated Population Statistics

Summary Statistics	
Sample Size: n	55
Re-Offense: x ²	9
Re-Offense Rate: r	16.36%
Male Participants	39 (67%)
Female Participants	19 (33%)

The 58% of Drug Court participants who failed to comply with program rules and guidelines was also examined. This population was of interest because it factored into the overall cost and general capacity of the program. These participants exited the program at various levels of the three phases and were exposed to only a fraction of the total programming

available. Not all revocations are due to substance activity while in the program. Participants can be terminated for lack of compliance with Drug Court policies or failure to attend treatment as well.

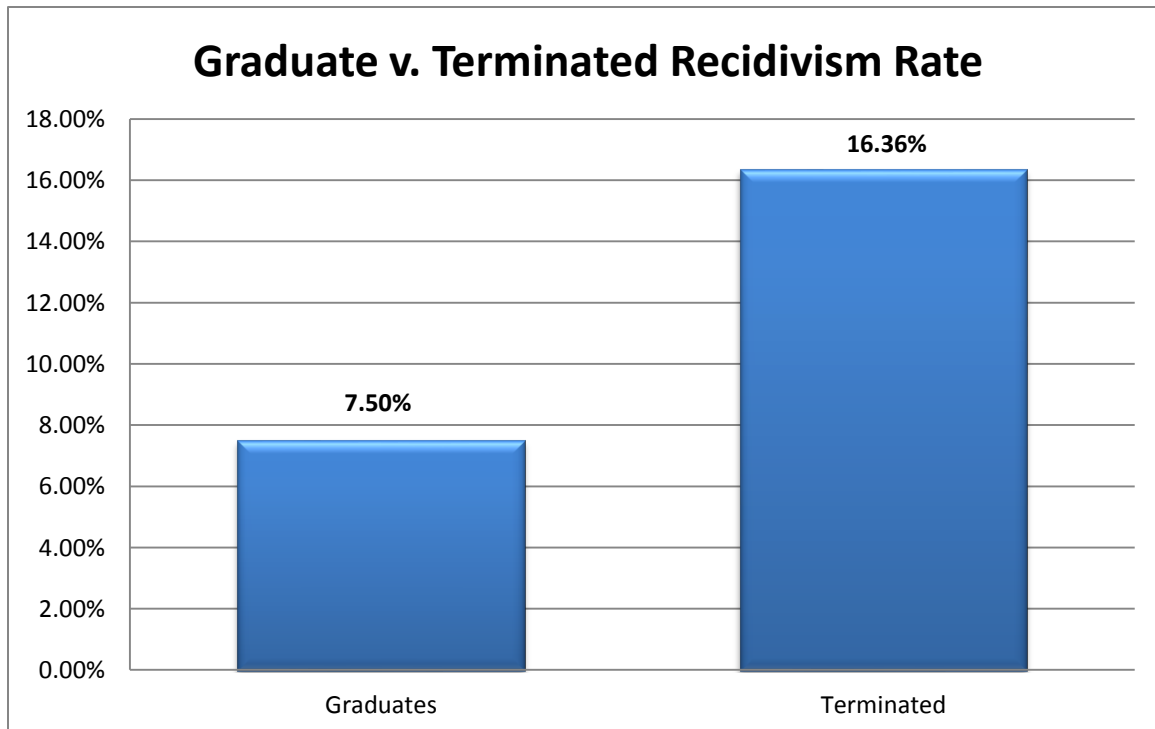


Table 5. Control Population Statistics

Summary Statistics	
Sample Size: n	76
Re-Offense: x ²	9
Re-Offense Rate: r	11.84
Male Participants	67 (74%)
Female Participants	24 (26%)

The recidivism rate for the control group (n=76) was 11.84%. This population did not receive any type of treatment and were subjected to "business-as-usual" in the criminal justice system. The same procedure was done for the control population as was done for the graduate to identify incidents which qualified as recidivism. The graph below depicts a comparison between the Graduate and Control

groups in this study. Members of the control group re-offended at a **4.34%** greater rate than the graduates.

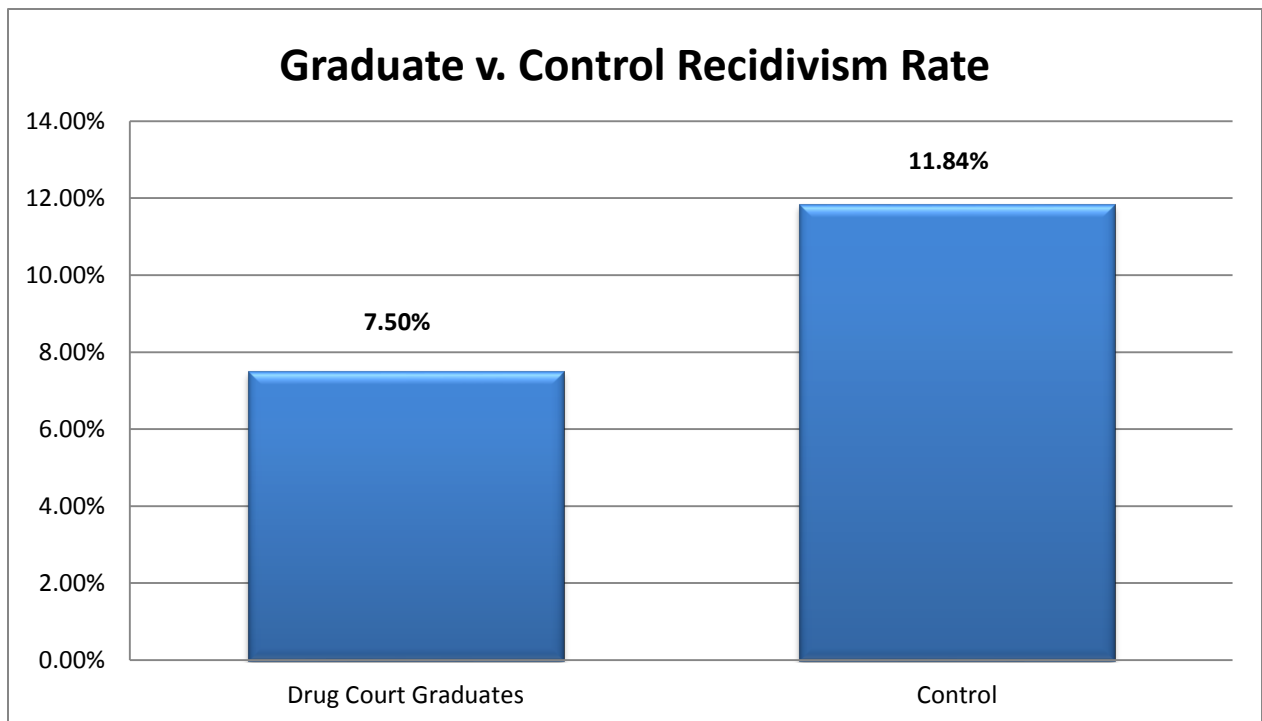
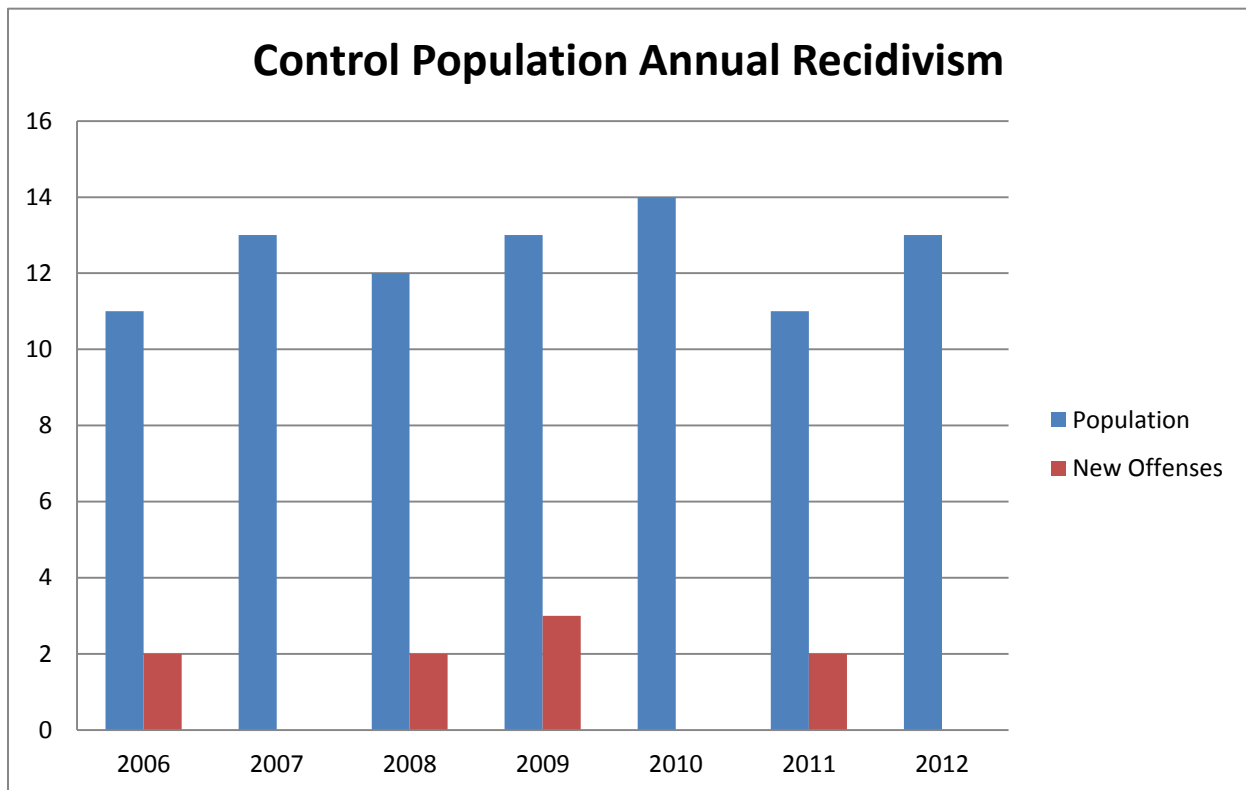


Table 6. Control Annual Recidivism Rates

Year	Population	New Offenses	Percent of Population
2006	11	2	18%
2007	13	0	0%
2008	12	2	17%
2009	13	3	23%
2010	14	0	0%
2011	11	2	18%
2012	13	0	0%

Table 6 shows the annual percentage of re-offense for the control population.

The control population in this study had both a higher total recidivism rate and greater consistency than the Drug Court graduate population. In contrast, the Drug Court population saw a more sporadic pattern in re-offense. It is important to note that the dataset associated with year 2012 had a limited pool to analyze based upon the 2 year opportunity timeframe used to identify post sentence recidivism. The graph below highlights the consistent nature of recidivism compared to the respective population each year for the control population.



Cost Evaluation

Drug Court v. Control Population Cost Analysis

The cost evaluation involves calculating the costs associated with each population based upon the transactions that are made throughout and after Drug Court treatment or traditional sentencing. The TICA method exposed these associated costs and allowed for a comparison between each population. The following is a list of transactions and the corresponding costs.

Transaction Unit Type	Unit Cost
Jail Bed per Day*	\$52.40
Probation Hold per Day*	\$29.89
Prison Bed per Day	~ \$105.54
Probation per Day	\$7.47

*Based upon average reimbursement rate from the State for housing inmates

The transactions listed above are utilized intermittently by both the Drug Court and Control populations throughout their sentences. The frequency and magnitude at which this occurs varies on a case by case basis for each population. The TICA method did an adequate job of addressing this issue by simplifying the timeline of events into individual transactions which can be monitored and compiled for analysis purposes.

The Drug Court population is comprised of both the Graduate and Terminated groups, as both served time in the program for their offenses. Participation in the program in and of itself is a large transaction which incurs cost. The typical Drug Court session lasts approximately three hours and occurs once every week. During this three hour session, personnel from various state and county entities come together to monitor and participate in the proceedings. The time these individuals spend dedicated to Drug Court is a transaction made by the

participating offender and therefore factors into the overall cost of the program. Salaries were obtained through public records and the benefits were calculated based upon standard percentages for each employing entity at each respective position level. These totals were divided into an hourly rate, multiplied by the number of hours per week dedicated to Drug Court, then multiplied by the total number of weeks for the six years of Drug Court under evaluation. It is important to note that these calculations are not an exact representation of the time or resources put into the Drug Court program. They represent average times and weeks based upon Drug Court guidelines and independent research. Holidays and cancellations were not considered due to the lack of data available on total Drug Court sessions completed for this timeframe.

Resource	Six Year Total Cost
Winnebago County Jail Stays	\$21,610.47
Human Services Personnel	\$632,735
Treatment	\$492,495
Revenues (Client Costs & Valley Credit)	<i>\$56,000</i>
Public Defender	\$65,248.56
Assistant District Attorney	\$31,056.48
Judges	\$160,369.34
Probation Personnel	\$72,118.80

* Salary and Benefits based on 2012 rates

Jail day costs were determined based upon the contracted rate for State reimbursement of \$29.89 per day for bed space at the Winnebago County Jail. These days can come as a sentence prior to a participant entering the Drug Court program. Probation Holds are utilized during Drug Court as a way to either reprimand poor behavior or as a means to deter offenders. Drug Court graduates spent 723 total days in the Winnebago County Jail on probation holds throughout the six years of this study. This cost is the burden of Winnebago County and is not

reimbursed by any outside entity. The Human Services cost was calculated based upon salary and benefit figures broken down by personnel and time allocation into the Drug Court program.

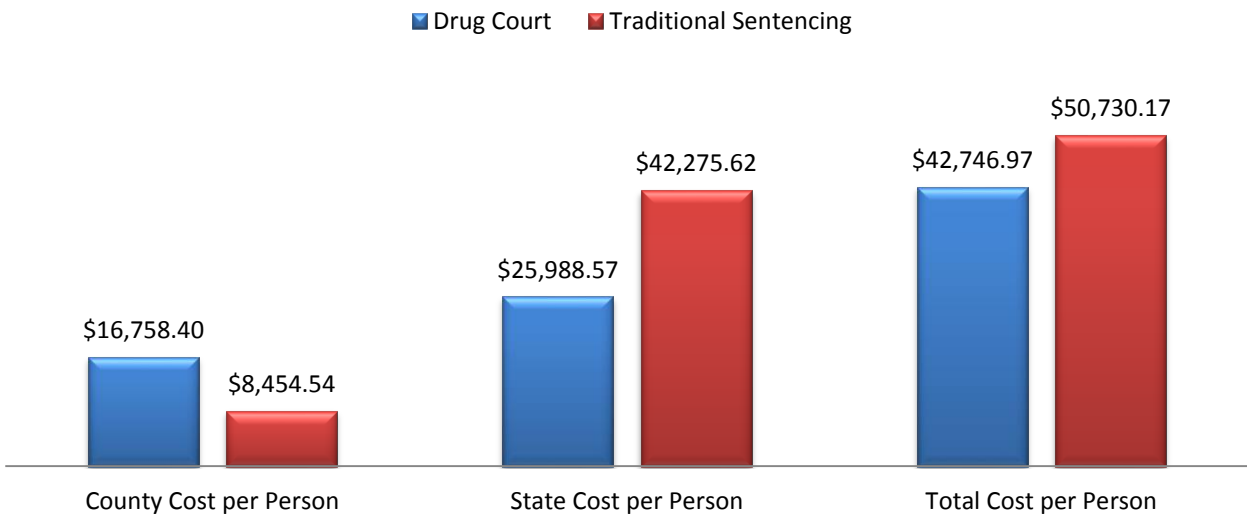
To offset the cost of various personnel salaries, benefits, and travel, clients are requested to pay a program fee of \$200.00 to participate. This cost can be altered depending on financial situation and through dedicating time into community service. This fee is also used to compensate for the drug and alcohol counseling involved in the programming.

	Drug Court Population	Control Population	Monetary Shift	Percent Shifted to County
<i>County Total Cost</i>	<i>\$1,592,047.77</i>	<i>\$642,545.45</i>	<i>\$949,502.32</i>	<i>+40.36%</i>
<i>County Cost Per Person</i>	<i>\$16,758.40</i>	<i>\$8,454.54</i>	<i>\$8,303.86</i>	<i>+50.45%</i>
<i>County Cost Per Participant without Recidivism</i>	<i>\$19,181.30</i>	<i>\$9,590.23</i>	<i>\$9,591.07</i>	<i>+50%</i>
	Drug Court Population	Control Population	Monetary Shift	% of Cost Shifted from County
<i>State Total Cost</i>	<i>\$2,468,914.34</i>	<i>\$3,212,947.41</i>	<i>\$744,033.07</i>	<i>-23.16%</i>
<i>State Cost Per Person</i>	<i>\$25,988.57</i>	<i>\$42,275.62</i>	<i>\$16,287.05</i>	<i>-38.53%</i>
<i>State Cost Per Participant without Recidivism</i>	<i>\$29,745.95</i>	<i>\$47,954.44</i>	<i>\$18,208.49</i>	<i>-37.98%</i>

Total transactional costs shift depending on whether or not an individual is placed into the Drug Court Program. Winnebago County's total cost burden increased by \$949,502.32 or \$158,250.38 per year while utilizing Drug Court as opposed to

traditional sentencing. The State on the other hand managed to divert 23.16% of its costs through the County's implementation of Drug Court. Also highlighted in the table above is the cost per participant without re-offense. Essentially these are individuals who managed to remain crime free post sentence. Winnebago County increases its costs by 50% to put one individual through Drug Court who does not re-offend after programming.

	Drug Court Population N=95	Control Population N=76	Cost Shift with Drug Court
County Total Cost	\$1,592,047.77 (\$16,758.40/Person)	\$642,545.45 (\$8,454.54/Person)	+\$949,502.32 (\$8,303.86/Person)
State Total Cost	\$2,468,914.34 (\$25,988.57/Person)	\$3,212,947.41 (\$42,275.62/Person)	-\$744,033.07 (\$16,287.05/Person)
Overall Totals	\$4,060,962.11 (\$42,746.97/Person)	\$3,855,492.86 (\$50,730.17/Person)	+\$205,469.25 (\$7,983.20/Person)
Recidivism Rate	12.63% R=12	11.84% R=9	

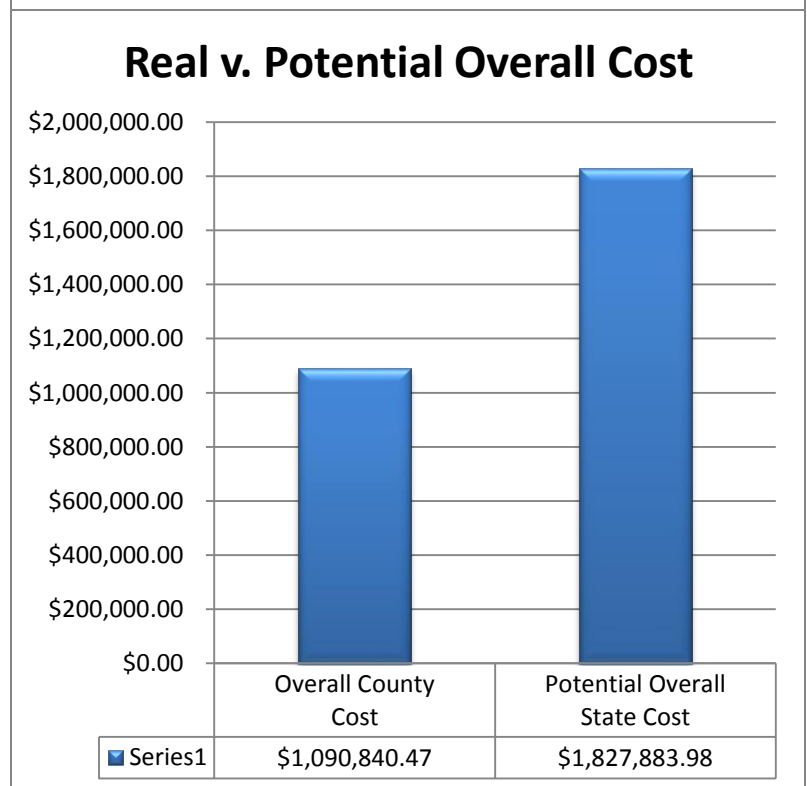
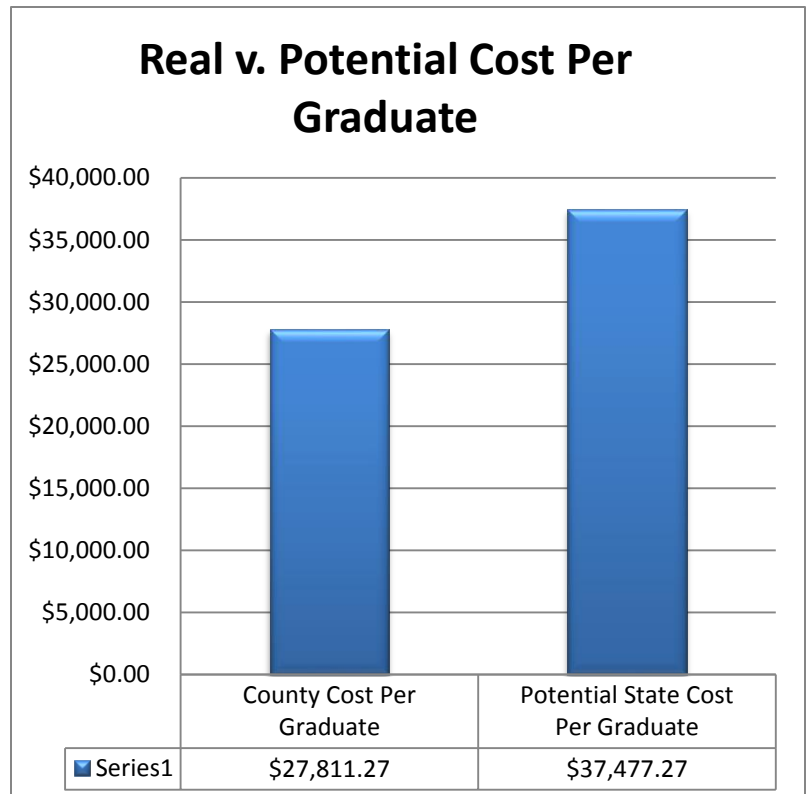


Graduate Population Cost Analysis

The total cost for graduates of the Drug Court program to Winnebago County comes out to **\$1,090,840.47** for the years 2006 to 2011. This equates to a cost of **\$27,811.27** per graduate. Those who successfully completed Drug Court and continued their success post program with no new offenses cost **\$30,066.24** per participant. State costs include services provided by the Public Defender, Assistant District Attorney, Judges, and Probation Personnel. The costs of these

services combined to a total of **\$328,793.18** for this timeframe. The total cost for both the county and state come to **\$1,419,633.65**.

Drug Court was not the only option for these 40 graduates. Had these individuals not been entered into the Drug Court program they would have been exposed to "business as usual" in the criminal justice system. This means sentencing based upon particular guidelines set forth for the varying offenses. Data



pertaining to these sentences is available through the Wisconsin Circuit Court Access System under each cases sentencing details section. Each participant was given an imposed and stayed sentence which could take affect if the condition of Drug Court was not met. This meant termination from the program could lead to a prison or probation sentence. These sentences were collected for each individual to calculate an overall "potential" cost. These costs show the potential savings that are made through the utilization of alternative programs. In the case of Drug Court graduates the potential cost was \$1,827,883.98 to the state. Drug Court focuses the cost heavily on the County and reprieves cost from the state immensely. Per graduate, the state saves \$37,477.27 through the use of Drug Court and the county pays \$27,811.27. That is a cost shift of \$65,288.54 per graduate. This cost shift highlights the necessity for stronger initial evaluation methods. Doing so could not only decrease graduate recidivism rates but increase overall graduation rates lending to a more efficient use of County resources.

Terminated Population Cost Analysis

Although the terminated group utilized some portions of the Drug Court's programming, there is no data to confirm the extent. This poses a problem in that there is no accurate way to determine cost figures to a group that were removed from the program at various stages and with varying transactions. This could be addressed in proceeding evaluations through the use of exit reports which would allow for accurate progress tracking of all Drug Court participants through each phase as well as departure. Data was available however for total jail and probation hold days as well as subsequent imposed and stayed sentences stemming from their Drug Court offense. This information is valuable in that it is an indicator of the transactions that take place by the 58% of participants who fail to meet Drug Court standards. This group not only utilized the services of Drug Court but also that of standard sentencing in the criminal justice system. Receiving both increases the cost tremendously and can be burdensome for both Winnebago County and the State organizations involved. Notwithstanding, the cost of terminated Drug Court participant was \$1,592,047.77 to the County. The subsequent sentences these participants had to serve cost \$2,140,121.16 to the

state for cumulative probation and prison expenses. These together make for a \$3,732,168.93 overall cost for the terminated population from program years 2006 to 2011. A total of 9 individuals went on to acquire substance related charges after their Drug Court experience leaving 46 without recidivism. This puts the cost per person without a subsequent charge at \$81,134.11.

Control Population Cost Analysis

The control population was subjected to "business as usual" in the criminal justice system and that being the case, typically served time in jail, prison, and on probation. The control group cost the county \$642,545.45 for both initial jail stays and probation holds. This group also accumulated \$2,659,891.02 in prison costs and \$553,056.39 in probation costs. Of the 76 individuals in the control group 9 had subsequent drug related offenses post sentence. For the 67 individuals with no new offenses the cost per person was \$9,590.23 for the county and \$47,954.44 for the state totaling \$57,544.67 per person combined.

Graduate Population v. Control Population

	Graduate Population	Control Population	Percent Difference
County Total Cost	\$1,090,840.47	\$642,545.45	-58.9%
County Cost Per Person	\$27,811.27	\$8,454.54	-30.39%
County Cost Per Participant without Recidivism	\$30,066.24	\$9,590.23	-31.89%
	Graduate Population	Control Population	Percent Difference
State Total Cost	\$328,793.18	\$3,212,947.41	+89.77%
State Cost Per Person	\$8,219.83	\$42,275.62	+80.56%
State Cost Per Participant without Recidivism	\$8,886.30	\$47,954.44	+81.47%
Total Cost per Participant without Recidivism	\$38,952.54	\$57,544.67	+32.31%

The table above shows the variant cost shifts from the County and State based upon the Graduate and Control populations. When an individual is entered into Drug Court there is a 58.9% increase cost to the County and an 89.77% decrease in cost to the State. The County also increases its cost burden by nearly 32% when it successfully graduates a Drug Court participant and they continue to remain free of substance related crime post program. Individuals without the benefit of Drug Court who also avoided substance related crime post sentence cost the State 81.47% more than if they had they participated.

Conclusions and Recommendations

- **Conclusion 1: Drug Court does have an impact on reducing recidivism rates of graduates.**
 - Recommendation 1: Continue to diligently accumulate and maintain data on this population to determine long term impacts.

- **Conclusion 2: Terminated Drug Court participants re-offend at a higher rate than graduates.**
 - Recommendation 2: Implement pre-program inventories to create a more data driven selection process to increase efficiency and reduce overall terminations from the program.

- **Conclusion 3: Participants of Drug Court (Graduates and Terminations) re-offend at a comparable rate to their "traditional sentence" counterparts.**
 - Recommendation 3: Increasing graduation rates will have a significant impact on both recidivism and monetary efficiency, therefore understanding the population being considered for Drug Court is vitally important.

- **Conclusion 4: There is a large cost shift (\$8,303.86/person) from the State to the County when the Drug Court program is utilized as opposed to traditional sentences.**
 - Recommendation 4: To reduce costs, policies regarding incarceration as a sanction to Drug Court should be evaluated, if appropriate.

- **Conclusion 5: The overall cost comparison (State Cost + County Cost) between Drug Court participation and traditional sentence shows a \$7,983.20/person increase in cost for traditional sentences.**
 - Recommendation 5: Evaluate long term affects of various sentencing structures for recidivism and cost.