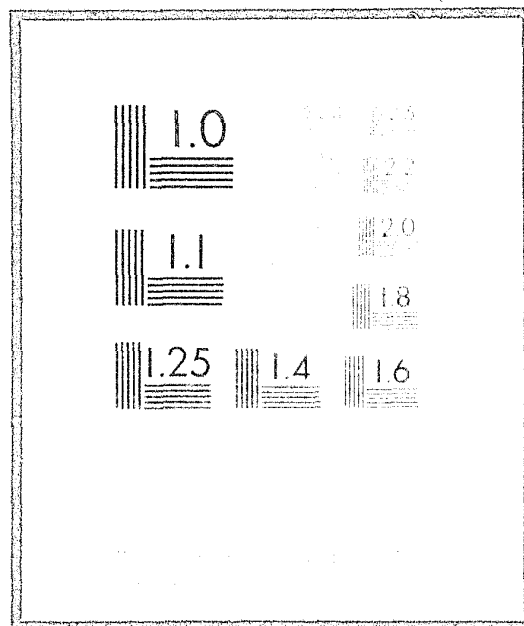


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Second Year Evaluation of the Jail Services Coordinator Project
Ozaukee County Sheriff's Department
Port Washington, Wisconsin
76-03-11C-SE-2535

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I. Introduction

The Wisconsin Council on Criminal Justice (WCCJ) has awarded funds to the Ozaukee County Sheriff's Department (OCSD) for the Jail Services Coordinator project (JSC) under Program 11C: Community and Support Services to Local Jails, as set forth in the 1976 Criminal Justice Improvement Plan. Previously, funding for the project was under Program 31: Community and Support Services to Local Jails, as set forth in the 1975 Criminal Justice Improvement Plan. Under these two grants, the following funds were awarded:

<u>Year</u>	<u>Grant Number</u>	<u>Total Budget</u>	<u>Federal Share</u>	<u>Project Period</u>
1975	74-03-04-07	\$18,400	\$16,560 (90%)	5-1-75 to 4-30-76
1976	76-03-11C-SE-2535	\$17,806	\$14,245 (80%)	5-1-76 to 4-30-77

II. Purpose

The Program Evaluation Section (PES) of the WCCJ conducted a partial evaluation of the JSC project during the second year of operation. This report has been prepared to assist the Southeast Wisconsin Criminal Justice Planning Council in its decision-making function with respect to continued funding of the JSC project.

III. Evaluation Methodology

The evaluation of the JSC project was conducted as part of the overall evaluation of the Community and Support Services to Local Jails program area. A standard data collection procedure

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was used for all client-serving projects. This involved collecting individualized information on all clients served, including demographic data, criminal justice history and status, and a record of services provided. In addition, the project submitted quarterly summaries of services provided to clients. Other sources of information used in this report include: grant applications, WCCJ Staff Recommendation Summaries, grant files, site visits and telephone interviews.

In addition to process-related data, PES collected follow-up data on selected clients. This consisted of a review of individual records at the Ozaukee County Sheriff's Department by PES staff. PES staff requested records for selected individuals from the Crime Information Bureau to determine recidivism by clients outside of Ozaukee County. The individual data presented in this report covers the period January 1, 1976 through October 31, 1976, but does not include data relevant to clients still in custody on November 1, 1976.

IV. Background

The Ozaukee County Sheriff's Department received second year funding for the Jail Services Coordinator project to extend operations from May 1, 1976 to April 30, 1977. The JSC was originally funded in May of 1975. As stated in the grant proposal, the purpose of the JSC is to "deal with adjudicated persons--those sentenced under Huber Law Privileges." The JSC is concerned with obtaining jobs, educational opportunities, counseling and recreation programs for Huber clients."

According to the grant proposal, funding was sought by the subgrantee to meet the growing need of providing adequate services as the population of Ozaukee County increases: "In connection with the population growth (between 1970 and 1975 an increase of 21%) comes the demand for additional services from both municipal police and county sheriff's department." (Source: Grant 76-03-11C-SE-2535) To meet this demand, particularly with Huber clients, the Ozaukee County Sheriff's Department applied for funding to establish a position to coordinate services to the Ozaukee County jail.

V. Current Status

A. Goals and Objectives - After review by WCCJ staff, the following modified goals and objectives were approved for the project:

1) Goals

a) By the end of the funding year to have increased the effectiveness of the Huber Services in the Ozaukee County Jail as measured by:

(1) documented evidence of cooperation between the jail and at least five major community resource agencies, and

(2) evidence of the development and utilization of at least two new community resources.

b) To have raised by 20% over the prior funding year the number of individuals sentenced under the Huber Law as opposed to straight-time sentences.

2) Objectives

a) To have the Jail Services Coordinator develop community resources which would provide counseling to all jail inmates in the following areas: education, employment, rehabilitative services and leisure activities.

- b) To place 45 unemployed Huber clients into full-time employment situations.
 - c) To provide education training that will result in at least five inmates completing their requirements for their G.E.D.
- B. The following activities and special conditions were also adopted by the project after staff review.
- 1) Activities:
 - a) To continue the full-time staff coordinator position to service all adults sentenced to the Ozaukee County Jail.
 - b) To work closely with Wisconsin Job Services and the State Manpower Council for developing employment opportunities.
 - c) To continue to expand the community resources.
 - 2) Special Conditions - The Jail Services Coordinator will perform only those duties which pertain directly to the fulfillment of the requirements within this grant.
(From Grant 76-03-11C-SE-2535)

VI. Methodology

The JSC Project Supervisor is the Sheriff of Ozaukee County. Although ultimate authority for project functions rests with that position, the Jail Services Coordinator has responsibility for fulfilling the goals and objectives identified in the approved grant.

The JSC primarily works with inmates who have been granted Huber privileges although he may be involved to a limited extent in providing services for other classifications of inmates. The JSC's role is primarily one of providing counseling for Huber inmates, locating and referring Huber inmates to employment situations, and supervising inmates using recreation equipment.

During the second year of project operations, the JSC developed a program planning sheet which is distributed to new Huber inmates. The information contained explains the purpose of the project and requests the inmate to indicate whether he/she would like to participate in the project. The inmate is also asked to answer a series of questions related to his/her employment, education and criminal justice histories, family situation and alcohol or other drug use. From the information provided through this questionnaire, and from personal interviews with the clients, the JSC identifies problem areas and attempts to provide necessary services.

Occasionally a client is referred to another community agency for services. The data submitted to PES identified the following agencies as service providers which were utilized during 1976:

- Ozaukee County Mental Health (Comprehensive Services Board)
- Milwaukee Area Technical College (MATC)*
- Division of Motor Vehicles
- Bureau of Probation and Parole
- State Manpower Council
- Adult Employment Workshop (sponsor unknown)

Another kind of service provided to inmates, and one which may be unique to Ozaukee County, involves the provision of a work opportunity at the jail for inmates who do not have Huber privileges. A local manufacturer provides materials which inmates assemble at the jail. The manufacturer pays for the assembled pieces at the rate of \$43 per 1,000 pieces. Parti-

*Client involvement at MATC has not been emphasized during the project's second year since the Port Washington campus has closed.

cipation by an inmate is voluntary and all money received for his work is paid into his account and turned over to him at release.

Some recreation facilities are also available to all inmates. In addition to television and reading materials, an eight (8) station weight-training machine is available to inmates. Use of the machine is limited to a single inmate at a time, and is always supervised by an officer.

VII. Evaluation Results

A. Client Characteristics*

1) Demographic and Social

Tables 1 through 6 on pages 7 and 8 present breakdowns of the client group served and released between January 1, 1976 and October 31, 1976 (10 months).

The data in the tables show the following:

- a) Clients served were predominantly male (97.6%).
- b) Although there is wide distribution in age of clients served, slightly more than half (51.3%) were under 26 years of age when they entered the project.
- c) A majority of the clients were White (92.3%) with Black, Spanish Surnamed and Native American clients constituting 7.5% of the total.
- d) Over half (56.0%) of the clients had less than a high school education. High school graduates comprised 40.0% of the known group while one person (4.0%) had some post-high school education and experience.
- e) Slightly less than half (44.7%) of the known group were unemployed at intake while 55.3% were employed.

*Complete information was not provided for every client served. The number of clients for whom information was not provided is noted at the bottom of each table. The data described here only deals with those clients for whom information was provided. Percentages were computed on the basis of the known group. Percentages may not total 100.0% due to rounding error.

CLIENT CHARACTERISTICS

Table 1: Sex

Sex	Number	(%)
Male	41	(97.6)
Female	1	(2.4)
Total	42	(100.0)

Table 2: Age at Intake

Age	Number	(%)
Under 18	0	(0.0)
18 - 21	15	(40.5)
22 - 25	4	(10.8)
26 - 30	4	(10.8)
31 - 40	8	(21.6)
41+	6	(16.2)
Total	37	(99.9)

Unknown/Missing: 5

Table 3: Race

Race	Number	(%)
White	36	(92.3)
Black	1	(2.5)
Spanish Surname	1	(2.5)
Native American	1	(2.5)
Other	0	(0.0)
Total	39	(99.8)

Unknown/Missing: 3

Table 4: Education (last grade completed)

Education	Number	(%)
6 or less	1	(4.0)
7 - 9	5	(20.0)
10 - 12	8	(32.0)
High School Grad.	10	(40.0)
Post High School	1	(4.0)
Total	25	(100.0)

Unknown/Missing: 17

Table 5: Employment Status at Intake

Status	Number	(%)
Employed Full-time	18	(47.4)
Employed Part-time	3	(7.9)
Unemployed	17	(44.7)
Total	38	(100.0)

Unknown/Missing: 4

Table 6: Prior Convictions

Convictions	Number	(%)
Felony (only)	2	(7.7)
Felony/Misdemeanor	15	(57.7)
Misdemeanor (only)	4	(15.4)
None	5	(19.2)
Total	26	(100.0)

Unknown/Missing: 16

- f) A large proportion of clients (65.4% of the known group) had previously been convicted of a felony. Only 19.2% of the clients had no prior felony or misdemeanor conviction.

2) Current Offenses

PES collected data regarding the offense for which clients were currently incarcerated. After listing all the specific offenses reported, offenses were classified according to the general nature of the offense. Eight (8) categories were identified and offenses were grouped according to whether they involved one or a combination of the following factors: the use of force (assault, attempted murder, etc), profit (theft, burglary, etc.), traffic offenses, or the use or sale of drugs. Non-support was classified as a separate category because it occurred frequently and could not easily be grouped with other offenses. Other offenses which occurred infrequently and were not easily collapsed into existing categories were grouped as "Other."

The data presented in Table 7 shows that the most frequent offenses were in the category "Traffic/Alcohol or Other Drug" (26.2%). Combining this category with "Traffic" offenses shows that a significant proportion (45.2%) of the clients served by the JSC project were in custody because of driving violations. Only 21.4% of the clients were held for what are generally considered more "serious" crimes, i.e., those committed for profit or which involved the use of force.

Table 7: Categories of Offenses Committed by Clients

Offense Category	Number	(%)
Force (only)	1	(2.4)
Force/Profit	0	(0.0)
Profit (only)	8	(19.0)
Traffic/Alcohol or Other Drugs	11	(26.2)
Traffic	8	(19.0)
Alcohol or Other Drugs	3	(7.1)
Non-Support	6	(14.3)
Other	5	(11.9)
Total	42	(99.9)

PES cross-tabulated the type of offense with client employment status at intake in an effort to determine the relationship of employment to specific offense types. The results are presented in Table 8, next page. The data does not demonstrate a significant relationship between employment and specific offense types, although this may be a function of the small number of cases in each category. However, the categories of offense types for which client unemployment was proportionately higher than that of the total group were Alcohol or Other Drug, Non-Support and Profit/No Force.

3) Client Status

According to information submitted by the project and presented in Table 9, page 12, the majority of the clients served by the JSC had Huber or Work Release privileges. It should be noted that although the primary focus of this project is on Huber inmates, other sentenced inmates may receive certain services. The data in Table 9 shows that at least two (2) clients who were not sentenced received some services from the project.

An important variable affecting the provision of services is the length of time a client is in custody. Table 10, page 12, presents a breakdown of the length of time clients were at the jail, by jail status. Data on length of stay was missing for two (2) Huber clients and two (2) for whom jail status was not reported.

Table 10, page 12, shows a wide variation in the overall amount of time clients were held with a fairly even distribution among the categories of time served. Collapsing the first three categories (1-30 days) of days held, shows that thirteen clients (34.2%) spent 30 days or less at the jail. The majority of clients the project reported working with were at the jail for more than 30 days (65.8%).

B. Provision of Services

1) Employment

Based on information submitted by the project staff, PES collected data on client employment assistance (referrals to jobs by the project), and on jobs held by clients while in the project. Table 11, page 13, shows the number of job referrals made by the project and the number of jobs held for each client.

Table 8: Offense Category by Employment Status at Intake*

Offense Category	Unemployed	Part Time	Full Time	Total	(% Col.)
Force (% row)	0 (0.0)	0 (0.0)	1 (100.0)	1 (100.0)	(2.63)
Force/Profit (% row)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	(0.0)
Profit/No Force (% row)	3 (50.0)	0 (0.0)	3 (50.0)	6 (100.0)	(15.79)
Traffic (% row)	3 (42.86)	0 (0.0)	4 (57.14)	7 (100.0)	(18.42)
Traffic/Alcohol or Drugs (% row)	4 (40.0)	2 (20.0)	4 (40.0)	10 (100.0)	(26.32)
Alcohol or Drugs (% row)	2 (66.67)	0 (0.0)	1 (33.33)	3 (100.0)	(7.89)
Non-Support (% row)	3 (50.0)	1 (16.67)	2 (33.33)	6 (100.0)	(15.79)
Other (% row)	2 (40.0)	0 (0.0)	3 (60.00)	5 (100.0)	(13.16)
Total (% row)	17 (44.74)	3 (7.89)	18 (47.37)	38 (100.0)	

*Information missing for four (4) clients

Table 9: Jail Status of Clients*

Jail Status	Number	(%)
Awaiting Trial	2	(5.0)
Huber Sentence	37	(92.5)
Non-Huber Sentence	0	(0.0)
Work Release	1	(2.5)
Total	40	(100.0)

*Information missing for two (2) clients

Table 10: Days in Jail by Jail Status*

Number of days	Huber and Work Release	Awaiting Trial	Total	(% Col.)
1 - 5	7	2	9	(23.6)
6 - 15	2	0	2	(5.2)
16 - 30	2	0	2	(5.2)
31 - 60	9	0	9	(23.6)
61 - 90	7	0	7	(18.4)
91 - 180	5	0	5	(13.1)
181 +	4	0	4	(10.5)
Total	36	2	38	(99.6)

*Information missing for four (4) clients

Table 11: Job Referrals by Jobs Held*

Number of Referrals	0	1 - 3	4+	Total	(% Col)
0	0	13	3	16	(41.0)
1 - 3	1	14	0	15	(38.5)
4+	0	8	0	8	(20.5)
Total	1	35	3	39	(100.0)
(% row)	(2.6)	(89.7)	(7.7)	(100.0)	

*Information missing for three (3) clients

Table 11 shows that the great majority (97.4%) of the clients held at least one job while in the project. The data also shows that sixteen (16) or 41% of the clients received no job referrals, but all were employed while at the jail. From this data, it appears the project was successful in its delivery of employment services.

Table 12 presents a cross-tabulation of client employment status at intake and at release. The data shows that fourteen clients who were unemployed at intake were employed at release. Only two (2) clients were unemployed at intake and release, one of whom was employed during part of his sentence. The data shows that three (3) clients who were employed full-time and one who was employed part-time at intake, lost employment positions and were unemployed at release.

Table 12: Employment Status, Intake by Release*

Status at Release	Status at Intake			Total	(% Col)
	Unemployed	Part-time	Full-time		
Unemployed	2	1	3	6	(16.2)
Employed, Part-time	0	2	0	2	(5.4)
Employed, Full-time	14	0	15	29	(78.4)
Total	16	3	18	37	(100.0)
(% row)	(43.2)	(8.1)	(48.7)	(100.0)	

*Information missing for five (5) clients

Table 13 shows the overall improvement in employment for the clients served by the project. At intake, 43.2% of the clients were unemployed while only 16.2% were unemployed at release. The greatest amount of change was shown with respect to full-time employment, where 29.7% of the clients gained full-time employment. The loss of a part-time position by one client slightly reduced the overall gain in employment, but the project still showed an improvement in employment status for 27.0% of its clients.

Table 13: Change in Employment Status*

Status	At Intake(%)	At Release(%)	Amount of Change(%)
Unemployed	43.2	16.2	-27.0
Employed, Part-time	8.1	5.4	- 2.7
Employed, Full-time	48.7	78.4	+29.7
Total	100.0	100.0	

*Information missing for five (5) clients

2) Education Services

The JSC reported data to PES concerning client participation in educational programs. The data shows that no clients were enrolled in an education or training program at intake while two (2) clients (4.8%) were enrolled in some program at release. A total of seven (7) clients (16.7%) were involved in some form of educational or training program during their sentence. Two (2) clients completed education programs while at the jail, three (3) dropped out while at the jail, and two (2) were released before completion, but planned to continue in their programs.

3) Counseling Services

PES received data from the JSC on the amount and types of counseling provided for clients, as well as on the source of services. Table 14 shows the frequency of counseling contacts for clients in the project. Contacts are defined as formal counseling sessions regarding one problem.

Table 14: Frequency of Contact with Counselor

Contacts	# of Clients	(%)
None	7	(16.6)
One	5	(11.9)
Two or More	30	(71.4)
Total	42	(99.9)

Table 14 shows that most clients received something more than minimal contact (defined as more than one contact or in more than one counseling area). In all, 71.4% of the clients received more than one contact with a counselor, while seven (7) clients (16.6%) had no counseling contacts.

Table 15 shows that the most common areas in which counseling was provided were "Legal" and "Educational, Employment and Vocational." A majority of clients also received counseling in the areas of "Alcohol and Drugs" and "Individual/Group."

Table 15: Counseling Areas*

Problem Area	# of Clients	(%)
Individual/Group	25	(59.5)
Alcohol and Drugs	25	(59.5)
Financial	16	(38.1)
Legal	30	(71.4)
Educational, Employment and Vocational	36	(85.7)

*Percentage based on n = 42

PES cross-tabulated the categories of agents providing services by clients to assess the main source or sources of counseling. This information is presented in Table 16 on page 16.

Table 16: Source of Counseling for Clients

Source	# of Clients	(%)
Project/JSC	26	(61.9)
Other Agency	1	(2.3)
Both	8	(19.0)
None	7	(16.6)
Total	42	(99.8)

The data presented in Table 16 shows that 26 clients (61.9%) received counseling from the JSC only. Services were provided by both the JSC and an outside agency to 19.0% of the clients, one client received counseling from an outside agency only, and seven (7) clients (16.6%) received no counseling services. Combining all areas where other agencies were involved, the data shows that nine (9) clients (21.3%) were reported to have some counseling contact with an agency outside the jail.

4) Recreation

Under the auspices of the JSC, a structured or supervised physical recreation program was established. PES collected data regarding use of recreation facilities by clients. Table 17 shows the reported number of occasions clients participated in supervised recreational activities. It should be noted that participation by inmates not otherwise served by the project was not reported, and that the figures in Table 17 do not reflect the total use by inmates of Ozaukee County Jail.

Table 17: Participation in Supervised Recreation

# of Occasions	# of Clients	(%)
0	12	(28.5)
1	1	(2.3)
2 - 10	23	(54.7)
11 plus	6	(14.2)
Total	42	(99.7)

The data in Table 17 shows that most of the clients participated in at least one supervised recreational activity, with the majority participating more than once. Though the length of sentence affects the availability of some clients for supervised recreation, a significant proportion (28.5%) of clients were not reported to have participated in any supervised recreational activities.

VIII. Follow-up

PES conducted a follow-up of all clients who: 1) had completed their sentences at Ozaukee County Jail and been released to the community, and 2) had been released for a period of at least six (6) months at the time of follow-up.

PES identified fourteen (14) clients who met the above criteria. The JSC identified three (3) of those clients as having returned to the jail within six (6) months of release. PES requested information on the remaining clients from the Crime Information Bureau (CIB) to determine if any had been arrested outside of Ozaukee County. The information from CIB indicated that one of the clients had been arrested within six (6) months of release.

The follow-up showed that four (4) of the fourteen (14) clients (28.5%) were arrested within six (6) months of their release from Ozaukee County Jail. While the numbers are small, data collected in other counties indicate that the rate of re-arrest for clients of the Ozaukee County project is comparable with rates for other counties where jail projects are operating. Data was collected for 68 clients in Dane County and 29 clients in Douglas County. All had served jail sentences with Huber privileges. The combined re-arrest rate for those 97 clients was 26.%.¹⁰

Due to the low number of clients from the Ozaukee County project, the rate of re-arrest still may fluctuate considerably as the success or failure of even one client may cause the rate to rise or fall several points. However, the similarity of rates across counties provides some justification for believing that the rate for Ozaukee County will not change substantially.

The four (4) clients who were arrested after release were white males who were employed at release. Three (3) of the clients had not completed high school. Two (2) clients were under 22 years of age at intake, one was in his late 20's and one was over 40. Table 18 shows the categories of offenses committed by all the clients included in the follow-up study, broken down by whether or not they were re-arrested.

Table 18: Offense category by Re-Arrest Within Six Months of Release

Offense Category	Arrested	Not Arrested	Total
Profit/No Force	0	3	3
Traffic (only)	0	3	3
Traffic/Alcohol or Other Drugs	3	1	4
Non-Support	1	2	3
Other	0	1	1
Total	4	10	14

The data on offenses reveals a high re-arrest rate for clients initially held for Traffic/Alcohol or Other Drug offenses. Clients served by the project fell into this category more fre-

quently than any other (26.2% of all clients served). The frequency of occurrence, combined with the apparent high re-arrest rate indicates that the Jail Services Coordinator should explore ways to increase the effectiveness of services to this group of clients.

IX. Summary

The JSC project is completing its second year of funding. Except for the development of a program planning instrument, there has been little change in project operations since the first year. The project emphasizes services to Huber inmates, particularly employment and counseling services. Most services are provided by the JSC, although community resources are used on a limited basis.

A goal of the project was to utilize at least five (5) community resources, at least two (2) of which would be resources not used during the first year. The project has produced evidence of utilizing the required number of community resources, although none has been used extensively.

The project's second goal was to increase the number of inmates receiving Huber privileges by 20%. The Annual Report of the Ozaukee County Sheriff's Department showed that 38 persons were employed under the Huber Law in 1975. The Annual Report for 1976 shows that number increased to 67, an increase of 76.3%.

The project's objectives stated that counseling services would be provided to all jail inmates. The data shows that some services are available to all inmates, but the emphasis has remained with Huber inmates.

The project was to place 45 unemployed Huber inmates into full-time employment positions. The numerical goal has not been reached, but this is due to the low number of clients rather than any failure of the project. In fact, the JSC appears to have been particularly effective in this area, since only one client was unemployed throughout his involvement with the project.

A final objective was to provide educational training which would result in five (5) inmates completing the requirements for a G.E.D. This did not occur although several inmates were involved in education programs while at the jail. None of the inmates received a G.E.D. while at the jail.

The second year grant also included a specific mandate that the project work closely with the Wisconsin Job Service and State Manpower Council to provide employment services. This has not occurred. Some contact with the State Manpower Council was documented but to date there has been no evidence of any contact with Job Service. However, the JSC project was able to effectively provide employment services to most of those clients needing them, even though a "close" working relationship with the above agencies was not developed. ;

END

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