

**SPECIAL ORDERS SESSION
COUNTY BOARD MEETING
TUESDAY, JANUARY 4, 2005**

Chairman David Albrecht called the meeting to order at 6:00 p.m. in the County Board Room, Fourth Floor, Courthouse, 415 Jackson Street, Oshkosh, Wisconsin.

The meeting was opened with the Pledge of Allegiance and an invocation by Supervisor Rankin.

The following Supervisors were present: O'Brien, Sievert, Robl, Widener Griesbach, Scoville, Maehl, Koziczowski, Klitzke, Lauson, Albrecht, Pech, Thompson, Steineke, Lennon, Machotka, Sundquist, Wingren, Jacobson, Norton, Warnke, Harris, Kline, Lorenz, Kramer, Schaidler, Finch, Farrey, Arne, Diakoff, Brennand, Egan, Rankin and Rengstorf. Excused: Weber, Barker and Hotynski.

Motion by Supervisor Robl and seconded to approve the agenda. CARRIED BY VOICE VOTE.

COMMUNICATIONS, PETITIONS, ETC.

There were no communications.

REPORTS FROM COMMITTEES, COMMISSIONS AND BOARDS

Supervisor O'Brien reported there had been an increase in the mileage reimbursement to 40.5 cents.

CHAIRMAN'S REPORT

Chairman Albrecht read a letter from Harlan Kiesow, Executive Director of East Central Regional Planning announcing his retirement. He plans on remaining on the job until a replacement is found.

Chairman Albrecht asked Supervisor's to be more careful in completing their per diem sheets. He also encouraged them to turn their per diem sheets in on time.

PUBLIC HEARING

David Jones, 1209 Winnebago Avenue, Oshkosh and Pastor Ray Whitlock, 1370 Tammy Road, Oshkosh spoke in favor of the Safe Streets Program. Pastor Whitlock also indicated he would like to see the program include mentoring.

SAFE STREETS PROGRAM

Supervisor Rengstorf, a member of the Safe Streets Committee, traveled to Dakota County, Minnesota with Sheriff Brooks, Supervisor Egan, Chairman Albrecht and Judge Woldt to tour their jail. He reported that although Dakota County makes more arrests than Winnebago County, they have fewer people incarcerated. The idea of this program is to reduce the recidivism for drunk driving and drug use. Supervisor Rengstorf stated that this program will take a lot of hard work to implement. Laws must change to allow the Safe Streets Program. Supervisor Rengstorf shared that Judge Woldt is attempting to get the necessary legislation changed. Supervisor Rengstorf then introduced Judge Scott Woldt.

Judge Woldt began his presentation by explaining what the committee has been doing for the past six months and what they would like to do. Judge Woldt read the following Mission Statement: "The primary purpose of the Winnebago County Safe Streets Initiative is community safety. We are seeking a balance between punishment and rehabilitation by providing alternative to incarceration. Our focus will include treatment and programs to instill accountability in citizens involved in offenses against our community. Our intent is to effectively use both government and community-based programs. The goal is to have a more productive citizen upon completion of these programs thereby lowering the rate of recidivism."

Judge Woldt stated he had been contacted by Sheriff Brooks to discuss ways to help the Winnebago County Criminal Court System to keep people out of the system. The recidivism rate in Winnebago County is approximately 87%. He stated for the year that he has been on the bench, 90% of the people that appear before him do so for alcohol or drug related charges. The Safe Streets Committee has been looking at alternatives to incarceration and high recidivism. The following people comprise the committee:

Winnebago County Board Supervisors:

David Albrecht, County Board Chairman

Harvey Rengstorf, Judiciary & Public Safety Committee Chair

Bernard Egan, Facilities & Property Management Committee Chair
Winnebago County Judicial System:
Scott Woldt, Judge Circuit Court Branch II
William Lennon, District Attorney
Winnebago County Human Services:
Mark Quam, Director
Terri Boudreau, Mental Health Crisis Team
Wisconsin Department of Corrections:
Todd Timm, Supervisor, Probation and Parole
Winnebago County Sheriff's Office:
Mike Brooks, Sheriff
Cheryl Michler, Chief Deputy
Mark Habeck, Lieutenant, Corrections Division

Judge Woldt said the jail is located in Hastings, Minnesota, which is south of the Twin Cities, with a population of about 373,000. Dakota County is 2 1/2 times the population of Winnebago County, but has 2/3 of the jail inmates. Dakota County Jail averaged 240 inmates per day, while Winnebago County averaged 308 inmates. Of the 308 inmates, 67 are there for OWI and 37 for drugs. This does not include any domestic abuse related to alcohol or drugs. The group also stopped in LaCrosse County and looked at their drug court. Judge Woldt then introduced Phil Drzakowski, Dakota County Jail Program Director and Anita Kennedy, Probation Department.

Phil Drzakowski has been with Dakota County since 1989 and is the president of MAJPS (Minnesota Association of Jail Programs and Services). Mr. Drzakowski provided the following federal statistics:

- Over 2 million people are incarcerated in jails and prisons;
- 2/3 are in prison and 1/3 in jails;
- Additionally, over 4 million are on probation or parole;
- The United States has 5% of the world population, but imprisons 25% of the world's inmates.

Mr. Drzakowski stated he was hired 15 years ago to try to make an impact on the growing inmate population. They looked at trying to impact those who can and will change. Rather than leaving the inmate in a box learning how to be a better criminal, it was determined under a controlled environment, inmates could be taught to make life-changing choices. Research has been done showing a combination of parental training, cognitive skill building, education, employment and treatment can have the greatest impact on preventing recidivism.

Mr. Drzakowski shared a projection of cost savings made for 20 people. At a cost of \$70 per day for 365 days times 20 would be \$511,000 for incarceration. This yearly cost savings does not include court costs or welfare costs for families of inmates.

Anita Kennedy has been employed by Dakota County for 20 years and has been with the Safe Streets Program since 2000. Ms. Kennedy listed several reasons for the start of the Safe Streets Program:

- Large number of repeat DUI offenders representing a significant public safety concern;
- By the time an offender receives his/her second conviction, the behavior is likely to be chronic;
- Traditional responses don't seem to work;
- Handling of repeat DUI offenders varies widely;
- Grant funds for intensive repeat DUI programs was offered by the Department of Public Safety.

Ms. Kennedy said research and experience has shown that traditional programs and treatment, sanctions only and "get tough" policies do not work. Ms. Kennedy continues that research has proven involvement of family and friends, appropriate individualized treatment, cognitive and behavioral treatment, addressing mental health needs, skill building, longer treatment and treatment outside a correctional setting works.

The Safe Streets Program has several components:

- Mandatory Electronic Home Monitoring - Not only are the offenders on a curfew, but they must submit to breath-testing 3 to 4 times a day. This is done for at least 30 days. 90% of the offenders show no use of alcohol during this time.
- Day reporting - This is the next step in the process. Several police departments are involved in this portion. During a 3-month period the offender must go to one of the departments and submit to a breath test.
- Surveillance and drug testing - Three Case Managers do random site visits. They can do both breath and urine testing. They also respond to calls from concerned family and citizens.
- Victim Impact Panel Attendance- This is similar to attending Mothers Against Drunk Driving;
- Case Management and Chemical Dependency Treatment - This is a 9 1/2 month program that begins 3 times a week, then 2 times a week and finally once a week.
- Cognitive Skill Building- Offenders use a 12-session cognitive curriculum including teaching critical thinking skills, problem solving, negotiation, anger management and open-mindedness.

The Safe Streets Program has several "Special Program Features" that takes the burden off the judges. Two Probation and Parole officers conduct Administrative Hearings for technical violations. There are also immediate sanctions, which allow the probation and parole office to do a 72-hour hold in jail for using. If there is more than one use, they are returned immediately to jail. This program has a uniform judicial response to violations, such as 120 days in jail with 2 priors, 240 days in jail with 3 priors and one year in jail with 4 or more priors before being allowed into the program.

Ms. Kennedy stated the most expensive part of the program is the treatment, which could cost \$2,600 per person. This could be covered by insurance. The surveillance fee is approximately \$1,456 per person. This is a non-treatment fee, which is an out-of-pocket expense. Most of the inmates in this program are employed.

After a time for questions and answers, Judge Woldt explained what is being done now to assist in moving forward with the program. Judge Woldt said application is being made for a \$75,000 grant to apply for a "Drug Court". Judge Woldt anticipates having two drug courts. Judge Key has "signed on" as a second judge to participate in the drug court for Winnebago County. Sheriff Brooks is in the process of implementing programming within the jail to address the rehabilitative needs of the inmates.

Judge Woldt shared when he was sworn in as a judge, he said he was doing it because he wanted to make a change. To that end, Judge Woldt drafted legislation to allow probation for 2nd and 3rd offenses. Currently in the State of Wisconsin, you cannot put a person on probation until the 4th offense. For the first three offenses, the person receives jail time, a fine and must complete alcohol assessment. If the offender doesn't complete the assessment, their punishment is revocation of their license. Winnebago County Courts average 50 driving after revocations per week. Multiplying this by 52 weeks per year and a 5-day minimum jail sentence, times \$42 per day to incarcerate equals \$546,000 per year.

Judge Woldt said, at this point, none of the program could be implemented without legislative change. He urged each supervisor to contact legislators to send a message that the law needs to be changed so rehabilitation opposed to continually re-incarcerating inmates can be used as an option by a judge at sentencing. Judge Woldt stated these programs are long overdue. The streets of Winnebago County will be safer with the implementation of these programs.

Motion by Supervisor Robl and seconded to adjourn. CARRIED BY VOICE VOTE.

The meeting was adjourned at approximately 7:30 p.m.

Respectfully submitted,
Patricia Rabe, Deputy
Winnebago County Clerk

State of Wisconsin)
County of Winnebago) ss

I, Patricia Rabe, do hereby certify that the foregoing is a true and correct copy of the Journal of the Winnebago County Board of Supervisors for their Special Orders Session held January 4, 2005.

Patricia Rabe, Deputy
Winnebago County Clerk