

**Fond Du Lac County, Wisconsin
Jail Operational Planning and Jail Bed
Forecasting, Justice System Assessment with
Review of Alternative to Incarceration Options**

PROJECT REPORT

June 23, 2026



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Chapter 1: Executive Summary:

The consultant wishes to thank the many individuals and offices of the Fond du Lac (FdL) County Government and Justice System community and the citizens who took time out of their busy schedules to meet and assist in gathering information before, during, and after the visit. Special thanks to Sheriff Ryan Waldschmidt, Chief Deputy Kevin Galske and Captain Tyler Broderick and the entire sheriff department, for coordinating activities and schedules for this entire event.

This project undertook a three-prong approach to addressing the needs of the Fond du Lac (FdL) County Justice System, as it relates to the system's use of resources, primarily focused on the jail. The first part of the project was to provide Jail Bed forecasts for 20 years into the future. A second part was to offer an assessment or overview of the justice system and how systemic influences are or could, impact the jail operation and population. Third, was to provide an overview of Alternative to Incarceration programs that are used or could potentially be used in FdL.

One necessary step in this analysis is to gain information on the capacity and reliance on the jail as a justice system resource in FdL County. The physical and operational conditions of the FdL County Jail were not comprehensively analyzed as part of this project, however simple walk throughs and observations of the jail found the jail to be very crowded with limited or restricted sightlines, space for staff, inmates and support services. The jail is populated over safe numbers given the facility age, design and conditions. It is in disrepair in many critical areas of infrastructure, and in need of additional staff, to minimize risk levels to inmates and staff.

The recent years the Average Daily Population (ADP) of the jail has been near the certified rated capacity of 335 inmates. FdL County relies heavily on Home Confinement with Electronic Monitoring (EM) and outsourcing of inmates to neighboring counties to manage inmate populations held in county. Great effort and significant costs and staff time are invested to keep the number of inmates housed in FdL County to under the certified rated capacity, and closer to the recommended operational capacity of 269 inmates per day.

There is no question the jail support services and spaces in FdL County are in need of serious upgrades. It needs more secure jail cells and specialized housing to address the populations that are housed there, to meet the current demands placed on it by the justice system. How many more beds, and why they are needed is outlined in Chapter 5. In summary, the recommended 20-year bed forecast derived from this study is 463 total certified jail beds, with 48 of these beds being considered for some Huber inmates to return to a secure residential dormitory setting. For the juvenile detention component, the total recommended beds count is 31 secure beds, with one of these being a suicide prevention padded room.

A second element of this work involved looking at the justice system as a whole, and attempt to identify areas where improved efficiencies can perhaps come about. The justice system as a whole, creates and then contributes to the jail populations every day. Having them engaged in managing the use of the jail, and every other justice system resource, is the best way to ensure the right people are in jail and the process, policies and procedures are all consistently applied throughout the system.

The justice system principals in FdL all work many hours in excess of a normal work week because they are dedicated to their professions. Principal officials working from the courthouse also have environmental challenges with the outdated courthouse facility. Courthouse security and space issues are evident throughout the shared city/county building. Relatively new judges have brought new protocols

for their own courts and these practices have brought improved efficiencies in many areas, which have shown some benefit to court case management and flow.

In the past, there has been no real organized effort for justice system principals to work collectively on justice system issues. With the introduction of information regarding Criminal Justice Coordinating Councils (CJCC), interest has risen and it appears the group is well positioned to initiate some efforts to creating a system wide management team. This will help encourage the development of additional methods to manage jail populations in the future, through such things as developing alternatives to incarceration. Improved information gathering and analysis will allow better informed decision making through the case processing of all criminal charges from initial arrest to case disposition and discharge. Collectively, the group should examine the critical decision points in criminal case processing and collect the data, exam the process, and develop goals with concepts of change models for improving the criminal case processing flow. That should reduce jail populations, reduce costs, and bring about desired outcomes for the justice system and the community.

The third component to this work was to consider Alternatives to Incarceration (ATI) policy or programs in FdL and exam future options for use. There are major challenges to accomplishing this, (outlined in Chapter 7), due primarily to the probable lack of appropriate candidates for many of the traditional ATI programs. There are opportunities that have been identified and need further research to bring any future action. This will best be accomplished with the creation of the CJCC that has been proposed.

ATI and additional policy and procedure enhancement can improve overall outcomes of the justice system and reduce jail and juvenile detention populations. In FdL, it is suspected the impact level of these changes could potentially bring a small reduction to the number of inmates and juveniles detained, but it will not be to a degree that impacts the future forecast for jail beds shown in this report. The recommended secure jail beds at 415 beds are only 24% more beds than those currently certified. There is however, another recommendation to include 48 Huber dorm beds in the new facility (which do not currently exist in the 335 certified beds). This will permit additional public safety concerns to be addressed and allow other opportunities for inmate support to be considered with additional community release options.

While having potential to bring about reduced time in custody, none of the ATI policy or programs will negate or reduce the need for a new jail. The current jail is obsolete, and in need of replacement. It has served well for the more than 70 years it has been in place but it needs a complete rebuild to ensure simple life, safety and health concerns for a jail operation are addressed.

Chapter 2: Project Background

The Fond du Lac (FdL) County, Wisconsin Jail facility is supervised by the elected Sheriff and houses prisoners incarcerated through local authority, and from around the entire county. The jail has a certified rated capacity of 335 adult inmates. There is also a juvenile detention facility with 27 beds incorporated into the facility. The original jail building was constructed about 70 years ago, had some reshaping and additions about 40 years ago, additional expansion about 30 years ago, and was last modified and expanded in 2006. It can best be described as an old linear designed jail, that had less than ideal solutions to age issues and expansion needs provided to its original design. The outdated jail facility needs replacement, and was the focus of a recent study and development of a Master Planning effort. This was completed by Venture Architects, and supported by the expertise from The Samuels Group, an experienced jail facility construction and project management firm. As a result of the work, a series of steps and recommendations were formed. These decisions and steps resulted in preliminary recommendations to advance a new jail and juvenile detention facility to accommodate about 450 adult jail beds and an inexact amount of juvenile detention beds in the future, (but somewhere between 15 and 45 beds). With the facility concept, some very broad opinions of costs have been offered. A site has not been selected for the future jail facility.

In an attempt to bring consensus and find an objective opinion to the size and operational needs for a new jail and juvenile detention setting, FdL sought additional technical assistance to validate the proposed number and types of beds that may be considered in a new facility design. FdL has project objectives to gain knowledge that will lead to the development of the highest level of safe and efficient jail and juvenile detention operations for generations to come. The number and types of secure beds that matches a yet-to-be developed operational plan, and facility design, will assist in reaching a vision for the facility that suits the values and interests of the community as a whole. Well planned and designed facilities will provide for important safety and cost controls for the long-term plans of county jail operations.

The site for the jail replacement has not yet been determined, and was not part of this study. It has been narrowed down to two possible locations. A greenfield development site located on the edge of the city near the highway department, or in a downtown area adjacent to the current jail and courthouse. The selected site will also have a significant impact on court operations, and long-term courthouse planning, and that was also not part of this project.

The scope of services to be provided in this project, were outlined in a contract between Just US Service Group LLC and FdL signed on March 5th, 2026.

Chapter 3: Scope of Work and Methodology

Project Scope

The FdL County, Wisconsin, County Government was seeking support from JUST US SERVICE GROUP LLC, and Tom Weber, (a qualified criminal justice consultant; hereinafter referred to as “Consultant”) who possesses knowledge, skills, and experience in jail and juvenile detention design, operational planning, program design and transitioning or opening of a new secure facility. The role of the Consultant is advisory and supports a larger effort in jail development or replacement.

The Consultant did provide Technical Assistance (TA) related to; operational and project planning and design support, as part of an array of justice system services needed to plan, design, and construct a new jail and juvenile detention facility environment. As part, the Consultant provided an assessment of the local justice system process and procedures that may impact jail population levels, including a review of available or potential alternatives to incarceration programs. The work in FdL County, is part of a larger action plan being developed to address the immediate needs as the County Government and the Sheriff Office advances a facility planning, design and construction process. This project progressed as the Consultant facilitated, guided and assessed steps necessary to plan for the population levels expected to occupy a new, expanded or redeveloped secure facility under a jail facility capital improvement effort. The Consultant established and supported the process to project, and forecast jail and juvenile detention population levels. Concurrently, the Consultant examined the major processes and practices of the principal agencies involved with the FdL County Criminal Justice System, that may be impacting the usage levels of the secure residential resources and the development or use of any alternative to incarceration programs in place or possible, in the county. All completed work was based upon best and evidenced based corrections practices, consistent with processes and programs encouraged by the National Institute of Corrections (NIC). The goal of this work plan is to develop a right sized jail and a strategy that will inform FdL County Government, community members, Jail, Sheriff, justice system principals, and elected and executive officials on the needs for a safe, effective, and code compliant jail facility and operation. The project will inform officials on criteria or demographics of potential target populations for alternative to incarceration program consideration. Work focused on supporting architectural pre-design and design work, so that a consistency between operational goals and facility size and design would be accomplished. The work concentrated on the development of jail population forecasting, operational policy and procedures identifying and influencing housing design and management needs and practices, and ensure jail standards compliance. This work confirms life, safety and health standards associated with operating a jail are planned for incorporation into design and risk management.

The Consultant worked with several staff from the FdL County Sheriff Office, and other local officials in identifying, validating, organizing and analyzing jail population data and other data relevant to the processes and outcomes of the local justice system. The goal was to gather enough data on intakes, length of stay, average and peak populations to provide a logic model for projecting future jail populations, so that the right sizing of the jail could occur for a jail design team to advance space and facility programming. These projections would then later be applied to inmate and housing plans that would allow for an outline of an operational plan for long-term jail support, resulting in an opinion of needed jail projected beds for up to 30 years into the future, but a much more realistic forecast of bed needs for 15 to 20 years into the future.

Methodology

The project was conducted under an accelerated schedule to allow for a project completion that would allow next-step decision making and the continuation of jail planning efforts. The goal was to be project complete within 90 days of start-up. This was only possible with the attentive and persistent efforts of the data collection team.

Consultant activities needed to support the tasks included:

1. Assist with the organization and sequencing of events for the Technical Assistance (TA) project process. This occurred on-site and in person or remotely through video conferencing, phone calls, and email.
2. Worked with the Sheriff Office Administration and Jail staff, Managed Information Specialists, Jail Point of Contact, County Executive staff and County Board, Courts, Law Enforcement representatives, Prosecutors, Defense Attorneys and Department of Corrections staff, and others as needed, to successfully complete the TA project.
3. Prepare requests for data and information, other materials, and facilitate discussion for individual or group/committee meetings.
4. Provide status or progress reports of the jail TA project work as needed.
5. Act as a referral source for other TA Services that may support the jail planning, design, construction, transition and activation to a new secure facility or for services benefitting the local justice system.
6. The Consultant identified current and expected jail policies and procedures that impact jail population management strategies and general jail operations.
7. The Consultant will offer considerations, observations, findings or recommendations as needed to successfully plan and design any new or renovated jail/detention building components.
8. The Consultant will use industry standards and best practices to influence and advance the expected jail design process.

A project kick off was held on March 5, 2026. From there, a number of meeting dates were scheduled and a data collection plan was designed and implemented.

Individual or Team Meetings were then scheduled and held on the following dates: (Most of these were held in person and on-location in FdL County, and others were held via video conferencing or by phone): March 5th and 6th, March 11th and 12th, March 17th and 18th, March 20th, March 24th, March 26th, April 2nd, April 9th and 10th, April 16th, April 21st, May 1st, May 6th, May 13th, May 14th, May 27th, and June 5th.

In addition to these meeting dates with various officials, there was consistent information exchange with all parties and with jail staff in processing data and information received, between these meeting dates. The Jail Operational Planning Team, who were responsible for validating jail and juvenile detention data, planning for operational policy and procedures, secure bed classification, movement and management, and other jail support services, consisted of: Sheriff Ryan Waldschmidt, Chief Deputy Kevin Galske, former Jail Administrator Jim Borgen, Jail Administrator Tyler Broderick, and Assistant Jail Administrator Rob Beistle.

With the assistance provided by Chief Deputy Kevin Galske, the following persons were scheduled and involved in meetings that supported the effort needed to complete the scope of work:

Name	Agency
Shelly Weber	Clerk of Court
Andrew Christenson	Circuit Judge
Tricia Walker	Presiding Circuit Judge
Peter Grimm	Circuit Judge (retired)
Jon Bellows	District Court Administrator
Troy Damsteegt	Municipal Judge
Eric Toney	FdL District Attorney
Kurt Klomberg	FdL Assistant District Attorney
Jeremy Rasch	Waupun Police Chief
Bill Walner	Ripon Police Chief
Scott Krause	FdL Assistant Chief of Police
Pete Vergos	North FdL Police Chief
Cassie Van Gomple	Office of the State Public Defender
Steve Abel	FdL County Board Chair
Gary Will	FdL County Board
Katherine Griffith	FdL County Board
Jennifer Hilnak	DOC Probation/Parole Supervisor
Becky Guynn	MAT TX Team/Human Services
Chelsea Menore	MAT TX Team/Mental Health
John Roesler	FdL Sheriff Office MAT TX Team
Andrea Cary	FdL County Youth Justice Services
Katie Wirkus	FdL County Public Health
Caitlin Simonsmeier	Mental Health Jail Program Service Provider
Sheriff Ryan Waldschmidt	FdL County Sheriff Office
Chief Deputy Kevin Galske	FdL County Sheriff Office
Captain Jim Borgen	FdL County Sheriff Office
Captain Tyler Broderick	FdL County Sheriff Office

At the consultant's data identification and work sheet information requests, an information management plan was created and set in action with the FdL County Jail Staff, and specifically Captain Jim Borgen, and Lt. (now Captain) Tyler Broderick along with staff from FdL Information Technology Department. They were able to identify data sources, develop data queries and reports, extracted, collated and exchanged data worksheets to allow the ability to analyze critical historical jail use information. Data exchanges and discussions occurred regularly until there was confidence the data was validated and capable of being shared with other planning team members. Many meetings were held between the consultant and the data collection team to review, verify and validate data produced. Once the data was ready, it was distributed to Dr. Hefang Lin, an expert in data research and analysis, to provide a mathematical projection of need for jail beds for 30 years into the future. This projection is based on the more than ten years of data that was collected and organized into categories that identify inmate populations and jail bed consumption by those populations. These mathematical equations are used as a guide by the operational planning team from the jail, to consider inmate classifications, gender and special management needs for jail bed housing plans.

These housing plans create the number of beds, cells, housing units, and pods to be incorporated into the facility design recommendations, so that the design team can engage in the process with knowledge and understanding of the operational needs of the jail. As the mathematical projections were provided by Dr. Lin, the operational planning team meetings were scheduled and occurred.

In addition to data collection, more than 25 stakeholders from the FdL local justice system were interviewed for information on the current state of affairs for the local justice system in FdL County. The focus was on current challenges, gaps, issues or needs as well as goals and objectives for the future. A summary of these stated goals and issues is available to review in the Appendix section of this report.

These interviews also revealed a number of interests many of these individuals or their agencies had in examining or considering possible alternatives to incarceration (ATI) program or policies. As well, interviews and cursory data assembly and review revealed some telling information on the possible target populations for any considered ATI. Interviews provided leads for the consultant to research jail populations in specific areas that may comport to proposed ATI program or policy. Clash points between system or agency goals and policy was also uncovered. Inefficiencies to system processing of cases from intake to discharge were discussed in these interviews as well. With the global view of various officials with their own self-interests in mind, many ideas were offered with the intent to improve either processes or outcome for the local justice system.

Chapter 4: Fond du Lac County Jail Historical Data Analysis

Jail population levels are determined by two factors; how many are coming in (Bookings) and how long they stay (Average Length of Stay or Length of Stay). These two data sets result in establishing the Average Daily Population (ADP). Jail data collection begins with creating a process to collect, review, validate and then analyze the historical data providing information on past jail bed use. Every day an inmate is in a jail bed, the inmate “consumes” one available jail bed per day. Looking at the historical usage and population consumption levels, involves considering the ADP, (and its two creating drivers) and the bed use by inmate objective classification and gender, and peak population levels. All of those inform on the “Total Jail Bed Days Consumed (TJBDC)”. In this Fond du Lac County jail planning project, data was captured from January 1, 2015 through April 1, 2026. In some instances, the timelines for data reporting were impacted because of complications with the abilities of the data query reporting, but overall, there was quick, meaningful and substantial data collected and reported out to allow sound analysis and to build confidence in the story the data was telling. For instance, 2019 and 2020 data were skewed and we know this is because of Covid-19. Possible impact from Covid-19 was included in all data discussions, recommendations and decisions.

Understanding TJBDC by gender and classification, and the impact of seasonal population variations creating “Peak Population Levels”, allows for a projection of future bed demands based upon past trends, and a mathematical formula to project bed demands into the future. Mathematical projections are based upon one major consideration or parameter, and that is: “There will be no changes to circumstances or population drivers to change the projection from past trends.” With jail populations, we know this will not be the case, as new legislative laws or actions, budgets, staff levels, law enforcement priorities, changes in the justice system principal office holders (like judges, prosecutors or sheriffs), and several other factors, will all influence the future consumption of jail beds. Therefore, as part of planning, “Jail Population and Operational Forecasting” occurs. The mathematical projections are formulated and used as the guide to discuss the future jail operation, to consider how recent beds have been consumed and are likely to be consumed in the future. That information, along with jail design features, like the number of beds, cells and housing unit and the floor plans for each, also will impact jail bed numbers. Jails should be planned for the expected impact of growth and flexibility of bed use in the future to address these likely changes that will come with a changing community. The formulas used in the mathematical projections include the community growth over the last 10 plus years, and incorporates that same growth rate factor into the future trend lines. In sum, whatever happened in terms of growth or loss of population in the last ten years will be reflected in the past jail trend lines and applied to the future trendlines.

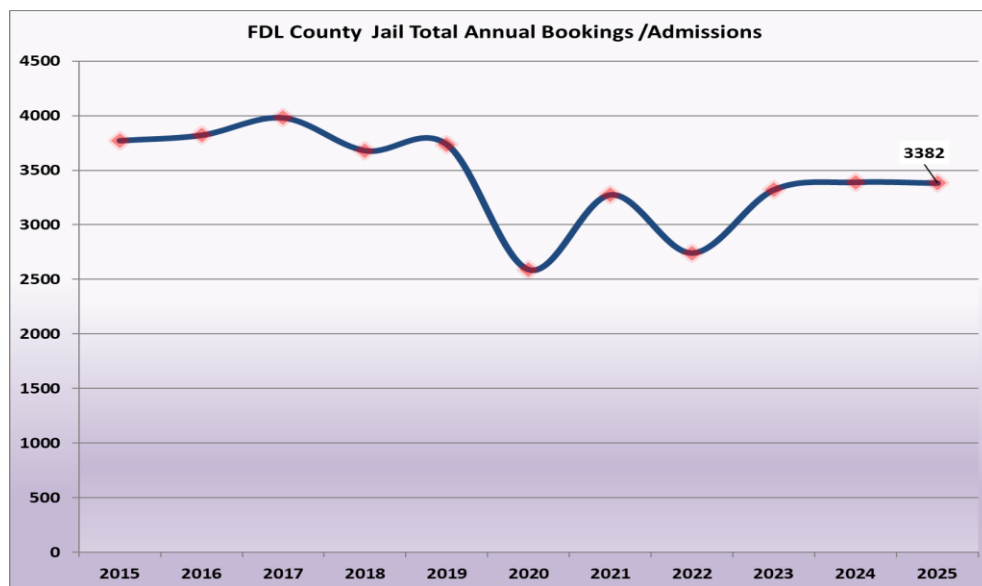
Jails are a major capital improvement project, and complicated buildings critical to providing for public service in the community they serve. They need to be planned for use for the next generation of community members, and considered a long-term investment in law and order. Because it is expensive to plan, design and build jails, it is not an effort that should occur every decade. Jail planning should focus with accuracy, ten-year needs and allow for some contingencies for ten years beyond that for a twenty-year planning effort. Mathematical projections could be formed for time without end but they have little real accuracy beyond ten to fifteen years as too many changes will occur by the end of that time. Establishing the footprint of the building plant itself will allow for flexible strategies for use and growth or adaptation to be incorporated into design and operations that will be key to facility success.

When examining the raw jail data that is provided, calculations and output numbers for Annual ADP are derived at by multiplying the total annual bookings, by a provided annual Average Length of Stay (ALOS) and then dividing that number by 365 (Annual days). That provides a figure for annual ADP. For completing months of ADP, you use the number of bookings by month, multiply by monthly ALOS, and divide by the number of days in the month (28 to 31). If there are usual errors discovered in establishing ADP, it is typically linked back to the ALOS data, as that can be more complicated than recording a simple booking or intake.

To calculate Annual ALOS, the formula uses the annual ADP and multiplies by 365, then it divides by the total number of annual bookings, to arrive at the annual ALOS. Usually, and as is the case in FdL, Bookings and intakes are a pretty reliable and solid number to base calculation

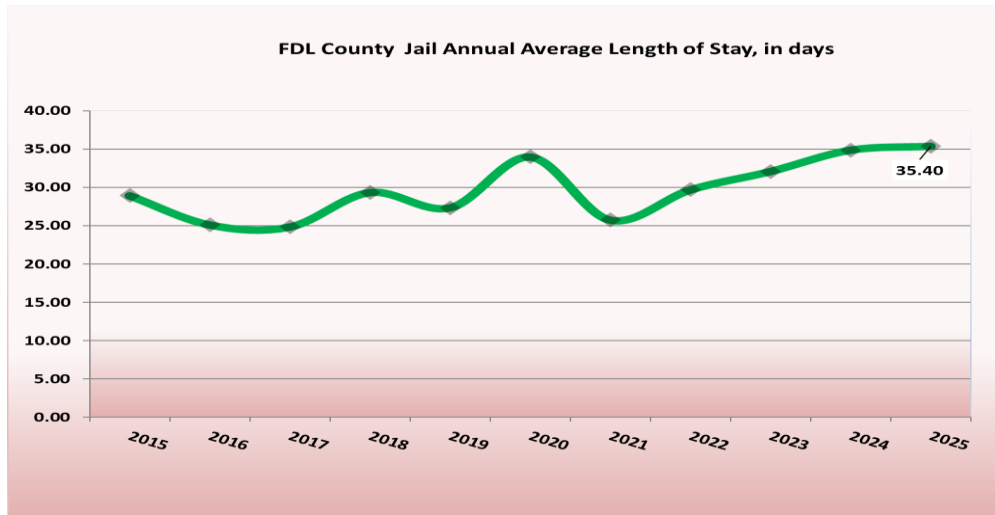
Based upon the data that was extracted from the jail MIS and provided to Tom Weber, the following charts have been developed. The consultant feels these charts are probably accurately reporting the demands for jail beds driven by ADP, Bookings, ALOS and TJBDC.

CHART 1: Fond du Lac County Jail Annual Bookings and Intake



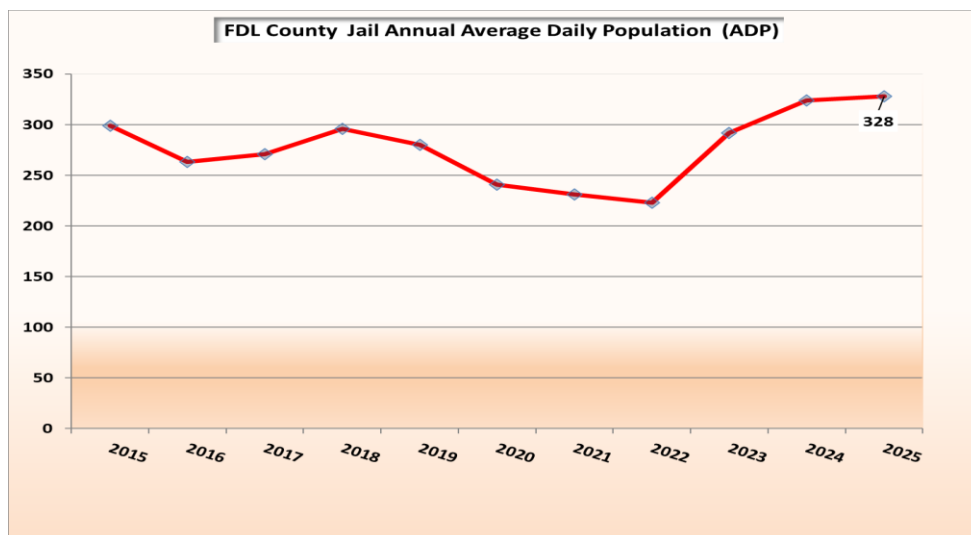
The entry to the jail is called a “Booking” or an “Intake.” The attached chart shows bookings and intake that are entered and shared in the jail’s MIS as these people were processed at the jail and had been entered into the MIS. In sum, the 10-year data period shows consistently between 3000 and 4000 bookings a year. It has very consistent numbers over the last three years.

CHART 2: Fond du Lac County Jail Average Length of Stay for All Inmates Booked



As Chart 2 shows, 10 years of data demonstrates the impact on ALOS from Covid, which also impacted ADP. 2020 may have longer ALOS because court caseloads became burdened with catching up and responding during Covid-19, thus increasing the ALOS for every inmate. This was the norm across the country. The last four years, including the current year, show an ALOS that was gradually increasing from about 30 days to about 35 days, for every person entered as a booking in the jail. A deeper dive into this general data area reviewed the data concerning inmates that are released within 72 hours. Establishing that information on quick releases will likely result in a different plan for Booking and Intake. While not shown in any charts, the data showed almost 40% of all people booked in the FdL jail are released with 72 hours, after the first court appearance.

CHART 3: Fond du Lac County Jail Annual Average Daily Population



Looking at the ADP annually, shows the end result of 365 days aggregated to a single average. Averages are averages between the high peaks and the low levels. Since the bounce back from covid-19 in 2022,

the annual average has climbed pretty steadily to its current level of about 328 inmates. This is near the certified rated capacity of 335 inmates.

The Wisconsin Department of Corrections (DOC) recommends an “operating capacity level” based upon the “certified rated capacity” of the design. This operating capacity level, reduces the bed availability of the certified rated capacity between 15% and 20% on most jails the size of FdL. Smaller jails will be impacted more. When planning for new jail beds in Wisconsin, planners add 15% to 25% into any planned population number to accommodate the operational capacity reduction. Operational capacity addresses peaks in population, housing assignment issues based upon gender and risk or need of classification level, keep separate inmates due to co-defendants or witness status, and other issues. For instance, if a female, max inmate is consuming one bed but this bed is in a ten-bed unit and no other max female inmates are in custody, then 9 beds become unavailable to other types of inmates and this impacts the facility bed availability and reduces access for bed assignment and use. These 9 unavailable beds fall into the 15% to 25% capacity reduction. It happens in every jail and DOC uses a universal assumption that it will impact capacity levels between 15% and 25% depending on the size and configuration of the jail.

Applying the operational capacity formula to house 328 inmates would require about 392 design capacity beds. This 328 annual ADP has now resulted in a cost to house inmates out-of-county as much of the last year, FdL has housed between 10 and 25 inmates a day in neighboring Green Lake County.

Considering the averages by month allows a view of the dips and rises that occur in the average population on seasonal or event- based time frames. This is represented in the following Chart 4. Pre-covid, it shows pretty consistent average highs between 250 and 300 inmates per day. The trends since 2022 appears to show a steady escalation towards the 300-bed count, or higher. In sum, the ADP seems to be increasing as it bounces back from the Covid-19 impacted years, and with consistencies in the pattern. Reviewing the monthly data compared to the annual data does allow for a truer picture of what bed demands are consumed on a consistent monthly basis. This does not account for high peak populations, which are at times, considerably higher than averages. Jails should be constructed to hold inmates during peak demands and not average demands. Operational capacity prevents the peaking populations to fill all of the beds.

CHART 4: Fond du Lac County Jail Average Daily Populations by month

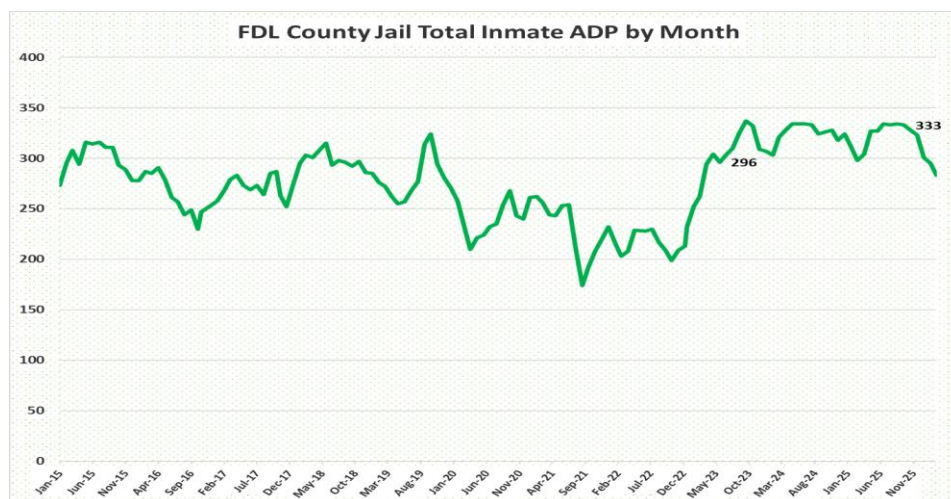
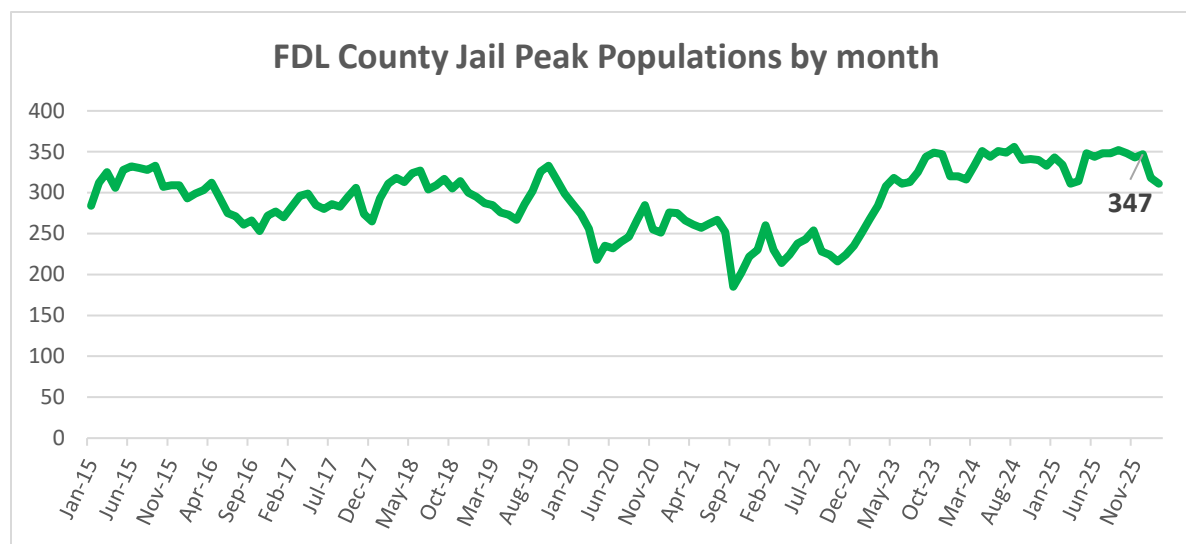


Chart 5: Fond du Lac County Jail Peak Population by Month



Just like all jails, FdL County Jail has, over the course of the year, experienced serious swings in jail population numbers. This is expected in every jail's population analysis. Many jails will experience a 30% or higher in seasonal difference between ADP and Peak Populations. After a simple chart review, peaking becomes somewhat predictable on the annual basis. The peaks and valleys in the line chart will almost repeat themselves every year.

Averages take the peak populations and the low populations and smooth them to a number somewhere in between. If jails were planned and built to operate at average populations, then there will be many times during the course of the year when a deficiency in the bed availability will occur. Jails should have a bed available for every person that gets booked into the jail at the time of the year when jail beds are at their greatest level of demand. Peak populations are one of the key factors considered when trying to establish an operational bed capacity. When using averages, the Wisconsin DOC usually recommends that operational capacity be fixed somewhere between 15 to 25% under the design capacity. For instance, a 400-bed jail should accommodate a jurisdiction with an average population of about 320 inmates, which then allows for peak population demands as well as issues with gender and classification limitations on bed availability to be accounted for in the operation. Sound jail planning considers the Peak Population and accounts for it in jail bed recommendations. Where peak population data is collected, (such as is the case in FdL), then some of the guess work can come out of the 15 to 25% range of beds needed for operational capacity consideration. In FdL, the common peaks (from 2022) were in the range not exceeding 250 inmates. In 2025, the common peaks were commonly close to 340 inmates. This difference of 90 jail beds being filled in 2025 compared to 2022 represented an approximate difference of 40% to the peak populations. Even more drastic, is the difference between the low averages and the high peaks. In FdL, the low average (outside of Covid-19 months) is a low of 199 inmates in October of 2022. Compared to the "usual" high peak population of around 345 in all of 2025, the difference is over 75%. In sum, since rebounding from Covid-19, the common peak population in FdL is trending towards doubling in number compared to the 2022 initial rebound. The last four-year trend shows the steady increase across the spectrum and does not appear to be reducing much even during typical seasonal variations that could be expected. This explains the feeling the jail is in crisis

with the population stressors, because it is under intense pressure with the boom in consistent peak populations, which is greatly increasing the ADP as well.

CHART 6: Fond Du Lac County Jail Total Jail Bed Days Consumed by Year

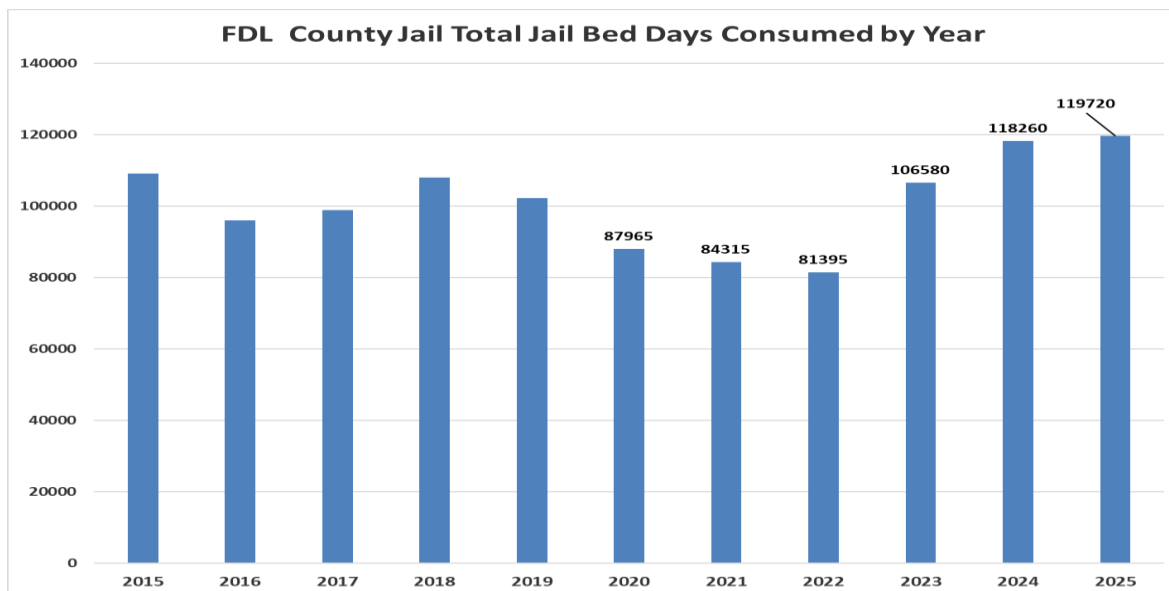


Chart 6 shows in a bar graph, the rebound of jail bed days consumed after the impact of Covid-19. TJBDC has increased substantially since 2022. Viewing the bar graph helps understand the population is experiencing consistently high bed consumption levels and not just because of an occasional high peak population. Recent years bed consumptions have been at the highest it has been, at least since 2015, for the time frame the data has been collected. It could be reasonably assumed it is at the all-time high right now. All jails across the country saw decreased use during Covid-19 so this presentation is typical and the norm. What is surprising is the rebound effect continues in FdL, and does not appear to have plateaued. The TJBDC view may assist in setting trends and predictions for the future, because it accounts for higher averages and the peak population factors, all by jail bed days consumed.

Table 1: Fond Du Lac County Jail: Annual Number of Special Management housing events compared to annual bookings.

<u>YEAR</u>	<u>Annual Bookings</u>	<u>Number of Special Management Events and Bed Assignments</u>
2022	2741	1838
2023	3321	2323
2024	3390	2145
2025	3382	1814

While peak population spikes are certainly a population and operation stressor, so is the impact of Special Management (SM) inmates. Table 1 shows the annual bookings of all inmates and of special management inmates who were classified in that manner, either at the time they were processed into the jail or while they were detained. The table compares the volume of bookings with the volume or

call for special management care and classification based upon events, and not individuals. Some individuals are booked in multiple times a year, and some inmates are referred to special management housing several times during their jail stay. The value in the data is to track the trends and changes as special management inmates require closer supervision and additional medical, mental health or other types of secure housing program interventions. Most of these documented events were for acute or sub-acute mental health, medical, close supervision, or detox services. A breakdown of events for other types of special management, like administrative segregation/discipline or protective custody, was not easily able to be extracted from the data banks and population details for those bed types are not factored at this time, or included in the comparison data. In FdL, there is a serious deficiency in SM beds being available. Facility sight lines and age and locations of cells are difficult for staff to see or manage. These inmate types are high risk and needs, and require additional staff time and resources during their stay in jail. As can be seen in the table content, the number and percentage of inmate events for these types of SM inmates is high every year that has followed Covid-19.

CHART 7 and Chart 8: Fond du Lac County Jail ADP Population for Female Inmates, compared to Female Peak Populations in Chart 8

Chart 7, shows the ADP levels for female inmates. Female populations are climbing across the nation. Most new jails plan for about 25% of all beds being assigned for female use. In Fond du Lac County, this percentage of beds for females is below that expectation. At present, FdL females are typically slightly under 20% of the entire jail population. This inmate type is expected to see a rise in numbers and percentage of all jail bed use. There should be consideration to account for at least 25% of all beds being dedicated to females in the future jail bed plan. Many jails now plan for females to occupy about 30% of all jail beds. Many jails will have very dramatic difference between ADP and Peak Populations, in both numbers and Peaks. In Fond du Lac County, females appear to have a swing in monthly differences between 10% and 15% over the period of time data was reviewed.

Chart 7: Fond du Lac County Jail Female Average Daily Population, by month

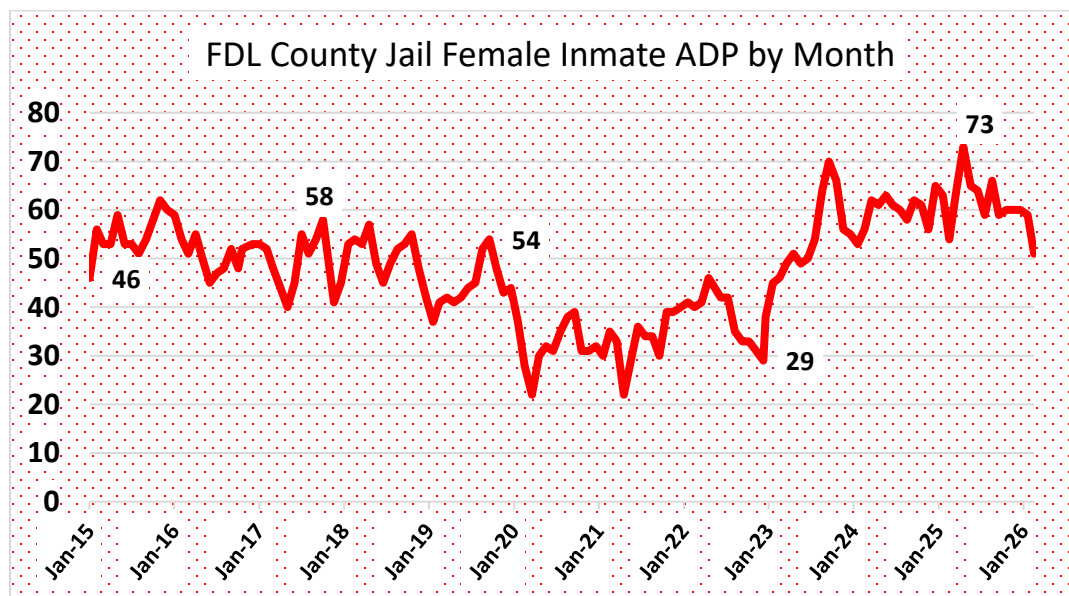


Chart 8: Fond du Lac County Jail Female Peak Population, by month

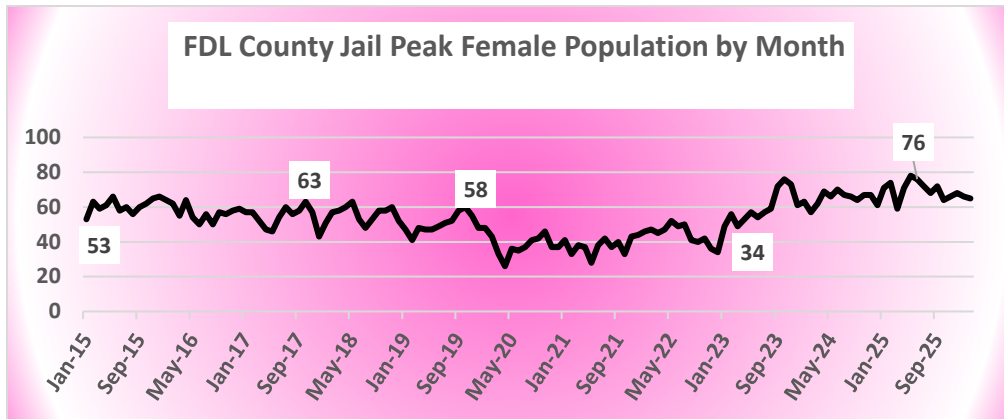


Chart 8, shows the monthly peak population levels for females. Female populations are climbing across the nation and this chart shows the local peaks for FdL female inmates. It has been common for females to consume 65 beds or more for the peak populations during most of the recent years.

Charts 9 and 10: Male ADP compared to Male Peak Populations in Fond Du Lac County

Chart 9, shows the ADP levels for males. Males consume the far greatest number of beds available from the overall number of total available beds. This is true everywhere. Males usually do not have as great a monthly variance between peak populations and ADP, although seasonal variations may still be quite different.

Chart 9: Fond du Lac County Jail Male Average Daily Population, by month

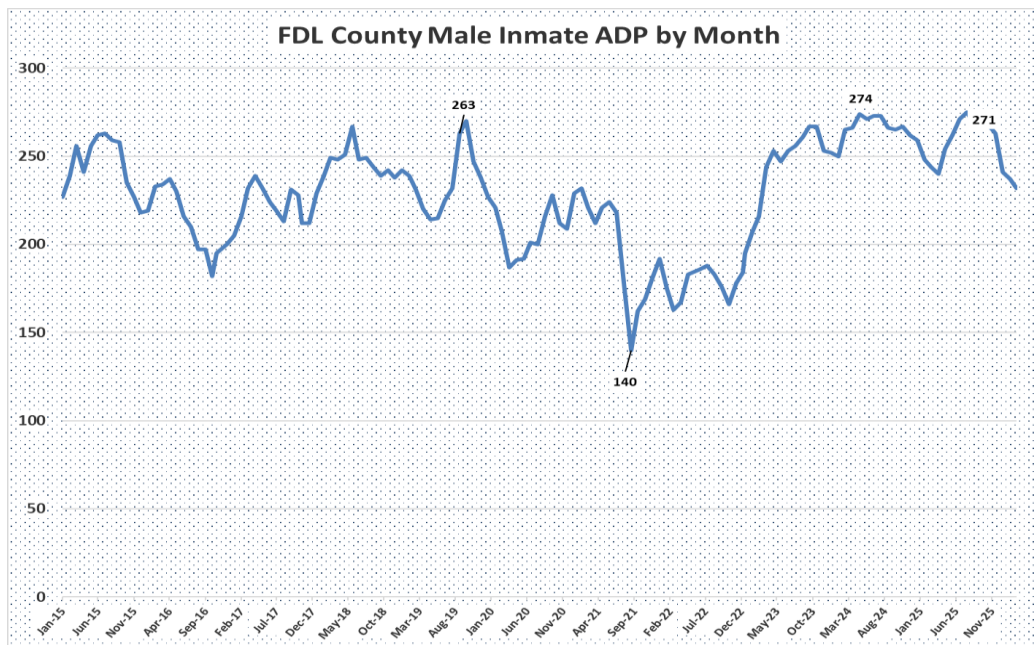


Chart 10: Fond du Lac County Jail Male Peak Population, by month

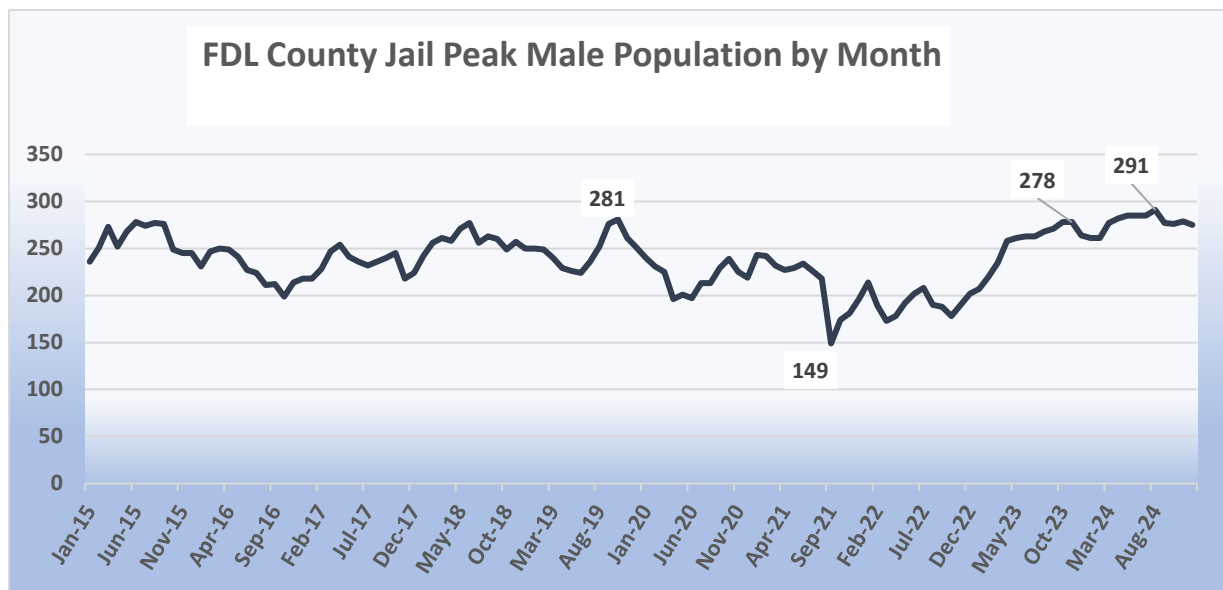


Chart 10 shows the peak population and the numbers do not appear to be that much greater than the ADP. This chart difference is represented in a comparison of months, and not over a single or multiple years. As annual ADPs roll all the 365 days into one average, planners must be careful not to use annual averages in jail bed planning because of the low monthly averages depressing overall average annual numbers, which will leave the jurisdiction short on beds. When comparing annual ADP to the annual high peak populations, it is common in Fond Du Lac County to have as much as a 22% difference between the annual ADP and the annual high peak population for males, and as much as 43% difference for females. This is the difficulty many people have in contemplating jail bed projections, which are always much higher when using peak populations compared to ADP. Building for averages and not peak populations will leave a jail at maximum design capacity and short of beds for the operational demands, many days of the year. It also leaves many questions when trying to determine the impact of peak populations on the operational capacity of jails

Male inmates are routinely 80% or more of the entire jail population. The greater the disparity between ADP and peaks for males the greater the disparity for the entire jail. When looking at the difference between Annual High Peak and ADP by gender, the annual difference of ADP to Peak is shown by numbers and percentages in Table 2 that follows.

Table 2: Fond du Lac County Jail comparison of annual ADP to high peak populations by gender.

Year	Male ADP	Male High Peak	Number Difference	ADP % of Difference from Peak	Female ADP	Female High Peak	Number Difference	ADP % of Difference from Peak
2015	245	278	33	-13.47	55	66	11	-20.00
2016	212	250	38	-17.92	52	64	12	-23.08
2017	222	254	32	-14.41	50	63	13	-26.00
2018	245	277	32	-13.06	51	63	12	-23.53
2019	236	281	45	-19.07	44	60	16	-36.36
2020	208	239	31	-14.90	33	46	13	-39.39
2021	199	243	44	-22.11	33	44	11	-33.33
2022	179	214	35	-19.55	38	52	14	-36.84
2023	244	278	34	-13.93	53	76	23	-43.40
2024	266	291	25	-9.40	59	70	11	-18.64
2025	261	292	31	-11.88	63	78	15	-23.81

Chapter 5: Establishing Jail Bed Projections and Forecasting

Mathematical projections have an assumption that drives the pattern for the future trend lines for bed planning, and that is: “There will be no significant changes to past practices that will change the direction or the intent of any projection considered for examination and planning for the future.” While we know that is very unlikely, any changes are likely to come along slowly, and the mathematical bed projections are more likely to be accurate in the very near future compared to 30 years out. The real value in the projections, is the calculations and methods applied to the projections will offer a guide to discussions on operational planning and “forecasting the future bed use plan.” We are pretty confident the projection math will be true or at least very close for about ten years of projections so we want to start where we know we have confidence. When moving from projections to forecasting, classification, housing management, gender use, special management, certified beds verse non-certified, holding verse receiving areas, inmate movement and classification, percentage of past bed consumption by all sub -population types, and many other considerations would be discussed in a facilitated set of meetings with the Operational Planning Team. The objective is to use the mathematical directions and numbers given by the projections and attempt to align future bed design and numbers with the projection logic model, during forecasting.

To create mathematical projections, the team needs to consider the length of time that will be used to create the future projections. Covid-19 started to skew jail populations downward in Sept of 2019. It had substantial reducing impact on jail populations until the middle of 2021. Post Covid-19 had jail populations significantly rising. Because of the Covid -19 events, it has complicated the calculations for creating jail mathematical jail population projections. Jail planners and the local corrections staff they work with have struggled with a universally acceptable method to address this Covid impact. Several methods are tried, including totally excluding the almost 18 months of data from any trends, including and accepting the data as they are in unadjusted real numbers (as some jails were not extremely different), or substituting the mean averages for the previous years into the 18 months of impact time of Covid-19 to attempt to calculate the impact it had on creating jail projections.

Dr. Hefang Lin has created her own scientific method for calculating future jail populations based upon using both moving and rolling averages. The methodology incorporates historical trend analysis, rolling-period statistical evaluation, exponential smoothing concepts, seasonal pattern adjustments, and anomaly handling techniques to improve projection and forecast stability and reduce sensitivity to irregular fluctuations.

Dr. Lin applied additional statistical smoothing and trend continuation techniques which were applied to support gradual forecast transitions over time while maintaining alignment with historical patterns and observed business behavior. Confidence ranges were also incorporated based on historical variability to provide additional visibility into potential forecast uncertainty. Her mathematical projections were created in monthly amounts out to December of 2056. These projections were reviewed with Dr. Lin and then with the Operational Planning Team from the Sheriff’s Office. Noteworthy, is the mathematical projections for the next 15 years seem to move slowly, and have more consistent and immediate increases, with some leveling off after that time. ADP and Peak population levels are not the only important data element to consider in creating future projections. Bookings and Length of Stay drive the population levels so they are included in validating population opinions.

Adding to the historical level of consumed jail beds is the known impact of “Operational Capacity” of the jail, which involves gender and classification issues that prevent jail beds from being fully used and occupied at all times. In smaller jail facilities, a lack of number or diversity in classified housing or Special Management units increases the impact of the operational capacity of the jail, as double bunk cells become single cells and larger housing units aren’t filled because there aren’t the correct gender or classification of inmates available to be assigned a bed in the unit. The nation-wide corrections industry standard for the impact of operational capacity margins in newer or larger jails is routinely 15% to 20%. This should be expected in FdL. Fond Du Lac County currently falls under the umbrella of a mid-size jail and will continue to do so in the future if it does not exceed 500 beds. In this project, the professional support team is recommending using an operational impact of between 5% and about 7.5% increase in facility bed numbers to be a factor in bed forecasting models. That lower level of operational capacity impact is driven by the fact that peak populations are already factored (and not ADP) into the jail bed projections and forecasts. That will address near future bed demands and while not necessarily showing an additional community growth factor, the projections essentially include the population patterns from the last ten years in the formulas that created the population projections. As a specific example here, a jail bed consumption of Fond du Lac County’s peak of 400 certified beds would add 20 beds with the operational capacity added to the need at a 5% rating, for a total of 420 beds. It would add 30 beds at 7.5% factor, for 430 beds total. The Operational Planning Team used the 5% to 7.5% impact to increasing design capacity (and not 15% to 20%) recommendations in the jail bed planning forecasts, because we are utilizing peak populations for forecasting.

Mathematical projections can go out as far into the future as the formula allows. Corrections planners consistently use a 20-year projection basis in planning projects, as the time usually correlates to capital investment debt retirement. It is more than likely, the mathematical bed projections within the first ten years are pretty consistent with what will occur. The farther away from the first decade, the greater the chance for these mathematical projections to be less accurate. While projections for 25, 30, 50 or 100 years can be provided, their reliability and validity are easily called into question the longer the future time is measured and applied to the future. Just as was shown early in this report, the jail populations will be explained in terms of intake or Bookings, Length of Stay (LOS), Average Daily Population (ADP) and Peak Populations.

Chart 11: Fond du Lac County Jail Projections for Male Bookings .

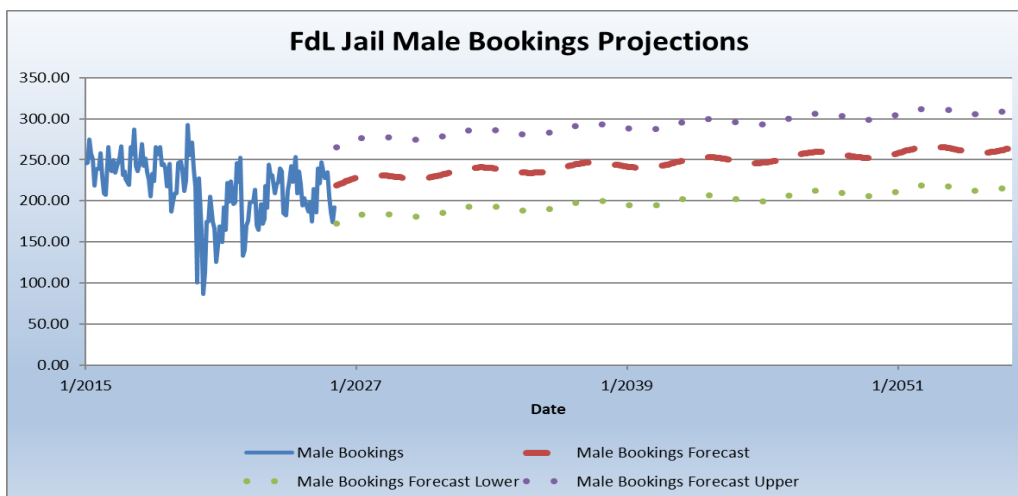


Chart 11 presents the data in a projection that Male Bookings could continue to increase at a slow rate through 2056, as shown on the middle line in the chart. It offers a range of bookings per month between a low of about 200 males per month to a possible high range of about 320 per month, up until about 2045. The middle average norm is shown as somewhere near 270 males should be expected to be booked by 2045, unless something drastic happens with the criteria establishing the projections.

Chart 12: Fond du Lac County Jail Projections for Female Bookings .

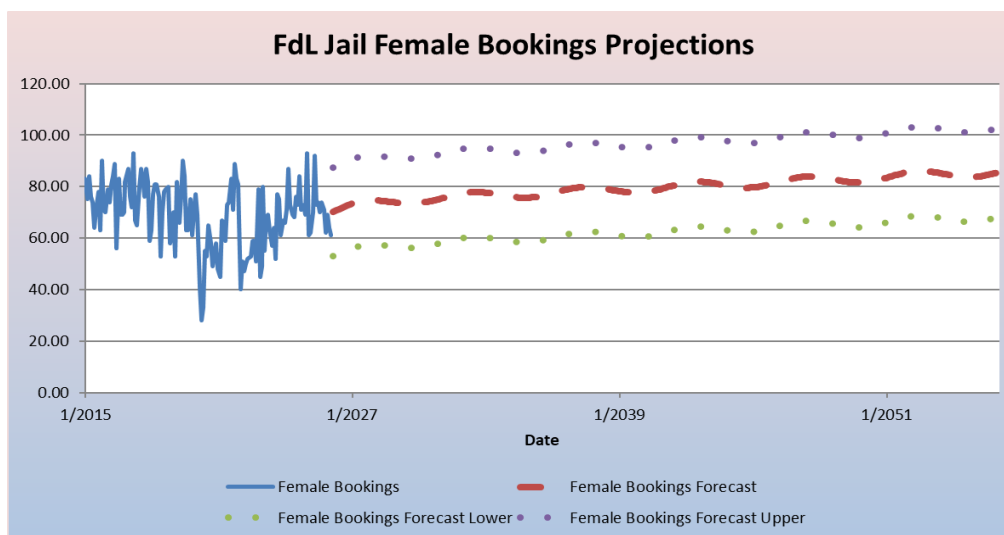


Chart 12 presents the data in a projection that Female Bookings could continue to increase at a more rapid rate than males, as shown on the middle line in the chart. It offers a range of bookings per month between a low of about 65 females per month to a possible high range of about 105 per month, up until about 2045. The middle average norm is shown as somewhere near 85 females will be expected to be booked by 2045

Chart 13: Fond du Lac County Jail Projections for All Inmate Bookings .

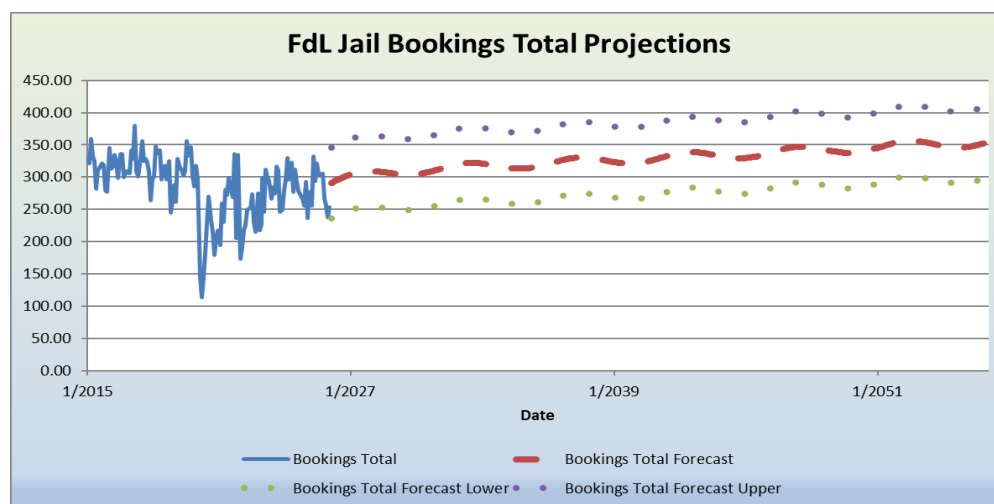


Chart 13 presents the data in a projection that All inmate Bookings could continue to increase at a steadier rate through 2056, as shown on the middle line in the chart. It offers a range of bookings per

month between a low of about 300 people per month to a possible high range of about 420 per month, up until about 2045. The middle average norm is shown as somewhere near 350 people will be expected to be booked by 2045.

Chart 14: Fond du Lac County Jail Projections for All Inmate Length of Stay (LOS).

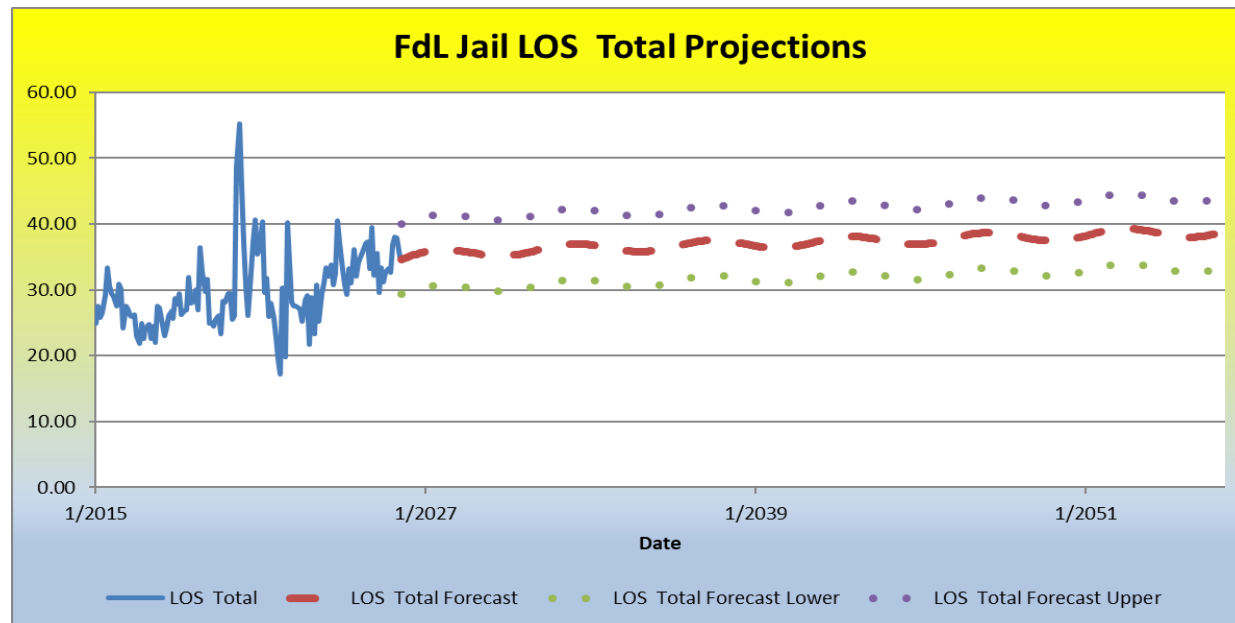


Chart 14 shows there will be a continuation of longer jail stays in FdL in the future. Recent LOS trends in the jail population have added to the ADP because the LOS has been increasing. The median expectation is for the population to be moving from 35 to 40 days in jail for every inmate. This will add to the ADP a substantial number of inmates every day. The chart projection is for that to occur, unless there is an interruption to the current trend. The low end may drop to about 32 days of LOS and the high end to as high as 45 days, if either end of the spectrum is reached instead.

Charts 15, 16 and 17 that all follow, are concerned with projecting the ADP by Female, Male and ALL inmates. Again, the ADP does not account for Peak Populations and in theory, somewhere around 20% will need to be added to the ADP projections to reach and overcome the requirements for the DOC to gain compliance with determining the operational capacity of a new facility. ADPs are very useful in providing guidance to set up expected budgets for staffing, inmate care, maintenance and other operating costs of a jail facility. If the ADP is relied upon for bed forecasting, then 20% more beds should be added as a guide during forecasting. Chart 15 for males, shows a range of expected bed demands between about 275 and 325, with a median average range of about 300 beds needed. Using the median and the 20% operational capacity guideline, it would result in a forecast of about 360 beds assigned to male inmates in about 20 years.

Females shown on Chart 16, have a range of beds projected between about 62 and 78 with a median range of about 70 beds. Adding 20% to this number would elevate the number of female beds needed to 84. This is a low number compared to the male population. Adding the female and the male beds together would total about 444 projected beds. Females would account for about 19% of that total, which is a very low percentage of all beds if 25% of the beds is the planning goal for female inmates.

Chart 15: Fond du Lac County Jail; Average Daily Population Projections for Male Inmates.

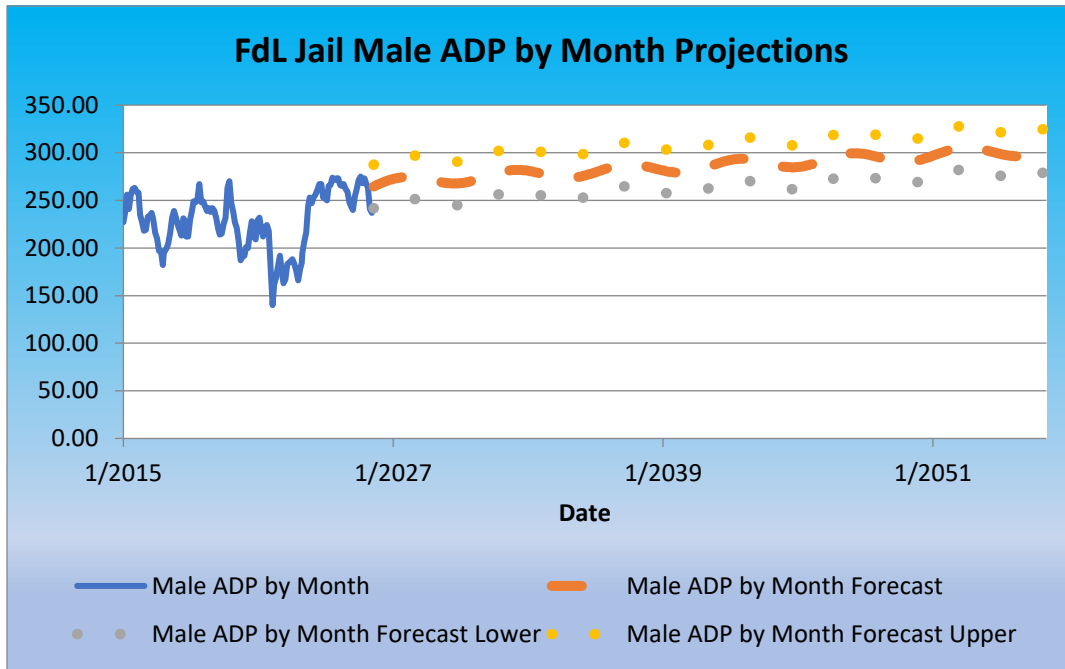


Chart 16: Fond du Lac County Jail; Average Daily Population Projections for Female Inmates.

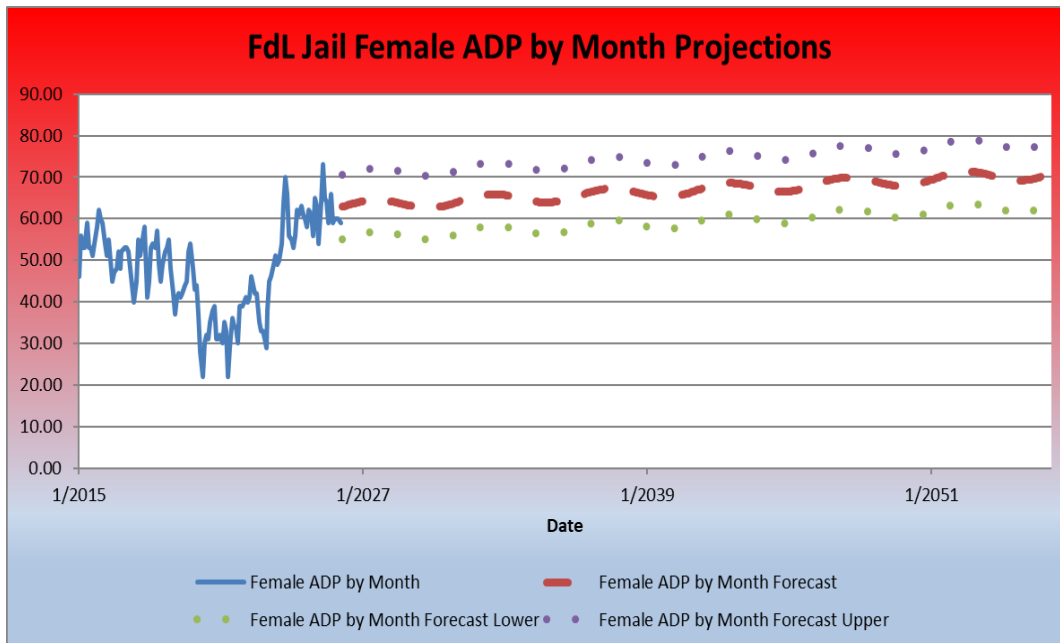


Chart 17: Fond du Lac County Jail; Average Daily Population Projections for ALL Inmates.

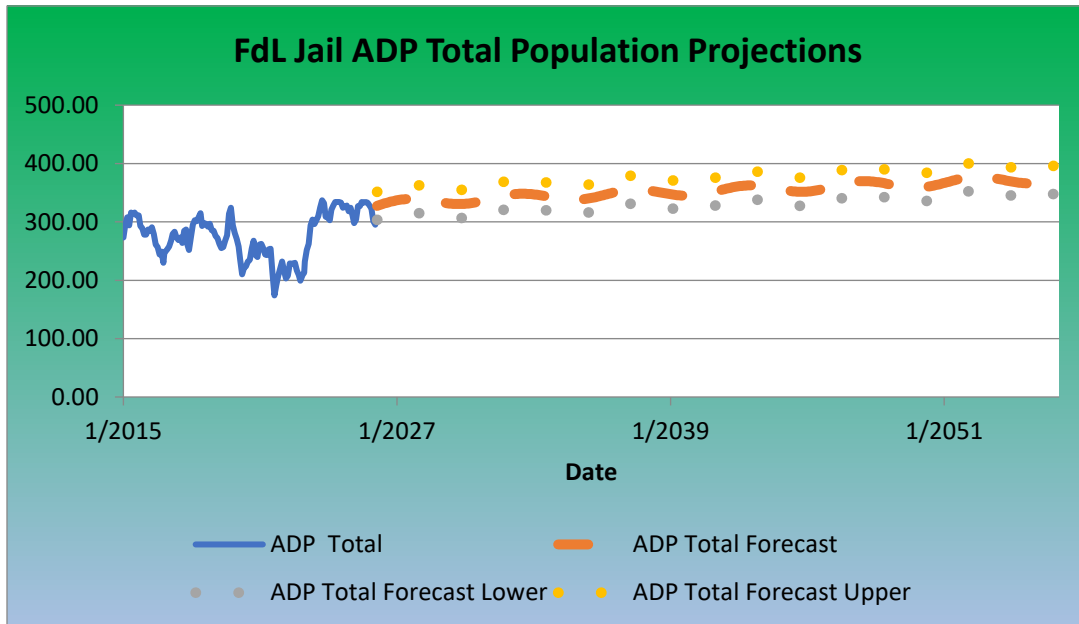


Chart 17 above, is the total projected ADP for all inmates and shows a range between about 340 and 400 inmates. The median average in the range is about 370. Adding 20% to the high range would bring the total number of beds to about 480. Adding 20% to the median adds another 74 beds and brings a total of about 444 beds needed. This bed number should be close to the number of beds indicated in using the Peak Population projections and adding 5% or 7.5% to the peak number for operational capacity concerns.

Chart 18: Fond du Lac County Jail; Peak Population Projections for Female Inmates.

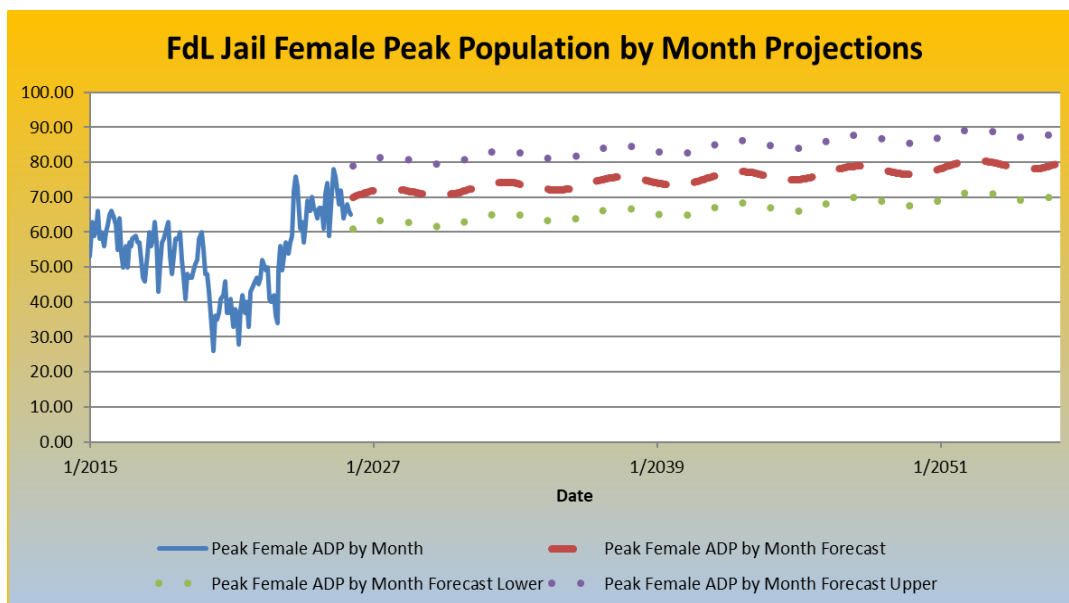


Chart 18 is the total projected Peak for female inmates and shows a range between about 70 and 90 inmates, with a median expectation of 80 inmates. Any of these figures are too low to meet the expectation that women will occupy in about 25% of all jail beds in the future. Using the 25% as a guide, then 70 female beds would mean there are 280 total beds, 80 female beds would be 320, and 90 female beds would have 360 total beds. Despite what the Female ADP and Female Peak chart shows, more female beds will need be accounted in the FdL jail to reach expected growth of the female population.

Chart 19: Fond du Lac County Jail; Peak Population Projections for Male Inmates.

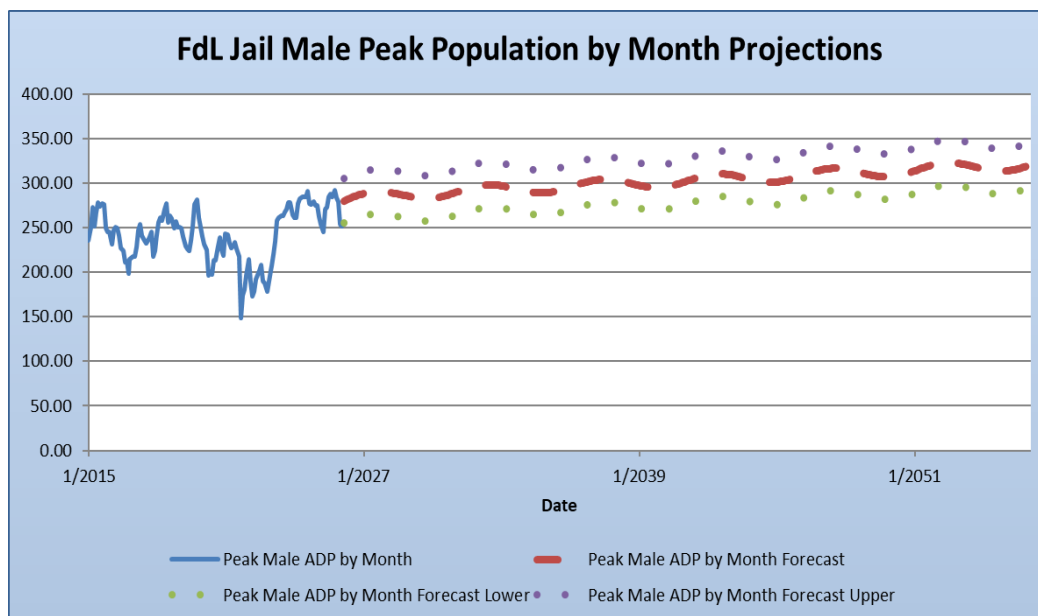


Chart 19 is the total projected Peak for Male inmates and shows a range between about 290 and 350 inmates, with a median expectation of 320 inmates.

Chart 20: Fond du Lac County Jail; Peak Population Projections for ALL Inmates.

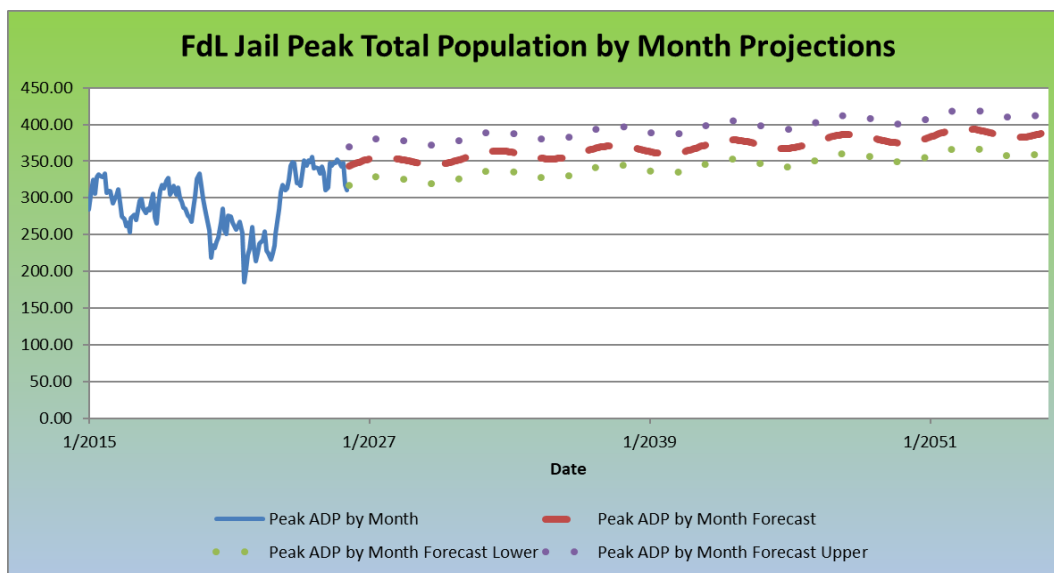


Chart 20 is the total projected Peak for ALL inmates and shows a range between about 355 and 420 inmates, with a median expectation of 390 inmates.

It is critical for a jail to have a bed available every day of the year for every possible admission, so understanding and predicting peaks is crucial to planning. Reviewing the timeline and goal to satisfy the need for 20 years, brings some added light to the actual numbers. For the median average, if adding the previously used 5% rate for operational capacity needs, then another 20 beds could be added to this chart line to estimate a total jail bed need in 2045 of about 410 beds. Adding 7.5% for operational capacity impact would bring about 30 beds more or a total of about 420. On the high end, it would suggest about 447 beds including a 5% operational capacity, and a total of 458 beds with a 7.5% operational capacity. The low end of the spectrum range is about 370 beds at 5%, and 385 beds at 7.5% operational capacity impact.

Jail Bed Projection Summary:

Projections are a mathematical number that is created based upon past practice and formulated with the assumption that no changes to past practice will occur, and this history will repeat itself. A number of different scenarios were presented with the mathematical bed projections. Once these were developed, a full review of the options was reviewed by the Operational Planning Team. All of the ways and means that jail data can be considered, be it Bookings, LOS, ADP peak and TJBDC have very similar findings in numbers when considering the ranges and not the specific medians. This confirms the math and the data has been formulated correctly and is valid. The basis and foundation for discussion about future operations and the impact of projections to the forecasting for operational bed needs was a critical point of advancing to the next step of determining the final recommended bed count.

Using the data found in the ADP total (Chart 17), would suggest a range of median average to high average jail beds projected that is likely to be between 444 and 480 beds, which does include the 20% recommended design considerations for operational capacity concerns. This data is used for comparison to the Peak Population data (found in Chart 20), that suggests a median range of beds at 420 to a high range of beds at 458, using a 7.5% impact addition for operational capacity. In this range, about 105 to 115 female beds should be planned, to reach the 25% goal. This is a reasonable target.

The charts shown in this report are examples of the analysis and discussions that occurred. The decision was to use the data and information gleaned from charts 17 and 20 to guide all discussions in operational planning, where housing and classification decisions would ultimately determine total jail beds, cells and housing unit counts. This process allows the review of every single classification of inmates to be reviewed on their past consumption levels, by either number or percentage of jail beds occupied, to create a housing plan geared to meet all of the classification demands the entire population has experienced in the past and will again experience in the future.

The projections are simply a bed count to start operational planning for the classified or general population beds as well as the incorporation of special management beds, some of which may be in use for very brief periods of time before an inmate is moved back to general population. Examples of these types of beds might be mental health crisis, suicide prevention, "padded rooms," restraint chair cells, acute medical health, detox, or other types of special cells for overnight lodging. Most jails do not intend to house inmates in these types of cells long term, so they become additional considerations into the

overall number of jail beds to be incorporated into the design plan. The end goal is to forecast a bed use plan that comes within an acceptable variance from the mathematical projections.

Jail Bed Forecasting:

Forecasting is a process that relies on a base line of information that was agreed upon during the bed projection formation process. Forecasting involves an examination and early agreement from Jail and Sheriff Office Administrative leaders into how the jail will operate in this moment and the next generation. Specifically, it looks at inmate housing, movement, care and custody, life, safety and health, and operational preferences related to expected policy and procedures. All must be done within the standards set forth in Wisconsin Administrative Code 350.

A 15-year to 20 -year plan for mathematically projected jail beds is between about 420 and 458 beds. This is the target for operational planning. In one exercise, an example of planning and using 3 distinctly separate, 150 bed pods subdivided by multiple housing units of various sizes with multiple types and numbers of cells in each housing unit was used as a planning scenario. This example is all subject to change when the architects and design team receive the forecasting information and begin the pre-design work for the project.

There was substantial discussion about the need to develop a new housing plan for those in need of high levels of mental health and medical care, requiring suicide prevention, isolation, close supervision, or detox services. These types of beds are considered Special Management Unit (SMU) beds, or more specifically acute or sub-acute medical and mental health beds. These may also consume one or more housing units of a larger pod. There are many other types of SMU beds as well, but none will meet the population demands equal to mental health and medical.

Over the course of several scheduled workshops, the Operational Planning Team, which included Sheriff Waldschmidt, Chief Deputy Kevin Galske, Captain Jim Borgen and Captain Tyler Broderick and Lt. Rob Beistle, analyzed and agreed to the following recommendations for future operational plans that impact and determine the jail bed, cell, dorm, housing unit and pod configurations. It is based on how they want to operate the future jail. Facility design must conform to the operational plan.

The bed/cell/housing unit plan table that follows, was based on what shows as a projected bed count guide of a possible maximum bed count of about 447 beds. This is based upon an agreed upon 15-year to 20-year mathematical equation for bed demand projection that could easily rise or reduce between the ten- and twenty-year time frames. This bed projection is calculated using the mathematically projected Median Peak Population of male inmates at 311, and adding 7.5% more (24 inmates) for operational capacity impact to design beds, totaling 335 male inmate beds. Utilizing commonly accepted guidelines in planning for female bed consumption, which is recommended at 25% of all future jail beds to be assigned to female inmates, brings 112 jail beds assigned to females in the new jail setting. This 447-bed guide is consistent with the bed projections offered under several different charts, tables and data sheets that suggested a range of 420 to 458 beds. This total projected jail peak population of 447 beds, does include the 7.5% operational capacity impact. This number was used and classifications and genders were assigned beds from this origination point to manage the forecasting process. These bed and cell numbers do include the short-term special management beds considered for Mental Health or Medically infirmed inmates. Inmates in medical units are generally there for shorter periods of time until they can transition back to general housing. Some inmates in mental

health units could be there for an entire stay while others may move in and out of the unit or in and out of close supervision, suicide prevention or padded room setting. Although these beds will be considered in the certified rated bed capacity, as will most of the beds in and around the Booking and Release Center (BRC), these beds are very likely to be for short-term use as inmates will not normally be housed in these types of beds for their entire jail stay. Inmates will move from Booking to either being released or moved to a general population housing unit once it is determined they will continue to stay in custody. Therefore, beds in general population and other types of special management units (SMU) will be the primary hosting sites for long term inmate housing. The certified rated capacity will not include any transport holding or staging, or secured areas used for release processing. Some of this may change as decisions are made regarding the location of the courts. It could be possible that a court staging area (which is not currently included in planning) may be developed to accommodate court transport procedures if the courts are not located in close proximity to the jail. This will be considered later by county officials as the facility development site is determined.

The following table will break down the mathematical guided 447 projected bed numbers in such a manner to assign beds to gender and classification based upon recent consumption levels. More than 10 years of historical data was used as a qualifying factor in all recommendations. Although the table does designate the population to be housed in the proposed units, these beds will not receive a permanent designation of gender or classification assignment for any cell or housing units as facility flexibility will be maximized without a specific designation. The gender and classification designation in this working document is used solely for the purpose of forecasting bed consumption by gender and class, and not to assign a specific housing unit.

The Current Certified Rated Capacity at the FdL County Jail is 335 beds. The majority of these current beds are dormitory and assigned to all types of classified inmates. This bed assignment protocol is a forced issue in FdL because of the lack of appropriate housing options and individual cells. The new jail will be designed to have adequate cell types for the forecasted populations that will be using the bed type on a daily basis. Population forecasting will be based upon past and future expected average Peak Populations, and will include some additional beds needed for safe operational practices related to proper separation of inmates, per DOC standards. These projected bed numbers do account for a 7.5 % expected DOC operational standard adjustment as the peak projected numbers does already account for beds which is routinely included in DOC standards for a 15% to 20% increase in design capacity. This policy is required to address and ease the operational capacity stressors that accompany fluctuating population numbers and types.

The Operational Planning Team wants housing units to be sized in groups of about 8 inmates. Ideally, each housing unit would have about 5 cells that, when appropriate, could be double bunked and house up to 10 inmates. This configuration would allow for maximum flexibility for use of that space and not limit housing low or low-medium classification inmates if the housing units were much larger.

Overall dorm sizes for low-risk populations, should be no more than 12 to 16 at the very most anywhere in the jail. Ideally, even less. The preference would be 8-10 beds per dorm to maintain maximum flexibility for inmate assignment and use.

Table 3: Fond du Lac County Jail Bed forecasting with bed assignment to classification and gender:

Male	Female	Total Expected beds at opening	# of housing units that are preferred	Housing plan factors:	Inmate Worker Housing "Swampers" Minimum class males and females, in dorms.
20	6	26 beds	4 units	6 or 8 -person dorms	Open dorm beds, high and low bunks, in a low security area of the jail away from the other classified units.
Male	Female	Total Expected beds at opening	# of housing units	Housing plan factors:	SMU: Admin Discipline. (to include ISOLATION or Administrative SEGREGATION)
30 beds and cells, 30 inmates	10 beds and cells, 10 inmates	40 beds	Multiple varied, 3 and 6 cell unit sizes	Single occupancy design. No Mezzanine in this unit. Showers off day room.	Have the ability to provide housing flexibility, managed sightlines and some design distance for the different genders.
Male	Female	Total Expected beds at opening	# of housing units	Housing plan factors:	SMU: Protective Custody or keep separates
6 cells, 6 inmates	3 cells, 3 inmates	9 beds	2 units	Single occupancy at initial activation, with potential for double occupancy.	Have the ability to provide a separated distance for the different genders and flexibility of use.
Male	Female	Total Expected beds at opening	# of housing units	Housing plan factors:	SMU for Administrative Housing: Vulnerable, Transitional Housing, Geriatric, etc.
8 cells for 8 initial inmates	2 cells for 2 initial inmates	10 beds	2 male, 1 female	Some may have double occupancy capability.	Mezzanine design for this population is OK if needed

Flex use	Flex use	Total Expected beds at opening	# of housing units	Housing plan factors:	SMU for BRC: "Safe Book" and "Padded Rooms"
In BRC: 2 Safe Book cells. Safe Book will be for overnight lodging.	2 Padded in BRC, 2 more Padded in Medical/MH unit. 4 total padded rooms for any gender use.	6 cells, no beds included but padded rooms and safe book can lodge overnight in either BRC or SMU. Short term use only.	In BRC off vehicle sally port for two-sided entry/exit to BRC in all cells. Padded rooms in MH unit will not need 2 door entry.	4 cells with entry prior to Law Enforcement Lobby/entry area off sally port. 2 cells in MH/Detox medical area beds. 6 total certified beds in these types of cells.	Mix gender use. This may also require features for restraint chair tethers, larger entry doors for cell extraction, precautionary floor drains and water fixture controls, additional camera capacity, etc. There will be no day rooms in BRC so cell use may be impacted.
Male	Female	Total Expected beds at opening	# of housing units	Housing plan factors:	SMU: Suicide/MH or Detox Close Observation /Medical
80 beds and cells	20 beds and cells	100 at opening	12 total units, with variety of sizes.	Double occupancy design for some cells for adding future jail beds should population demand it.	Shower in day rooms. Plan for medical service work support space or triage areas near the pods. Several cells or units with suicide prevention and ADA and restraint chair holding.
Male	Female	Total Expected beds at opening	# of housing units	Housing plan factors:	Maximum Class
20	8	28	Minimum of 4, units. 3 male and one female.	Always designed for single occupancy	42-inch swing doors. Lots of glass. Single floor design with no mezzanine. Add some ADA cells. Larger staff post area.

Male	Female	Total Expected beds at opening	# of housing units	Housing plan factors:	All Medium Class/Some minimum class
108	32	140	12 male mixed bed number size units, 3 female mixed size units.	These new units and cells will be indirect supervision. No dorms.	This should be sufficient as long as BRC has high volume of cells to fast-track discharge of 1 st court appearance inmates.
Male	Female	Total Expected beds at opening	# of dorm type housing units?	Housing plan factors:	Booking and Release Center: Secure Overnight Holding cell. "Intake Cells"
44	12	56	There will be 3 total 4-person dorms and the rest will be single occupancy for 44 single person cells.	Some should be considered for double occupancy	This will largely be those planned for release within 72 hours. As with all cells around BRC, the staff control center will be centrally located to all housing areas around BRC. There will be no day rooms in BRC so cell stays must be short.
Male	Female	Total Expected "secured seats" at opening	# of holding units	Housing plan factors:	Booking and Release Center: Court or transport or release staging? Multi-purpose?
		8 in open seat booking in discharge status. 16 total gang holding seats. No cell structure	2 gang holding for 8 but may expand depending on location of courts.	No beds, simple secure holding spaces for short term movement. Court staging may change this plan.	All areas are flex use for genders

Male	Female	Total Expected beds at opening	# of dorm units	Housing plan factors:	HUBER CENTER Beds. Minimum dorm beds are recommended in a secured building.
32	16	48	4 total	Size most of all dorms for expanded occupancy	Will need additional support area for inmate processing to and from release point.
TOTAL New Male Beds at Opening	TOTAL New Female Beds at Opening	Total Expected beds at opening with approved Certified Rated Capacity	TOTAL New Male Huber Beds	TOTAL New Female Huber Beds	NOTES: The original mathematical projections had a call for about 447 total beds in 2045. Operational planning will adjust those mathematical projections upward or downward depending on the plan.
351 with Huber. With no Huber beds it is 319.	112 with Huber. With no Huber beds it is 96.	463 total at start up, to include Huber beds. Without Huber it is 415 beds.	32 at start with possible expansion of bunks in some or all dorms.	16 at start with possible expansion in one or both dorms with bunk additions.	Juveniles are accounted for separately but will share some of the facility support areas.

Juvenile Detention Center Beds:

A number of assumptions were created when looking toward the future facility and bed needs for a juvenile detention center. It is well known there is a shortage of secure juvenile detention beds throughout the State of Wisconsin. Resource providers of secure juvenile beds will have many counties attempting to contract for housing and youth services. Fond du Lac has operated its own juvenile center for many decades. Without this resource, the county would struggle to locate and secure housing for youth ordered to detention from Fond du Lac.

Unlike adult facilities, juvenile detention services do have minimum staff to inmate ratios to follow for DOC standards compliance. Essentially, the code calls for a minimum of one "correctional" staff person per 15 detained youth. However, if there is a female and male youth detained, it requires one male and one female staff person per shift, per 15 residents. Basically, a facility can operate with up to 30 detained youth with two line staff and one other person in supervisory role. The reality of the detention work environment is two staff are

needed if you have 1 to 30 youth detained, and the staff will minimally have one male and one female per shift. The requirements for the supervisor do permit supervision roles and activities that may be under shared operations, like the adult jail, to provide supervision direction to both operations under certain conditions. Under all circumstances, youth cannot mingle or have sight or sound contact with adult inmates while they are detained. Staff that work with youth are also restricted and regulated in their ability to cross support adult jail services.

Many of the facility support areas can be shared, like; kitchen, dry storage, supply, medical staff, pharmacy or med supplies, and several others as long as juveniles don't have direct access to the areas. Back up staff support in emergency situations is always nearby as well.

The current juvenile detention center has 27 beds. This current bed availability was used as a benchmark to consider future juvenile bed demands. Fond du Lac County has not detained more than 15 youth who are residents of the county at any given time in recent memory or in a review of historical data collected. However, Fond du Lac typically does have 1 to 4 youth who reside in the county, detained on every given day. Sometimes this number can reach much higher. Fond du Lac has experienced no difficulties in renting out open secure detention space to several counties and many counties have some sort of continuing contract arrangement in place with Fond du Lac to provide youth detention. The Fond du Lac detention center has operated near capacity on many occasions. It continues to regularly house youthful residents in numbers greater than 15.

Detained youth require extensive and expensive programming while in detention. Some of these programs and the program costs are provided under agreements with schools, human service agencies, recreation programs, medical, dental, drug, alcohol or mental health treatment providers, and other resources. Not all of the costs are funded by the county but many are. The decision to move ahead with juvenile detention may hinge on expected operational costs and the ability to off-set those costs with revenues created by hosting other county's detained youth.

In considering the operating costs and the need for some beds to hold Fond du Lac County youth, the Operational Planning Team elected to recommend the continuation of juvenile detention services with a bed design of 30 beds/cells, with an additional padded room for short term suicide threat/crisis intervention. This bed count would result in the ability to staff the facility with the minimum two staff during many hours, and a third staff person during high population and high activity times, usually day shift when most youth movement and activity require supervision. The revenue stream expected could off-set much of the operating costs.

The following table represents a documentation of the detention bed needs as determined through the course of this project.

Table 4: Fond du Lac County Juvenile Detention Center Bed forecasting:

TOTAL New Male JUVENILE Beds at Opening	TOTAL New Female JUVENILE Beds at Opening	Total Certified Rated Capacity beds at opening	TOTAL New Juvenile Beds with growth plan	TOTAL New Juvenile Housing Units	NOTES:
20	10	30 total at start up, to include One Padded room that will be rarely used.	30 plus one padded room.	Multiple mix of sizes between 2, 3 and 4 bed housing units.	There will be multiple support areas required for juveniles that will need to be implemented for long term juvenile housing requirements.

Jail Bed and Juvenile Detention Bed Forecasting Summary:

Fond du Lac County has invested many resources and dollars in determining the future needs for beds to support the local justice system and community, moving forward. The Sheriff's Office staff, worked very hard in collecting, providing and analyzing data through a facilitated process to take in consideration for future jail operations. They went about their work thoughtfully, professionally, and conservatively with great concerns for the potential financial commitment it will take to make this project reality. They understand well, that jails are all about managing risks, public safety, and community values. Risks to detention center operations, whether adult or juvenile, are reduced with well-designed and adequately staffed and supervised facilities. It is with a high level of confidence, the recommended number for adult jail beds total at 463. It is also recommended juvenile detention beds be constructed to house up to 30 youth if at maximum certified rated capacity. This should meet the demands and bed needs for the next 20 years.

Chapter 6: Fond du Lac County Justice System Assessment

The FdL County Jail has been populated with inmates at levels far exceeding the facility's safe operational capacity, for an extended period of time. Recognizing the use of jail beds is a result of the policies and procedures that occur throughout the justice system, it is important to analyze these impactful areas to plan and manage for the future. This analysis must go beyond the bounds of the jail and include a review of the critical decision points in the justice system case flow that influence the use and consumption of local resources, such as available jail beds, or treatment programs, or probation, pre-trial services and alternative to incarceration programs.

The deficiencies with the jail are well known and well documented. The adjacent courthouse of FdL County is an older structure that is shared with the City of FdL and provides general city and county government office services, as well as circuit court functions. It provides limited security for employees and visitors, by way of the presence of armed and sworn security law enforcement officers. There are many court room area concerns related to non-compliance with expected Supreme Court standards for court accommodations. This can create unsafe situations for the public, staff and inmates as uncontrolled entries or hallways are common points for security problems. There are design and space issues that may be impacting the efficiency of the court function and operations. There are proven correlations, the less efficient the court process, the longer the average length of time to case disposition which results in longer lengths of stays in the jail for unsentenced or presentenced defendants. In general, there is a strong desire from justice system officials to keep the jail and the courthouse located in very close proximity.

During interviews, all agreed it appears crime, and in particular violent crimes, has increased in the county for a number of years and continue to be on the rise. Some of this may be due to an increase in drug and alcohol abuse or mental health issues. It is exhibited in obvious ways like the number of court filings and increase in jail population levels with these types of inmates being frequently arrested.

All pointed out the influx of non-residents that are being arrested in the community. While most assume these people are being arrested on the major highways running through the county, it may not be the site for the majority of the arrests. Local police chiefs report many of the non-resident arrests are visitors or people without permanent housing that are raising some sort of disturbance in the community. Local police recognize they are making a substantial number of these types of arrest or collectively across the county, the exact frequency and charge levels are not easy to quantify because the specific arrest details are not quantified in a uniform data base for analysis. Adding those frequent local arrests to the known arrests occurring on the freeways, creates an appearance that non-resident arrests are elevated because of assertive police presence on the freeway. Regardless, the arrests are occurring of these non-residents because there is probable cause to believe some law has been broken.

The outcome of that is real in terms of elevated jail bed occupancy and costs for court case processing. These individuals are also committing some serious offenses so that high cash bonds are in place to ensure their appearance in court. Having those people out on a pre-trial release program might be difficult if they do not have stable residence in FdL County, as case management, supervision and monitoring would be difficult out-of-county or out-of-state. Further research is needed on this topic and on this population that is consuming much of FdL resources.

During individual interviews, CJCC member candidates were asked about FdL justice system gaps, needs or conversely; goals and objectives to work towards. Their thoughts and ideas were documented and can be read in the attached appendix.

There were several general themes and areas grouped by the consultant into common areas to narrow down a specific focused area to tackled. These are listed below without designation of any priority level of concern as that was not requested at those interviews.

Goal 1: Courthouse assessment, action plan for improvements to current spaces and planning for new spaces in capital improvement plan.

Goal 2: Community outreach, secure community input, listening sessions, public presentations, web site development.

Goal 3: Offender assessment tools, EBP as a foundation for program design and delivery.

Goal 4: Fast tracking discharge on some cases in jail: Case managing length of jail stay

Goal 5: Develop and staff a comprehensive diversion program and/or a CSW program

Goal 6: Expand Alcohol or Drug Abuse and Mental Health treatment program options

Goal 7: Technical Assistance or process changes to improve court processes.

Goal 8: Supervised Pre-trial release program development

Goal 9: Coordinated system wide budget planning

Miscellaneous comments on issues, needs and gaps in service which are compiled in the document found in the appendix:

The interests in considering a Pre-trial release program are strong among many local officials. There are a number of considerations to this type of program and some of these are outlined in Chapter 7, discussing ATI programs.

Individuals and agencies from all local justice system offices have indicated a strong desire and willingness to work cooperatively with each other now and in the future. This is positive movement in itself. However, this will require a significant amount of cooperation, coordination and leadership to guide the work to secure a common vision, goals and objective to determine the most effective way to accomplish the agreed upon mission. Quantitatively, this will demand improved data collection, improved sharing of information, additional needs assessments, strategic planning and ongoing evaluation. Qualitatively, it will require mutual respect, understanding, coordination and compromise. The consideration they are giving towards creating a Criminal Justice Coordinating Council is encouraging.

Courts have a tremendous impact on the jail through judges' pretrial decisions, sentencing decisions and also through the court's efficient handling of the court case flow and general court management. Judges' higher status can be truly effective when they exercise leadership in managing the whole system. Their impact is greatly magnified as is everybody's when they work as part of a well-managed local criminal justice team. Apart from the jail, the courts are a critical part of the justice system. It is critical for courts to function in top form in terms of content and process and have the appearance of doing so. If the courts are operating in top form, so will the rest of the system.

Leaders from many areas believe there are many processes besides security, to be examined within the County. Court case flow and case management is a concern for many. Length of time to get information and evidence processed at the state crime lab is long and causes long delays with many cases. Plea negotiations are stalled when the evidence has not been processed. It was reported there are frequent requests for court hearings to be rescheduled due to evidence processing issues with the state crime lab.

Prosecutors are key to the smooth, effective and efficient operations of the local criminal justice system. They impact the content of justice and the process. The prosecutor is truly the central law enforcement officer in the County and does work with all arresting agencies in the jurisdiction. The prosecutor is viewed by other principals as being very hard working and competent. There is a sense that the DA office may assertively charge many cases but he is doing this all within the discretion and under state law and office policy that he has developed over time in his office.

How well the prosecutor screens and process cases in particular has an impact on the local jail population. In terms of case processing, the prosecutor practices some efficient procedures, such as allowing for discovery early in the case process. Discharging pending cases through an expedient plea process may be a concern, but this again can be attributed to in part, to the issues with evidence processing.

Noteworthy and connected to this, the DOC Probation and Parole services are greatly impacted by the issues of delayed pleas and evidence processing at the crime lab. DOC policy is to **NOT** revoke supervision unless and until, a new charge has been disposed of through a new conviction. As a result, Violators of Probation or Parole (VOP) are held for extended periods of time in the jail (without any release) under a pending revocation matter. Once a plea is entered, or an individual VOP is convicted, then the revocation matter can be addressed. During the 3 months of time on this project, two snap shot data reviews of the FdL jail population had almost 33% of all inmates on a no release DOC hold pending some sort of action for probation or parole revocation. In each case, it was nearly 100 of 300 inmates that were impacted by this type of situation. DOC has also reported there is a shortage of Administrative Law judges that hear the revocation case and rule on the matter. Although these hearings are done by video conferencing, they do not get a timely scheduling because there are insufficient administrative law judges to carry out the hearings. While this certainly hurts the local jail, the delays actually assist the state in keeping some people out of prison for a while, if the case was a felony probation or a parole (extended supervision) case. In theory, the impact of high caseloads and inadequate staff of Administrative Law Judges works for the state and against the county in terms of reducing consumption of secure beds. To remedy this, it would take a great coordinated effort of taxpayers and perhaps the Wisconsin Counties or Sheriff Association as this is a state wide problem experienced in every county jail. Under certain circumstances the State of Wisconsin reimburses FdL for jail days consumed in this matter but the funding ratio does not cover the costs of confinement and does no good when the county is stressed for jail beds and sending inmates out-of-county at a potentially higher cost than they get reimbursed.

Law Enforcement has as their priority to provide for public safety. Regarding the use and condition of the jail, all local law enforcement support the jail replacement plan. A positive experience with a recently developed diversion program developed under a grant, to have police diversion for mentally challenged individuals into other support systems besides the jail, has worked very well in the county. This program works in collaboration with a mental health crisis worker and intervention team and is a good example of a program advancement that can come about with collaboration. All police chiefs interviewed find value in following up on the creation of a CJCC and will participate if asked.

While local justice system principals admit there are a low number of options for ATI currently in the county, there has been no real movement or advancement in trying to bring these types of responses into operation. Effective community-based programs need to address issues revolving around anti-social behavior, substance and alcohol abuse, mental health, cognitive distortions, criminal thinking and address other individual criminogenic factors. Criminal offenders will not usually have a great deal of success in generic programs. Overall, these types of programs should be designed under Evidenced Based Practices. There does not seem to be a lot of experience or knowledge about EBP among the local justice system principals and they all could benefit from exposure to training on the matter. Success levels with criminal offenders, will be directly connected to their risk and needs, the type of program, and the curriculum of the programs offered.

Probation is the oldest and most used of the jail alternatives. The local office has 3 different units with several agents in each, covering the caseload of the entire county. By law, State DOC Probation and Parole are limited in their ability to work with individuals that are in post-conviction status only. While they can case manage individuals that are on supervision with them, they can't supervise or case manage those who may be considered for prosecution diversion, pre-trial supervision, or other forms of ATI that are not post-disposition.

The DOC has the potential to be an additional resource to the FdL jail in a future facility. Several county jails in the state, including FdL County, provide dedicated office space for one or two probation agents to work full-time from the jail as liaisons to all of DOC offices, statewide. This permits the agent to quickly take statements from out of county arrestees that are on probation or parole in other counties or states. This expedites the case investigation, allows for decisions to be made much more quickly on a probation jail hold faster, and can fast track and case manage those probation cases that are waiting some sort of action to happen elsewhere so that the probation case can be cleared. This represents an opportunity for change, needing negotiation and development consideration for the future jail operation.

One of the biggest challenges is finding affordable and accessible offender-specific programming in FdL. Although some agencies have sliding fee schedules, there are still not enough residential treatment settings and services, and offenders have difficulty with transportation to these programs. Transportation is a major problem in terms of offenders getting to programming, in most counties.

It is very common for the court to use jail as a condition of probation when sentencing offenders. Unless they are convicted of OWI, these defendants do not receive good time credit and sentence reductions for serving time as a condition of probation.

There is not a comprehensive adult pretrial release supervision program operated in the county. Most county officials believe bonds imposed for everyone are set at lower levels of financial demand. The consultant could not verify or refute any of this, because the information is not specifically tracked and monitored. This specific data element is an example of information needed to support any research and consideration of developing a PTR program.

Because it appears the FdL County Jail houses a fairly substantial number of pretrial inmates, there is the potential to impact ALOS and ADP by addressing the needs of the inmates in pretrial status. A Needs Analysis on this population should include a rigorous examination of the pretrial inmate population and release process and should determine whether there is a need for pretrial release supervision programs, diversion or other intervention programs. Low bond amounts may not be able to be posted because of

individual ability to pay, or because the person would not be released even with adequate funding because there are companion holds or warrants for the person that need to be resolved. Case management of these types of cases may be able to dispose of the aggravating factors that deny low risk offenders from release for low bond amounts. In depth research would identify how most of these cases are eventually disposed of and can assist in developing appropriate pre-trial supervision programs, if appropriate for consideration.

Three figures, the Failure-to-Appear (FTA) Rate, Rearrest Rate and Time-to-Release are the baselines to which staff can compare the impact of pretrial release process changes and programs to the system. FdL County criminal justice officials can determine which methods are most effective in releasing defendants who are going to be released in any event, i.e., when there is no increase in public danger. Criminal justice authorities should examine these rates associated with each method of release, along with the average time to release for each kind of release.

The County Board is interested in supporting a Criminal Justice Coordinating Council (CJCC) and if it is successful, then it is the citizens and county government who will see and feel the impact -- along with the other criminal justice system policy makers. Regardless of what FdL County decides to do in the end, if they do not assertively manage their justice system then it will be less effective and be a less efficient use of resources over time.

FdL County may not be a large county but the local justice system is too complex for its leaders and managers to rely on classical bilateral relations – it requires multi-lateral discussions on a regular basis supported by good and timely information. FdL County is ready for a Criminal Justice Coordinating Council. In a Bureau of Justice Assistance (BJA) funded review of five jurisdictions that had been deemed to have successfully addressed jail crowding, participants claimed it was the creation or rejuvenation of a CJCC that was the single most effective tool.

The first *objective* of the Criminal Justice Coordinating Council (CJCC) may be to determine or support the needs of the jail but the overall *Mission* is to ensure more effective and efficient management of the system as a whole.

Many local communities have recognized the value a group such as the proposed CJCC in FdL County, can have on planning and managing the local justice system. The CJCC has the potential to:

1. Participate in activities to establish an efficient and effective operating structure for the criminal justice system of the community;
2. Plan and prepare for the implementation of updated community corrections plans that meet the everchanging risks and needs of the offenders and communities;
3. Create the foundation for the CJCC, as a collaborative policy-level body that works “to develop and maintain a local-level capacity for systemic thinking and acting with respect to criminal justice issues” and promote “better understanding of crime and criminal justice problems, greater cooperation among agencies and units of local government, clearer objectives and priorities, more effective resource allocation, and better-quality criminal justice programs.”¹

¹ Robert C. Cushman, *Guidelines for Developing a Criminal Justice Coordinating Committee* (Washington, D.C.: National Institute of Corrections, 2002), p. ix.

As the CJCC moves forward with addressing specific criminal justice issues or goals, a written document for the CJCC outlining the role of the CJCC and its members and the operational structure would be beneficial. Agreeing to a unified vision and mission, roles and responsibilities of the members, meeting logistics, and the decision-making guidelines, will take substantial work in organizing the process.

Jurisdictions that agree to form a local justice system planning commission or team, typically work through several steps to establish a local process that works best for the commission, the justice system and the community. The commission usually struggles with scheduling challenges, roles and responsibilities, rules for procedures, finding staff support, and then actually performing the planning and managing activities. In the early stages of formation, the CJC should discuss and then document why the group needs to come together. This is “Creating the Mission.” The team members need to know why they are coming together and what they are expected to accomplish.

If the Mission is to plan and manage the local justice system, or produce a more efficient justice system, or enhance public safety, or afford more opportunities for rehabilitation of offenders and families, or whatever the Mission is determined to be, then; a statement that supports the mission should be developed. The statement answers the following: Who are you serving, what are you trying to accomplish, and how will you do it? The Mission Statement is built on the foundation of the group’s vision: “Where would you be in a perfect world.”

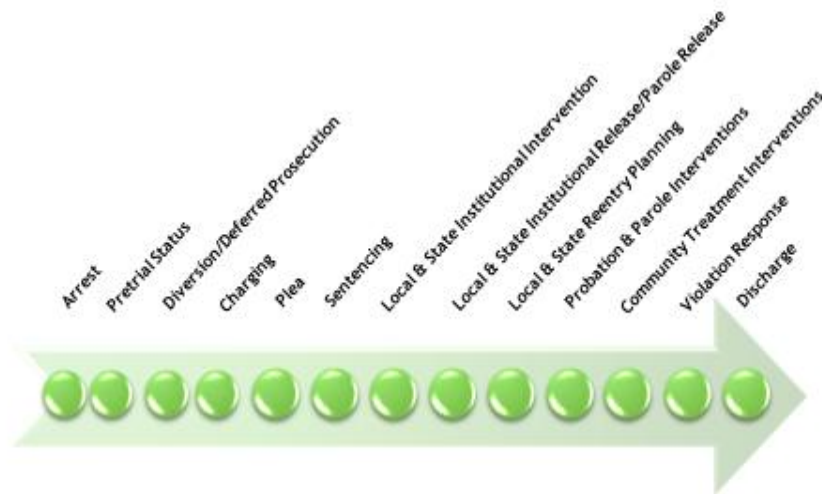
Key justice system decision points usually are designated in the following case flow process areas:

- Arrest decisions (cite, detain, divert, treat, release)
- Pretrial status decisions (release on recognizance, release on financial bond, release with supervision conditions, detain, respond to noncompliance, reassess supervision conditions)
- Diversion and deferred prosecution decisions
- Charging decisions (charge, dismiss)
- Plea decisions (plea terms)
- Sentencing decisions (sentence type, length, terms and conditions)
- Local and state institutional intervention decisions (security level, housing placement, behavior change interventions)
- Local and state institutional/parole release decisions (timing of release, conditions of release)
- Local and state reentry planning decisions
- Probation and parole intervention decisions (supervision level, supervision conditions, behavior change interventions)
- Community behavior change (treatment) interventions
- Noncompliance response decisions (level of response, accountability and behavior change responses)
- Jail and prison (or local and state) discharge from criminal justice system decisions (timing of discharge)

The following chart will guide a CJCC group in identifying and analyzing the typical key decision points in the criminal justice system. This will provide an overview of areas to consider for policy or procedures that should experience a deeper analysis by the CJCC as they engage in future Justice System Mapping work.

The chart below shows the identified decision points through the justice system:

Key Justice System Decision Points



Adapted from NK: State and Local Level EBDM

Chapter 7: Fond du Lac County Review of Alternatives to Incarceration

Introduction and Background

Planning jail expansions or renovation offers an opportunity to look towards how the jail beds will be used for the future. In doing so, questions are often raised as to who should be in jail and how long should people be in jail in the future. These questions lead towards the elements that drive jail populations: Who and how many are being booked in to jail (admissions) and how long do they stay (ALOS or average length of stay)? Intakes and length of stay create daily, average, and peak population levels in jails. If a goal is to manage daily populations in jail, then those key factors are the areas to be analyzed, addressed and considered when developing strategies for population management.

Considering the use or development of Alternatives to Incarceration (ATI) is all about managing jail populations. Using less jail beds means lower jail populations, less costs to support inmate and jail operations, reduced risks for liability, and generally an improved set of conditions to those who would otherwise be confined.

Some people accept that any policy or program reducing the daily consumption of jail beds, is considered an ATI. Others consider a complete diversion from the jail as the only method to consider when looking at ATI. As a result, the narrower view limits the options to manage overall jail populations because early release programs that reduce the length of stay of incarceration, fall outside the view.

To reduce the consumption of jail beds, either bookings and intake need to be reduced or length of stay needs to be reduced. There are considerations to both methods that must be researched, analyzed for appropriateness, and designed and implemented to specific applications for each jurisdiction involved with a plan to use ATI.

All ATI programs have some basic principles for success. These are:

1. A program model that is proven as a best or evidenced based practice (EBP)
2. A specific set of qualifying factors and criteria for a Target Population (TP) that is appropriate for the proposed program.
3. An assessment tool to confirm the TP criteria is being followed and the admission assessment process confirms it for every candidate/individual participant.
4. Strict adherence to the recommended procedures and policy that forms the EBP.
5. Staff supervision, case management and coaching support.
6. Developed program policy that is fair, consistent and regularly updated.
7. Appropriate training or orientation to the program.
8. Set standards and expectations for success and failure milestones. Acceptable levels of failure should be expected as part of the program delivery and outcomes. Establish rewards for success.
9. Program process self-evaluation and policy adjustments or amendments as needed.

Recidivism

It is critical to measure the impact on all participants of alternative programs and compare them to the populations not receiving treatment. What programs in and out (mainly out) of jail are most effective with whom. Recidivism is only one part of this analysis. Most analysts, however, will say it is difficult to

measure recidivism because of the many different definitions of recidivism. This is correct and not correct. It is not critical that FdL measure for the world to see – just itself. Ensure all measurements are carefully defined so FdL County officials know what the outcomes mean. It is important to be able to measure across jurisdictions but most important is the ability to be able to compare FdL County figures, to FdL County figures, over time.

Some circumstances may force an increase in the use of more expensive secure jail beds if appropriate less secure jail beds are unavailable, (such as Huber beds) or mental health beds in the community or state facilities. Importantly, local jails are often times used as a short-term sanction for probation and parole violators that may serve some local jail time as an alternative to revocation that might otherwise lead to a sentence to state prison or a much longer imposed sentences to the local jail. Subsequently, there is an investment in the use of jail beds short-term, to reduce the overall longer use of jail bed days. Many jurisdictions, including FdL County, cannot easily quantify these alternatives to revocation impacts to individuals and the system, because specific data collections have not been in place for current day analysis. When appropriate, DOC Probation/Parole will routinely use this tool to try and gain offender compliance before revocation.

Probation is administered by the State of Wisconsin, Department of Corrections (DOC). Probation was originally created and does function today, as an alternative to confinement, as a post-disposition sentencing option or program. Many probationers may receive a term of probation with no jail time imposed as a condition of probation while others, may receive some conditional jail time as part of the probation order. In theory, that probation sentencing order reduces the amount of time a person would have served in the jail or prison without the benefit of probation. If the probation case is a felony conviction, it could have resulted in a term of confinement in a state prison, and the conditional jail time could be long. While this type of disposition meets the criteria of an ATI for state prisons, it can add to the local jail population. Consequently, while accomplishing an ATI for the State of Wisconsin, it burdens the local jail with a higher use of beds at the local jail setting. DOC agents will be strong allies in forming ATI and their role as principal case manager, can be an important component for individual and program success, if programs are developed. The catch is not all inmates will be on probation so DOC can't provide case management to all who may be involved with ATI programming.

Many county jail inmates will receive “good time” for any county jail time ordered to be served. In FdL, that credit is one day off the jail term for every four days served. Inmates serving probation based conditional jail time, do not receive good time earned unless they are serving probation conditional jail time as part of an Operating While Intoxicated (OWI) conviction. Repeat OWI offenders will also have mandatory jail sentences imposed, and whether the sentence is as a condition of probation or as a straight jail sentence, they will earn good time. The FdL jail also rewards post-conviction inmate workers known as “Swampers” with one day off their jail stay for every 24 hours of facility support work they perform.

The State DOC does have prison release programs for those persons who have satisfied the conviction sentence. In reality, parole became mostly obsolete (but not completely because old law still applies to some) with Truth and Sentencing laws and now defines the release as “Extended Supervision.” These are people returning to the community under some sort of DOC supervision, and all are following a prison stay. They too, under certain circumstances where their street supervision is being considered for revocation, can be housed in county jails for periods of time as investigation, sanction or as an

alternative to revocation. Thus, using local jail beds can be an ATI not for the benefit of the county, but for the State DOC.

Justice system leaders realize that ATI also considers reducing the length of stay in jail. There are many programs that have a reducing impact on jail population levels, and all occur after initial incarceration. Examples of these are home detention and monitoring, pre-trial release/bond supervision programs, community service work days or payment of fines, or inpatient mental health or substance abuse programs in lieu of days in jail. These all fall under the larger umbrella of ATI. Many transitional or re-entry housing type programs are commonly used in jail or treatment type settings that are also effective correctional programs and reduce future recidivism.

In FdL, the former Huber Law Program had operated off the main jail until five years ago. The jail facility was cramped for space and needed beds for other inmates, so Huber inmates gradually transitioned to a Huber Law Program that was based on "Home Confinement." Electronic Monitoring (EM) is being used to monitor inmate compliance with curfew and movement in the current Huber Law Program. There were two main consequences to the jail population with this change. The first was that many inmates were diverted from a secure setting (Jail Huber Facility), thus preventing the consumption of jail bed days. Recent data shows that in 2025, there were 124 total persons on Huber/EM with a daily average of 22 people and an average length of time in the program of 77.31 days. A total of 9587 days of Huber programming under what is labeled as the EM program. Total in house jail bed days used in 2025, was 119,720. With the days served on EM, the consumed jail beds reduced what would have been total jail bed days consumed, by about 9.5%. This EM program is managed and coordinated by FdL jail staff. At this point in time, Home Confinement/Huber provides the greatest amount of jail bed days saved as a local ATI.

Noteworthy, the Huber Law Program is currently under review for a return of at least some inmates, to a residential setting. As indicated in earlier chapters of this report, there is a proposal to create 48 new Huber beds in the new jail facility. While this is not likely enough beds to return all of the current EM/Huber inmates to residential setting, it will return those who either have longer sentences to the county jail, or who have shown themselves to be unable to follow all of the rules for community release.

A Huber Center may also act as a setting for transitional or re-entry programs to the community as local inmates near their scheduled discharge date from jail. A formalized Re-entry program could actually expand the number of inmates released under an ATI environment in a stepped down process to full community release, even if they are not working or attending school. With the proposed new 48 Huber beds, some inmates could possibly be released early, if certain program requirements and active supervision are met. This phased type of a plan is not developed in FdL and would require significant research and development, cooperation, agreement and policy and program design to be successful.

While a residential Huber setting may bring back some inmates to custody status for a while, it also has the potential to release more inmates earlier to the community through a stepped down program that could expand into re-entry services. This will need a lot of support and consideration from a Criminal Justice Coordinating Council (CJCC), if it were to develop. It would have all the decision makers needed to plan, develop and implement such an ATI. As well, it is possible that more inmates will be allowed Huber if a more structured environment for monitoring and case managing inmates on Huber were in place. Many inmates are not allowed on Huber because they don't meet some qualifying criteria that had been established. A work or education program under the Huber program could bring additional

tools and skills to inmates that would otherwise not have the opportunity if they were not in the Huber Law Program.

All inmates engaged with- “in-house jail programs”, such as life skills, AA/NA, mental health recovery care, or other programs may also receive some additional “good-time” for program participation, if guidelines and target populations are led by the CJCC and the policy is approved by the Sheriff. Many of these programs could operate in a setting like the proposed Huber Dorms.

The consequence to this secure jail bed use ripples into many other areas with inmate loss of jobs, additional food, medical and clothing costs for the inmates, the jails loss of available secure bed space, and other concerns as well. A new Huber facility would allow the placement of individual in a less expensive work release setting that would off-set some of those consequential events.

One of the main contributors to an elevated daily jail population is extended stays in jail due to lengthy jail post-conviction sentences, or long delays in court proceedings for pre-disposition inmates, or because few community alternatives to jail are available. Programs that address pre-trial supervision or release (PTS or PTR) can be varied, and all are best provided in situations where staff closely monitor participants. Usually, there is an accompanying program that is part or separate from PTR that focuses on the reduction of Failure to Appear Rates for Court which result in warrants, longer jail stays, more offenses that complicate plea agreements, and other consequences.

CJCC can identify and establish a number of intermediate or progressive sanctions and programs that assist individuals in mitigating long jail sentence through successful programming in ATI type programs. During interviews with justice system leaders, most all of those persons interviewed could not name many, or with some, any real programs they considered to be ATI, except the Drug Court program that is essentially almost shut down because of dissatisfaction with the program.

Some of the ATI programs that may be possible in FdL and are not currently operating or operating at capacity are:

- Pretrial Screening Program

Screens all newly booked defendants in the County Jail for the purpose of gathering information to complete the Public Safety Assessment (PSA) pretrial risk assessment tool; prepares screening reports for the Court prior to the initial court appearance to assist in release decisions and setting appropriate bail.

- Pretrial Supervision Program

Provides pretrial supervision and monitoring of defendants with pending misdemeanor and felony charges while awaiting trial or adjudication to assure appearances at court hearings, provide support with defendants’ needs to prevent recidivism, and is an alternative to pretrial incarceration, saving jail bed days. This program may have the potential to bring about significant jail bed days saving on a case-by-case basis, but it usually requires a target population that has strong local ties and residency.

- Formalized Diversion Program

Screens all defendants referred to the District Attorney’s Office with pending misdemeanor or felony charges for eligibility for either a pre-charge diversion or post-charge Deferred Prosecution Agreement

(DPA). Once enrolled, defendants are monitored for either 6 or 12 months for compliance with the conditions of their contract. Upon successful completion, charges are either reduced or dismissed altogether, saving jail bed days. While the DA office does some of this now, it is less structured or formal and monitored out of the DA's office, without the assistance of a dedicated case manager.

- Drug Treatment/OWI Intervention Court Program

Utilizing a pre- or post-plea, pre-dispositional 5-phase model, provides rigorous supervision, case management, and drug testing for justice-involved individuals with alcohol or substance use disorders. This includes intensive judicial oversight and an emphasis on treatment to increase long-term sobriety, which will ultimately reduce crime and increase public safety. The average program length is approximately 18 months. Upon successful completion, defendants are sentenced on lesser charges pursuant to the plea agreement, saving jail bed days. This has been in existence for many years in FdL but has recently been disbanded and it was not shown to be an effective program model as it had either been designed, or in its program delivery. Some of this may be due to a lack of faith in EBP and in the treatment or program model that was utilized.

- Problem Solving Court Programs (multiple possible: Domestic Violence, Health and Wellness, Unified Family Courts, Veterans, Homelessness, Mental Health, etc.)

Based upon an EBP similar to Drug or Treatment Courts, utilizing a pre- or post-conviction model, provides intensive supervision and case management for any type of individual offender population type the program is designed to engage. With intensive judicial oversight and an emphasis on treatment, to help justice-involved individuals break the cycle of repeated bad behavior, and contribute to a safe community. The average program length is approximately 12 months or more, and individuals who successfully complete the program are sentenced to lesser stays in jail, saving jail bed days.

- Community Service Options Program

Provides support with site placement and tracking/reporting community service hours worked for justice-involved individuals who are court ordered to complete community service as a condition of their sentence or as a condition of probation. This can be imposed in lieu of jail time, thus saving jail bed days. Wisconsin statutes do allow that as a minimum, every 24 hours of CSW performed allows one day off a jail sentence.

- Day Report Center Program

This case management service, provides intensive supervision and monitoring of justice-involved individuals post-conviction, providing an alternative to incarceration and reducing recidivism through direct support and referrals to services (such as MH or AODA Treatment) throughout FdL County to meet clients' needs and improve lives. Utilization of this program saves jail days, as these individuals may otherwise be in custody for longer periods.

- Jail Adult Basic Education (ABE) Program

Partnering with the local school district and Moraine Park Technical College, and the FdL County Sheriff's Department, this program is in place and provides adult basic education, high school equivalency completion, and employability skills to inmates in the County Jail. With success, participants could be rewarded with time off their jail sentence for milestone accomplishments. The main objective is to

reduce criminogenic factors leading to re-offense, with improved education levels and employment opportunities.

Local Challenges to Implementing ATI:

While the programs or policies all sound reasonable and possible, there are a number of challenges to overcome before deciding which program are appropriate to develop, and then how they may develop. Most challenges will be based upon establishing agreed upon target populations which won't be known until a comprehensive study of inmates/defendants and their risk and needs that may be addressed in the ATI, are identified.

A known issue in FdL is that many inmates/defendants are residing outside of the county. Usually, ATIs are developed with the idea that a person needs to have a legal case pending or standing in the county as well as residency. In a sampling of data extracted to determine the residency of inmates, on frequent occasions 30% to 40% of the inmate population is from outside FdL County. This may greatly restrict the number of candidates for an ATI program, if residency is one of the criteria needed for participation.

Data collected during this project, also discovered there are actually very few inmates in the FdL jail that meet the requirement of minimum classification. This is important to understand, as minimum classified inmates are the most likely group of inmates that would engage in any in house jail programs that could lead towards re-entry or other program involvement that permits some level of community release. Again, the impact to the potential pool of jail candidates for the TP may be very limited with this entry requirement along with the residency issue.

Securing staff supervision will be challenging as any program will need case management and likely new staff to be hired and responsible for administering program management and oversight and case management for ATI programs.

Another challenge will be to organize, and establish the working protocols to motivate individuals to form and develop a CJCC to take on the planning, design and development of the ATI policies and programs. While the table is probably set for this CJCC formation to occur, there is still a lot of work to do to bring this group together into a successful and efficient collaborative group that will take on all these noted issues related to planning, designing, implementing, administering and staffing ATI programs. As part of this challenge, the consultant's opinion is many justice system leaders are not familiar with EBP and how to choose the programs needed or the TP that will be served. There may be a lack of interest or follow through or confidence in EBP as a whole, and this will inhibit any policy or program development that may be considered. Group training is suggested to overcome this deficit.

While working on this project, the consultant also formed an opinion that pursuing a reduction in bookings is not a likely productive measure to reduce jail bed use. Bookings are hard to manage or control because a lot of it involves people's anti-social behaviors, although it does not mean maybe it should not be tried. Instead, the CJCC should focus on reducing the ALOS as the most meaningful and productive manner to reduce ADP and Peak Populations.

Chapter 8: Consultant Observations and Recommendations

Observations

1. The County has highly skilled and qualified staff in leadership positions throughout the entire justice system.

- a. Cooperation and helpful attitudes are already in place in many areas.**
- b. Upper management has gone to great lengths to secure the talents of qualified staff at various positions.**
- c. Line staff is appreciated and are offered skill building opportunities.**
- d. Leaders are optimistic, proactive, concerned, energetic, open- minded, experienced and willing to change.**
- e. Management personnel are committed to improving the Justice System operation as a whole. No one appears “Burned Out” in spite of difficult working conditions or circumstances.**
- f. Justice System Leaders are all sensitive to the needs and feelings of the other leaders. They recognize the need for positive working relationships.**

Comments:

There is a dedicated group of professionals who show a strong interest in working together to better manage the justice system. FdL County has staff with all of the skills and talent needed to partner in the management and operation of the local justice system. It also appears the professional staff of the departments have abilities suited for successful and efficient modifications to operations, should they choose to do so.

2.) The County is facing financial challenges with current and future obligations; however, the county has managed finances soundly and the financial condition is stable.

- a. Justice System Leaders and County Government face the challenges of increasing costs for capital improvements and to operate.**
- b. Many Justice System Offices operate under some form of “State Mandates” or other “State Guidelines”. This financial obligation that comes along with it, can impact operational decisions.**
- c. Finances can cause restrictions or limits to flexibility in responses or action plans.**
- d. Traditional response to justice system mandates or guidelines has been to address the mandate by individual office rather than through a systems approach.**

e. The county has effectively dealt with past issues through sound fiscal management and has an excellent bond rating.

f. The county continues to fund costs associated with housing inmates out of county.

Comments:

The purpose and use of the jail facility must be understood and the needs to be met must include far more than just incarceration. Investing in additional space and staff for the jail and inmate programs can bring about significant changes in space needs and demands for the jail use. As well, investment in community-based programs operated outside of the jail setting need to be part of the solution. Jails are part of the solution but jails cannot be the only response for criminal conduct and for system planning. All of these considerations factor into the local “correctional philosophy”. The justice system and county government leaders of FdL County do not yet have agreement as to what this correctional philosophy should be in the future.

3.) The FdL County Jail is at its end of life, however it is still being maintained as best it can, given its age and design.

a. It is very clean, and well operated.

b. Strategies, policies and procedures for inmate management are in place throughout.

c. The jail operates with minimal staffing for current operation needs. The jail appears understaffed for the number of inmates and the types of housing utilized in the jail (dorms).

d. It operates at or near Maximum certified rated capacity.

e. Additional inmates are frequently held out of county, at a daily per diem cost to the county.

f. There have been very few “major problems” in the jail with the inmate population. This success is attributed to the Sheriff and staff engagement and roles in the jail dealing with the age of the facility, an older linear design, and frequent crowded conditions.

1.) There is consistently low level of inmate assaults.

2.) Inmate suicides or attempts have not been a recent or persistent concern or issue.

g. The justice system agency buildings and physical plants are geographically spread out across several buildings and “layers”.

1.) The city/county government structure serves many functions besides the justice system service offices and this can bring many security and access concerns with it.

2.) This can contribute to a disconnect between offices, staff and administration.

3.) It can cause built in inefficiencies, i.e.: transporting defendants, increases security costs, increased building maintenance costs, extraordinary staffing costs, shortages of suitable work spaces and other issues such as the inability to maintain day-to-day contact with

key staff in the offices of the courts, prosecuting attorney, public defender and others.

h. Mental Health Inmates create special problems and concerns:

- 1.) The jail often has to inappropriately house mentally ill inmates because of a lack of more appropriate placements in a secure cell or mental health facility.**
- 2.) Mentally ill inmates require an inordinate amount of staff time and care, which can leave other security duties difficult to perform.**
- 3.) The housing and care of mentally ill inmates is likely to result in increased liability risks to the county.**

i. The current space for inmate processing and booking is inefficient and dangerous to staff and inmates.

j. The current space for inmate separation or segregation is sorely lacking. Isolation cells, special needs areas and receiving cells are inadequate for daily demand. This results in additional security concerns and increasing risk management which is difficult to achieve in the best of conditions, let alone with the inadequate conditions of the current jail.

Comments:

The FdL County Jail is not an efficient or well-designed complex under today's standards and expectations. The professionalism and training of the Sheriff and staff appear to be the sole reason that the jail has been a safe environment for the inmates and staff. This excellent supervision and management do not negate the fact that the jail facility is not suitable for the future needs of the county's detention requirements.

The current jail facility has not experienced an inmate suicide for many years. Suicide attempts have also been rare. Jail staff is to be commended for the manner in which they treat inmates with respect and dignity, factors that undoubtedly have a direct impact on the low rate of self-destructive and assaultive tendencies in the inmate population.

On the day of the most recent "snap shot" of the jail, it appeared the jail had a significant majority of inmates who did not reside in FDL County. The jail also had a predominately high number (99 out of 300 inmates) of probation and parole violators awaiting revocation status change.

4.) Community supervision and monitoring can be expanded in FdL County justice system.

- a. State supported probation, through the Dept. of Corrections, provides most services to post-convicted offenders.**
- b. There are no significant pre-trial release or monitoring programs in place.**
- c. There are some well-developed programs, specific to special offender populations, positioned in Mental Health, and Substance Abuse, but not many other programs available to inmates or through community based correctional services.**
- d. Transition and continuing care from the jail programs to the community is not in place. Longer term intervention programs will require this type of coordination for maximum benefit to participants.**

- e. Expansion of community alternatives to incarceration may be appropriately developed for some offenders.**

Comments:

There are good general mental health resources for populations in the jail. There is not coordinated transition services into the community from the jail. The jail has suicide intervention strategies in place for the most acute cases. Programming to assist with general coping and stress and emotional support for inmates are also in place.

The jail relies heavily upon contracted agencies to reduce the impact mentally ill inmates have on the jail operation. These services are of very high quality and readily available for inmates. This program was put in place many years ago and has by all accounts, worked well for all involved. An assessment of correctional program needs, to match offenders' needs, has not been completed to date, but the need for mental health intervention was obvious to local officials. There has been no impact evaluation or analysis of cost and benefit for the program, but it is believed that these programs have been both efficient and cost effective.

5.) Community supervision should be based upon current best and evidenced based practices toward offender supervision and rehabilitation. Programs are lacking in FdL in terms of quality and quantity.

- a. There is generally not a full continuum of services available for offenders on community supervision that is consistent with the best practices as seen around the country.**
- b. Very few formal ATI programs exist.**
- c. Recent Drug Court Treatment program was not a success so it has ceased operating.**
- d. Community based programs are an essential component of controlling jail populations long-term.**

Comments:

There are not a number of sanctions or alternatives available within the local corrections system. At the county level, there does appear to be some level of support for exploring, planning and expanding the use of alternative accountability programs. FdL County does not have a range of intermediate sanctions available for the courts to utilize in the sentencing process, with a continuum of sanctions available as tools. A thorough needs assessment and formal strategic planning would help to determine which other alternatives would be appropriate for FdL County. Jail placements are a mandatory aspect of maintaining community safety but are best used as part of a series of progressive sanctions. Within the county, there are very few offender specific intervention programs in operation, and others that could be developed.

6.) The courts are efficient and well respected. The court;

- a. Has a relatively new group of judges that have all assumed their roles with the last few years.**
- b. Relies heavily on the Clerk of Court for day-to-day operations.**
- c. Case flow meets local and ABA standards for time to disposition and other case flow performance measurements. This has been a recent focused effort to reduce time between court events and the back log of pending cases.**

- d. The judges appear open to consider procedural adjustments to improve efficiencies across the board.
- e. There are no specialized or differentiated caseloads, but some judges appear willing to explore a variety of options such as Treatment or Problem-Solving Courts.
- f. All judges make every attempt to resolve cases early in the judicial process.
- g. The courts are sensitive to the needs and issues of other offices in the court operation: Security, staffing, continuances, inmate transportation and housing, and unexpected problems, are all routinely considered by the judges in their court room procedures and decision-making processes.

Comments:

The county provides data to the State's Wisconsin Circuit Court Access system database, but gets little return of local useable management information for consistent review. There is no routine provision to analyze Age of Pending Caseload reports, or other reports which are useful in identifying the age and case management flow of all current cases. There have been reports the process for court appointed counsel, when the state public defender is not assigned, has been problematic. This is due to a lack of private attorneys willing to accept court appointed cases. More information is needed to identify pinch-points in court case flow processes because of this or other issues. Time to case disposition affects the length of stay in jail for pre-sentenced inmates. This can have extreme impacts on jail population and the amount of time served in jail, especially if a significant amount of the jail population is pre-trial or pre-sentence inmates.

7.) Local and Municipal Law Enforcement are viewed as equal partners in the county wide justice system.

- a. There does not appear to be any feeling of a "disconnect" between municipal agencies and the county Justice System.
- b. Municipal operations are closely connected with the Sheriff's office, DA and courts operation.
- c. The Sheriff's office has an excellent understanding of the needs of other local law enforcement departments. i.e.: patrol, time to and for booking, warrants processing, etc.
- d. All Chiefs of Police in the county have expressed a willingness to engage in system wide review and management.

Comments:

All local Law Enforcement agencies appear to work well with each other and with the county. This is a very positive aspect of the justice system with routine planning for common issues, shared policy and response actions, and independent but common approaches to most issues.

9.) The current courthouse setting is a beautiful older building, but has design and efficiency flaws, impacting security, productivity, privacy and court processes. There are structural limitations preventing effective security operations that in many cases lead to potential security risks. There are also structural challenges that limit adaptation of areas and space.

- a. The courthouse is an old design and has poor efficiency, not meeting all State Supreme Court standards for a court or court room operation.
- b. The County/City building is a shared facility that serves most all county and city services as well as the courts, under one roof. This complicates scheduling of events, security, access and other key facility use conditions.
- c. There are some built in security features but in general, courthouse security is based solely on the presence of security personnel located at the entrance, and court staff near the court rooms.
- d. There are dedicated and skilled courthouse security staff however they are often deployed to entrance duty and can't provide adequate security to the court room areas. Staff levels and duties is not sufficient to provide for relief factors and day-to-day operations.
- d. Space is in short supply and great demand in the entire justice campus.
- e. There is no consensus over the long-term use and location for the court functions. Questions arise if the buildings should be renovated, remain as an operating court at its current location, or if a new courthouse should be constructed adjacent to a greenfield site considered for the new jail. Any decision will complicate plans for inmate transport and holding for court.

Comments:

The FdL County Courthouse design does not provide for office space needs or complete security measures to assure the safety of staff, defendants, victims and visitors. Examples of this include structural issues, narrow winding hallways, no secure inmate holding near courtrooms, poor access points to the facility to maintain security, shortage of work spaces for some offices, small, crowded and non-secure courtrooms, key control problems and a myriad of other factors common to older or multi-purpose buildings. Inmates, court personnel, can have direct contact during movement or transport and for the most part, while in the courtroom staging areas. The staff works to maintain as much inmate and staff or juror separation as possible, but courthouse staff and the public can be at risk. Because of design and structural limitations, the courts have limited capability for adaptation or for the expanded use of modern technologies.

11.) Information Systems have a typical problem.... Too many automated systems with limited ability to interface.

- a. Individual office data does not correlate or coordinate well to a coordinated system-wide analysis process. County offices may connect well to other county offices but state or municipal agency interface is nearly impossible with the network requirements and security systems for each.
- b. All individual offices or departments feel the need to collect a great deal of information for their own specific operation. Not all use it or know why they collect the data.

- c. **There is a lack of consistency across department lines in defining certain events, crime types, case number identifiers, and other relevant data elements in these data bases which complicates data extraction in reports.**
- d. **Inconsistencies in software applications, networking ability, local event or person identifier number, time frames for data analysis, terms, and definitions, and other conditions will complicate the overall ability to effectively measure overall Justice System changes over time.**

Comments:

There appears to be a significant amount of justice system data available in FdL County but it is not well organized, routinely shared or provided, or analyzed to maximize a potential use for justice system wide management. There are many reasons for this, much of which is central to proprietary security needs for each level of government that works in the local justice system.

Data has not yet been organized into useful information that can be used on an ongoing basis to support the local justice system management or self-evaluation of system wide processes, programs or operating procedures. Information has not been exchanged freely between the agencies or used for system-wide planning, operations and management. Part of this is due to the fact there has been no organized mechanism, like a CJCC, to look at and consider actions on these issues. Valued information needs to be routinely collected from all agencies, shared, and used as part of an ongoing management process. This is not yet being done in the county in a routine manner and there is a need for significant development in these areas.

12.) All justice system leaders have the same ultimate goal in mind:

- a. **Providing for Public Safety in the most cost effective and efficient manner.**
- b. **Everyone embraces the goal to reduce recidivism now and in the future.**
- c. **Everyone embraces the goal to reduce victimization and more effectively meet the needs of victims.**
- d. **There is a common goal to more effectively manage the fiscal resources of the county, and to bring community satisfaction with their efforts.**
- e. **The safety of the community is of utmost importance.**
- f. **Maintaining confidence in all aspects of the justice system is paramount and each office hold themselves and other offices accountable for their work and duty.**

Comments:

The individual department heads all share common goals, but have different statutory, constitutional, county or state government authority. A county justice system has representatives from the city, county and state. There are also representatives for the judiciary, executive and legislative branches of government. The many government entities and representatives need to find agreement on the processes needed to obtain their common goals. There must be negotiation, collaboration and cooperation to effectively work within the parameters established by the governing authorities. The basis and sense of leadership to a specific group mission is present but needs to be articulated.

13.) In the past, there has not been a well-organized or active group of justice system policy makers, similar to a Criminal Justice Coordinating Council that meets, plans, and establishes system wide policy.

- a. As in many other jurisdictions, there is room for improvement in justice agency operations and for collaboration on common goals.
- b. Some current conditions seem to have a significant impact on overall operations, such as: AODA and Mental Health, Information System Management, court docketing or calendars, hearing or trial and plea scheduling issues, lack of knowledge or understanding of local resource availability and resource providers, characteristics (data) of the jail population, dictionary of terms, etc.
- c. Regarding Justice System issues, as a group the agencies have not developed goals, mission or plans and contingency plans for desired outcome response.
- d. The Justice System has many documented or written policies and procedures that serve the needs of individual agencies. There are also has many “unwritten” policies and procedures or informal agreements. This can cause problems when there is transition in leadership positions or when staff in each agency interprets their work based on past practice or inconsistent and changing [positions or decision making.
- e. There will be divergent opinions on correctional philosophy and treatment of offenders that need to be discussed, and in some cases resolved. There will never be, nor should there be, total agreement on all professional and philosophical issues, however the more the agencies understand the impact that the actions of their work have on other agencies, the more chance there will be for consensus building and cooperation.
- f. There has been some opportunity in the past for cross training, or to present office policy, procedure or outcome measurements for the leadership and staff in each of the agencies that work together on a daily basis. There could be more.
- g. There has been no group focus or discussion to determine the overall Justice System mission, goals, vision, philosophy, or the agreed upon processes needed to carry these out.
- h. There is a great demand for the time of Justice System leaders to sit on various committees, task forces, or work groups. This creates a dilemma for time, priorities, scheduling and functions, etc.

Comments:

Based upon review of prior reports, the FdL County’s use of the jail as the primary source of offender accountability has been on the increase since 2022. To date, other than providing average population levels and length of stay, the jail population has not been regularly analyzed. There have been a

number of snap shots and some periodic analysis of the jail population but it has not been to the point where effective discussion has occurred to assist in policy or program development.

There does appear to be some “suppressed usage” of the jail on the part of the courts and law enforcement. In other words, since the jail is crowded, the courts and law enforcement do not use the jail as much as they would if there were no jail population pressures. This is especially true with warrants for arrest not being pursued as a priority because there is no room at the jail. Local police confirmed the capacity issues at the jail influence decisions on conducting warrant pickups. These pressures do exist, and it may have some impact on decisions to use the jail as the primary source for holding offenders accountable. It is likely that this has been an informal result based on individual decisions verses established policy.

Criminal Justice Coordinating/Management Council:

There is no formal justice management group in place to help develop consistent, effective management practices for the FdL County justice agencies. In many jurisdictions these kinds of groups serve to enable the justice agencies to act in a “systems” approach to resolving problems. There is no question this kind of structure would serve the county well to limit duplication of services, improve knowledge and collaboration, more effectively manage fiscal resources, utilize existing resources more wisely and efficiently, and provide for more uniform decision-making processes among justice agencies. While there have been some work groups, ad hoc committees, existing committee work (notably the regularly scheduled Judge’s meeting and the Executive Law Enforcement meetings) or project groups formed to address very specific issues, (like the former drug court team), no formal efforts have survived to act as a unified, formal, central body of professionals who come together to establish policy for the ongoing and broader management purposes of the justice system.

Past work has always been reactive in nature and there has been no on-going work by any sanctioned body to be proactive in justice system management. This is not to bring fault to anyone as all officials have plenty of work to do with their own departments or agency already. CJCCs have to be both reactive and proactive. There is no formalized structure, process, meeting schedule or management team in place to address the entire justice system’s needs. There appears to be an excellent opportunity for positive change and benefit for everyone involved. A CJCC can be used as the forum to address all the other time demands for other types of justice related community-based committee work. Successful councils can address the concerns of these other groups (such as domestic violence or sexual abuse task forces, etc.) as well as performing justice system management work.

Crisis can bring change, and change can bring crisis. Crisis can bring opportunity. Typically, change does not occur until not changing becomes worse than changing. Authorities from all offices have verbalized a willingness to move forward on a collaborative approach. This process will not be simple. The process can be successful if participants are willing and if there is proper organization, participation, staff support, leadership and facilitation.

Recommendations

1. Create a Fond du Lac County Criminal Justice Coordinating Council (CJCC), and financially support the needs for the group.

One of this policy group's *objectives* should be to engage the community, and evaluate the cause and effect of crime within the community, and then design and manage intervention programs for the benefit of the justice system and the community members driven by public safety. The *Mission* should be to manage the entire justice system, not just the jail, or courts, or other independent aspects, but the entire system, while responding to community values and concerns.

This should be an official collegial body with an explicit mission statement, goals, governing rules and a strategic plan. The CJCC needs to be information driven, utilizing and analyzing all pertinent data that relates to the management of justice system operations in the county.

Many of the remaining recommendations in this report will be more likely to be accomplished if a CJCC is established. It is the first step initiating the overall problem-solving process. As these are system wide issues, with system wide impact, the entire system must come together to engage in the process of collective system management.

Recognizing not all members of the CJCC will be county staff, and while the logistics can get complicated, the FdL County Board should sanction the work of this body so it can be recognized for the important work it will be doing for the benefit of the county.

In addition to funding the salary of staff support for the CJCC, (as suggested in recommendation#2) it is extremely important funding be provided for the operations of the group. There will be expenses for equipment, office space, materials and supplies, meetings, trainings, technical assistance, etc., which will also need to be supported.

Early steps in forming a CJCC may require Technical Assistance. This might be available from the National Institute of Corrections, Community Services Division. This may include assistance in formation, strategic planning, and training on Evidenced Based Practices, which should be the bedrock for program planning.

2. Employ a CJCC Coordinator/Case Expediter who has dedicated duty to providing coordinator services for the CJCC, with additional case management responsibilities.

An essential key to a successful CJCC is staff support. With their daily duties, the CJCC members themselves will not have availability to do all the work needed in a timely or successful fashion. Duties will also cross over to multiple agencies and levels of government. CJCC staff must have dedicated time to work across agency and government lines to properly marshal and support the work associated with such an exhaustive effort. There may be a need to contract the staff service support to fill this role, if hiring is not an option. The CJCC, with sufficient staff support, has the potential to recommend and aid the county in more effectively managing all of the fiscal resources that are being spent every year for justice related activities.

Roles and duties for the CJCC staff support will be many but should include:

Working with the CJCC Chair to develop and put out agendas, secure meeting locations and schedules, act as a centralized repository for documentation and records for CJCC, conduct research into EBP that respond to needs, develop draft policy and procedure outlines, facilitate work group meetings and assignments for project groups, recruit or provide orientation to new CJCC members or to people involved with sub-committee work that are not on the CJCC, develop and report out on crucial data points that should be part of a routine review by the CJCC, investigate grants and alternative revenue streams to support operations, and many other duties to support functions and activities of the CJCC.

Initially, and while the CJCC gains footing and starts to implement new response actions, this person may serve in a variety of other supportive roles, such as a “Case Expediter”. This Case Expediter can manage and resolve individual inmate cases that have extended jail stays without scheduled disposition dates or discharge dates from jail. Managing this concern is probably the single greatest opportunity in FdL to reduce some consumption of available jail bed days. This person may also become the case manager for a formalized, court sanctioned diversion program, or a Community Service Work Program (CSW) Coordinator role to establish appropriate sites, work projects, referral of clients, and monitoring of compliance and completion of CSW.

- a. The staffer may have multiple roles depending on the CJCC priorities for program development.
- b. They need skill and connection with several offices and with correctional clients.
- c. The staff person can bring in routine processes to allow system wide policy and individual case management to a single point of contact and responsibility, thus relieving judges, court clerks, prosecutors, probation, defense attorneys and jail staff from some roles and tasks.

3. Continue forward with the current plan to gain additional information on the facility design options and potential location of the future jail and courthouse. Base the jail and juvenile detention design on the recommended and operationally planned 463 adult beds and the 31 juvenile beds that are proposed in this report.

There has been significant speculation about the size and location of the future jail. This report and the due diligence provided by the design and project management team, Dr. Hefang Lin, the Operational Planning Team, and the Consultant have verified the need for the number of beds recommended. Although the county may not feel the immediate pressure to resolve the circuit court issues that revolve around the future court and jail operations, it should also be addressed simultaneously. Jails need to be designed to the operation, and if the jail is located where longer transport and holding areas need to be planned and incorporated into design, then the operation will change and the facility spaces, floor plan and design will change. It will also impact any considered adaptation or capital improvement plan in the current court house setting to bring the court area into compliance with expected Supreme Court standards, and to safely manage transported inmates/defendants. Jails and courts are a necessity for government operations. They are also a responsibility that brings with it tremendous responsibility and liability risks. The county board should thoughtfully work through these topics taking all of that information into consideration.

The needs of the current jail facility must be addressed as a priority. The county board, with the support of the CJCC, should continue long term planning for the jail and courts in a justice center facility replacement plan. Consider:

- a. Planned use of space and location survey.
- b. Priority planning and contingency plans for alternate outcomes or locations.
- c. Community engagement, outreach, input and education.
- d. Establish long term space requirements for all justice system agency needs, beyond the jail.
- e. Budgeting and planning finances.
- f. Time frames established for accomplishment of goals.

4. Conduct a CJCC strategic planning session for identification of priorities, action plans and timelines.

The CJCC should prepare a strategic plan that provides the group, the county board, and the community with an overall strategy to improve justice system wide outcomes. Planning is necessary for both individual offices and as a unified effort. New and refined management practices will occur if the CJCC supports and implements written policy, creates objectives and goals to meet a stated mission, and complete it with action plans. During this project, potential members of the CJCC were interviewed and offered up ideas on issues, gaps and needs to be addressed, as well as goals and objectives for the FdL justice system. That material is mentioned in Chapter 6 and is available in greater detail in the Appendix.

Offender profiles and population projections should be developed taking into consideration of County's criminal justice system policies and practices. Included should be an analysis of the jail population or other target populations included, pre-trial and post-sentence practices, the potential development or use of community alternative programs, and other sentencing and placements options.

Programmatic and operational needs should be determined for the near term (one to five years) with consideration for those long-term issues that can be reliably foreseen.

A strategic plan should include an information plan defining the data needed to serve justice agencies, the CJCC and the various justice system agencies involved with the action plan.

5. Complete a detailed and informative gathering process of the County Justice System, processes, inputs and outputs. This is best conducted under a structured process called System Mapping or Sequential Intercept Modeling (SIM)

Those who will engage in follow up to any CJCC strategic planning session need sound and consistent data and information to assist in planning to address justice system needs. Information gained through system mapping or SIM require a time consuming and comprehensive process but will provide significant benefit in reducing redundancies, improving information collection and allowing more complete analysis to respond appropriately and assist in managing jail populations and resources. This results in improved process and outcomes. Following system mapping, provide an outline of the potential opportunities for new or improved policy, timelines or programs that can influence individual entry and exiting from the justice system. This will identify possible ATI program opportunities. Concurrently, some ATI development can occur to address areas already known to be a goal or priority.

The mapping assessment will allow for an amended strategic plan to be developed, as appropriate, with the much-needed information.

1. Collect and Analyze Data across all Decision Points.
 - a. Critical information/data needs to be identified, for operations.
 - b. Process needs to be established and formalized.
 - c. Measurement and need for it must be understood by everyone.
 - d. Information review must become routine.
 - e. Comparisons and evaluations should be for FdL County ONLY, not other counties!
2. All future planning should include a process that examines all elements of the justice system for system wide efficiencies and cost effectiveness. (This needs to go beyond the impact on just the jail)

6. Create a “Local Resource Directory” to be shared across all agencies, to reflect intervention, prevention, employment, housing, food and health, or other types of programs and support for the many risks and needs of individuals and families that are appearing in the system. Make this available and easily accessible to all agencies, via hard copy and web-based support.

During the project, it was discovered during interviews many officials are not aware of all of the programs that may be operating in FdL County that supports efforts to address or overcome offenders’ risk, needs and criminogenic factors or anti-social behaviors. The apparent lack of knowledge can easily be resolved. Someone needs to put the resource information together and this can be done by the CJCC or the staff in the offices that are represented on the CJCC.

- a. Assess the availability and access points to services that are available to the local justice system.
- b. Provide the name of the service
- c. Provide a summary of the program description
- d. Provide the description of the target population to be served
- e. Describe the referral process
- f. Provide locations for the programs
- g. Describe participant responsibility, rules or expectation
- h. Provide the cost and any financial support that may be available for the resource
- i. Provide a contact name, number or web site

7. Create and coordinate a strong Community Outreach campaign

Regardless of any plans moving forward, community support is needed. The county board, project manager, architect and CJCC will need to garner substantial community support before making major advancements in facility developmental plans. Expressing the need, the plan, the benefit and expected long-term services will aid in gaining the confidence and support from the public. Building consensus across individuals and organizations is the goal.

- a. Provide consistent messaging to everyone
- b. Develop communication strategies and share information with internal and external stakeholders; public relations with transparency will be key
- c. Strengthen linkages to community and social service organizations for justice-involved individuals
- d. Address financial issues as part of the overall issue, not as the only issue.

APPENDIX

Appendix A

Power Point Presentation

**Tom Weber, Just US Service Group LLC introduction to the
Fond du Lac county board on March 17th, 2026**

Introduction: **JUST US SERVICE GROUP LLC** and Tom Weber

- Tom is a life-long resident of La Crosse, Wisconsin, who has 40 years of experience working for local, state and tribal jurisdictions
- JUSG was started after Tom had 20 years of state and county corrections and court work in Wisconsin
- Tom has been a regular contracted Technical Assistance justice system consultant through many government agencies, as; an assessor, evaluator, planner and analyst
- Brings a focus and passion for working with members of local legislative, executive and judiciary government branches that hope to adapt their local community justice system, in way of either process or outcomes

The Fond du Lac County Jail and Community Corrections Planning Project

This project has three major tasks in the scope of work:

1. Justice System Assessment
2. Assessment of Alternative to Incarceration programs, policies or procedures
3. Jail Population Projections, Forecasting, and Operational Planning

Justice System Assessment

- Review system-wide information to identify factors impacting use of the jail, or other criminal justice system resources
 - Conduct individual interviews with key stakeholder members
 - Collect and analyze general data elements from specific offices
 - Develop an opinion of conditions, and offer observations, findings and recommendations
- Build a foundation and consensus among justice system agency heads and principal stakeholders to develop a proactive approach to local justice system management
 - Identify common concerns and goals for the justice system
 - Consider methodologies, membership, resources and support for action plan follow through of considerations and recommendations

Jail Population Projections and Forecasting

- Develop, review, collect, validate and utilize a historical jail population database to allow mathematical population projections
- Work with Dr. Hefang Lin to organize, formulate and analyze projections
- Facilitate an Operational Planning Team from the Jail, to design a future jail operations plan to their preferences and goals
- Forecast future secure bed demands, accounting for the facility and program's future expected standardized procedures
- Facilitate a process with the Operational Planning Team, to set future expectations for the number of jail and juvenile detention beds, cells, and housing units.
- Begin preliminary information gathering on future facility staffing needs

Final Work Product: By May 15th, 2026

- A series of charts, tables and reports to define short and long-term secure bed capacity needs = “right sizing the facility”
- An operational plan that will translate key space, functions and activities into design criteria for the facility design team
- A final report with observations, findings and recommendations for executive, legislative and judicial officials to consider in terms of managing the local justice system moving forward

Any Questions?

THANK YOU



JUST US SERVICE GROUP LLC

APPENDIX B

Goals, needs, issues and objectives gathered during individual interviews

Goal: Offender assessment tools, EBP as a foundation for program design and delivery.

Some low level offenders who cannot post a small amount of cash bond are taking up jail space. Maybe they get in jail and could have had a summons instead.

I do not know why the DC program was not successful. The model is successful almost everywhere else and should be re-evaluated and re-developed.

Recidivism is a product of social learning. Dysfunction is all they know. Living a pro-social life is an unknown for many. What works with generational dysfunction?

We need some strategy that assists the defendant in motivating them to improve themselves, be it motivational interventions, life skills or basic education.

Local law enforcement is overwhelmed with the idea that nothing is effective with Juveniles in deterrence except for incarceration. This punitive philosophy is not a best approach with every youth, yet every youth is punished first, regardless of circumstances and assessment information.

The public safety issues related to serious juvenile crimes are high on the list and worthwhile to look at in terms of relevance for the future operations in FdL. What works best in the long-term view for the child, the family, the victim and the community?

We are training law enforcement to have an understanding of EBP and they are agreeing (reluctantly) to come along. Yet when it is time to apply the practice, everyone wants to lean heavy on the jail or juvenile detention center to be the solution.

Some people that do not pose a threat to the community are still confined. Some of these people would rather do jail time then live with the real stress of life. The jail just reenforces their anti-social behavior, and doesn't address their real issues.

I would like to see more accountability for not only defendants, but also for us who work in the system. I would think it would hold us all to a standard of actually working together and providing EBP and achieving the results that EBP can bring about.

We see and serve families of dysfunction often, with cycling of bad behaviors occurring constantly.

Better assessment of inmates in the jail to determine the risk to themselves and others while in jail. Maybe we will realize they all don't need to be locked up and there may be some opportunity to intervene early on, shortly after arrest

We might have too many small programs and not enough comprehensive programs and we should look at more full-service, long-term solutions.

My experience is delinquency petitions are filed even when they are not being requested. We need more agreement on the criteria for delinquency filings or use of detention.

Incredible how punitive our justice system really is. Good ideas that are rehabilitative in nature are shot down as being soft on crime. There is no confidence in EBP, although leaders will verbally say they support it.

We have had tailored program training from the state with all role players over several times, and not all of the department heads showed up for these trainings. Those who don't show, never learn the EBP or the logic behind it. Some program failures will always occur and we need to agree on what an acceptable failure rate is for FdL

An assessment might be useful upfront to determine if the client is appropriate for some other placement than jail or juvenile detention.

A lack of knowledge about the programs, lack of referrals, lack of time to prepare for program entry or assessment.

Medication Assisted Treatment is a program option that is used incorrectly. We should be providing this under a better supported curriculum.

There is a mix of county and state employees that need to be educated on EBP, and then buy into it and accept EBP as a matter of daily routine. More violence, drug dealings, etc., gang related issues. How do we make the community feel safe?

If we utilize good accepted assessments, we might have different results in program opportunities and success rates.

Goal: Community outreach, secure community input, listening sessions, public presentations, web site development.

The community seems to have lost some sense of respect for the JS as a whole and this is a concern with the security measures as well.

Sometimes, we are unresponsive or we lack a direct form or method to communicating with the public. We don't take the time to educate or inform the public, and don't listen well to their expressed needs.

Things that are working could be expanded: Nuisance abatement, public damage to property, getting ordinances passed to limit people trespassing or staying beyond their invite could all help in raising expectations for community members (or visitors) behaviors.

Medical care organizations do not step up and support efforts, and if they did, there could be a lot more opportunities to engage in successful and credible programs that have medical basis, like addiction and mental health. We should be building on relationships that are already in place in the community and justice system.

Lack of interest, engagement and activities from parents and families in their own children.

Educational programs that support the youth that are struggling or unable or unmotivated to continue towards academic success.

At times staffing has regressed. We used to have 50 to 100 applications for workers but now we are lucky if we get 10 for a vacancy. We do not have great success in recruiting and retaining staff now. The state has more luck getting staff than we do, as does the private sector. We have higher turnover and less interested people coming to work. We need to find different ways to attract quality staff.

I feel it is that there are multiple entities that are trying to accomplish the same thing but they are not coordinated efforts across agencies or service providers. We are wasting a lot of energy because "the left hand does not work with the right hand."

Funding increases would resolve much of these issues. When elected officials hear that we need additional funds, they almost automatically resist. But we need dedicated staff to provide the direct services. We need to be more competitive for pay to keep people in place. We do not see interested volunteers like we did years ago. If we can get more community volunteers that would assist. We need to get better communication and collaboration across the board to both centralize and specialize service options.

Behavioral issues, generational families of criminals will be identified and we can talk about what these factors and people are that are consuming resources and how can we better serve them in FdL?

The county board does not understand our roles, but they should not be running around and trying to tell us how to do our office work or jobs.

There can be a disconnect between services that are offered in the jail and the ongoing or longer-term support that might be available in the community. Why can't we develop some organized follow up?

I don't really know what all is even available to residents. I don't know if there are DV programs, anger management programs, the intensity or their success and failure rates for any such programs. I don't even know if the attorneys or defendants know if some of these things exist and yet they ask for it in court. There may be plenty of program options here that few people in the system know about.

Goal: Courthouse assessment, action plan for improvements to current spaces and planning for new spaces in capital improvement plan.

Lack of Security systems and design features is a courthouse concern. We are at risk.

Our court rooms need to be updated with IT upgrades, space, etc. The court rooms do not meet certain supreme court standards for space and features.

The discussion about the jail has consumed so much time for so many months it leaves us all frustrated. Let's get some facility plans approved and make an investment that supports our work.

The lack of space in the jail in general has been an issue that consumes a lot of time and gets little momentum.

Buildings and facilities are weak links that cause inefficiencies and safety issues.

That we limit ourselves with the old jail and old location where we can't provide the best environment and the best support systems for the court and the jail. That we separate the courts from the jail. They should be together and the connections between the two should remain strong and safe.

I think we would have better staff retention, less staff burn out, better morale as an overall benefit of facility improvements. We are fast paced and understaffed and when people realize this, they leave. People will work for less money for better facility conditions and staff morale will improve.

There is no city mayor and this absence has caused some disconnect between the city and the county on certain situations concerning the facility use and planning. City government has different needs than the county justice system.

I would go back to something needs to be done with the jail. No inmate programs, not enough secure single person jail cells, all of these things would change if I could control it.

Is there enough information being discussed and considered about the comparison and changes that will occur if the courts are separated from the jail? I worry about the security concerns and the outdated court facilities not being attended to at this same time as the jail. 8 to 10 inmates in the courtroom at a time will be tough if there are mass transports to the court at a single transport. Interlapping security and lack of adequate security next to the court rooms is a concern.

Goal: Fast tracking discharge on some cases in jail: Case managing length of jail stay

The jail seems to be filling up with people that don't live here but come to visit. Where do they come from and why are they in our jail?

Probation revocation process takes forever due to a lack of defense attorneys. These inmates then stay in custody for long periods of time.

We do not have a lot of coordinated effort with warrant execution and pickups. It might be that we don't have the capacity or the free jail space to lock people up. Not executing warrants causes people to not respect the law.

We do not have a lot of Alternatives to jail in general. There are some support programs for housing and work but these are not incorporated into an actual program geared towards reducing jail use or in providing effective programming.

DOC has improved in reducing the short term stays in great amounts, but the clients in revocation status is resolved much slower than it was in the past.

Whether it is a kid or an adult, the philosophy is to be tough on crime in FdL, and be tough on those who commit crimes. What are we accomplishing?

People are afraid of being woke or soft on crime if they consider alternatives to incarceration. We need to change our own culture and attitudes.

We can focus more attention on people with open cases in the jail to reduce the number of jail bed days consumed. The case assignment process can be much faster and reduce jail bed days consumed if we case manage individuals that are slow rolling through the system.

DOC can slow go on revocation for felony matters because DOC wants to reduce the burden on the prison systems. Is there any basis to this theory?

Agencies can share the reality of what and why things are happening in their office, i.e.: DOC revocations being slow Admin Law Judges can slow move things because it keeps people out of prison as well.

Goal: Develop and staff a comprehensive diversion program and/or a CSW program.

There is a diversion program in the DA office that can include felony or msdr. A support staff person in the DA office does some minor case management and supervision. We have not been able to conduct urine screening, or general drug and alcohol monitoring like we did previously. We don't have much for a significant program that can supervise those on diversion. Where we may want to support the concept that we want to offer a non-criminal history, we may use it more often if we had a more comprehensive supervision model to lean on for the monitoring of the agreement conditions, and it would appear to be less of a conflict if it was monitored somewhere other than the DA office.

An Operating After Revocation diversion program is needed. Those cases can consume a lot of valuable time and resources and for what benefit?

A structured diversion program that has supervision and guidelines for enrollment and expulsion.

We have less time to engage in intensive supervision cases when we are using limited resources and working with low level offenders that are consuming our time.

I would like to see a more formalized process for a CSW program, so that we know the resources, we have a county wide clearing house and point of contact to recruit, organize and verify work completed in CSW.

Client self-pay sanctions don't work really well either. Clients are typically low income and we want to charge them for services to reduce or try and intervene in their jail time they have or will serve.

We should formalize the CSW program to be used in lieu of jail time.

Politics or public appearance perhaps comes into play too often in FdL, and this makes leaders want to be tough on crime, which means tough on everyone that comes into the justice system.

Goal: Expanded AODA and Mental Health program options

Pre-emptive steps with the mentally ill population and attempts to divert them away from the jail has seen some success but needs to expand.

The incarceration rate could reduce with more MH services but we don't live in this environment. AODA is the same. I encountered many people with addiction and they can't get immediate help because there are wait lines for services, or fees for service they cannot pay.

Increase the number and types of beds for these individuals who are picked up for a MH concern. Police are with them for a while, and transports them to be seen by a MD. The doctor then assesses the individual and determines they won't hold them. They then release them with a safety plan they don't follow. There must be a better way.

Mental health crisis workers are great; however, they need to have expanded hours and staff from what they have now.

MAT program is a good thing but we don't have a lot of nurses or other staff that can take it on and we are required to provide the program but we have no state funding or option for us to do it. We were told we needed to do it but no one offered a consistent manner or model to provide it or to fund it. It does show how we can find some success though, even with very limited resources.

Suicide prevention needs formalized programming.

Higher level of care for MH is not always available. Psychotic behavior can't adequately be addressed through court referred or applied services and payment for private services is not always there. It gets tricky with MH inmates to sometimes provide the level of care they need, due to the money not being there, or the individuals lack of interest.

I would like to see developed, a blend of inpatient treatment and detention center services that allows for intensive treatment services while the case is being processed through disposition. While they are involved in the pending court case, they should also be involved in receiving continuous care for their medical, MH or addiction needs.

Substance abusers are very significant population. Some say they are low income and can't afford services like assessment and counseling. There are some limits or a lack of residential treatment centers for MH or Substance Abusers. There could be more comprehensive services for substance abusers offered locally.

We have a lot of resources within the jail but not many outside of the jail setting. There should be more transitional planning and programming.

One barrier to this is the lack of a psychologist to assist in evaluations. We should recruit and retain qualified specialists.

Are we utilizing the resources that are in place readily and effectively? MAT/RAP program can help with reentry programming but it only applies when people have an expected release date. When the case is disposed of, the inmate is released without a plan if the case is resolved with time served. Without an expected-out date, then there is no preparation for the release and this can cause more problems for the defendant than help.

There is some placement available for transitional employment but there is not much use and there is not much available for AODA services locally. We have some treatment center options but again, they are not being used at their best capacity.

Having a case worker in the jail that assists with the release planning and the coordination of AODA placement.

Streamlining the Chapter 51 process has been discussed many times. Locating beds and getting medical clearances has been a problem for street officers in getting released from attending to the person.

Goal: TA or process changes to improve court processes.

Lack of courthouse space requires more time for scheduling and rescheduling because we don't have adequate space for jurors, meetings, hearings, or other needs. It is very inefficient and it is a product of the environment not the process.

We have seen covid 19 impact that brought better court efficiencies and engagement from attys outside of the area through video. There are some limits to the capacity with the client/atty prep as it is not easily accessible in the jail for maximum benefit.

The impact with the court appointed defense counsel process right now is difficult as private attys are not readily available for case assignments. It requires a lot of time for judicial assistants or others to recruit private contract atty appointments. There are higher caseloads with PD attys and this can cause delays with the defense representation and schedules for court events.

Changes in the manner that the crime lab works and how long evidence takes to get processed. Filling the jail with Pre-Trial inmates due to the crime lab issue is just wrong.

We are behind the times with initiating drug treatment or other programs and when we get things started, the people leave and the program wanes away as no one picks up and fills the gap. The vision and mission of programs does not get followed through with once the original staff leaves.

We have been unable to ever fully use the drug court program, unable to be fully integrated as a key part of our court programs and coordinated efforts. We could have a mental health program or other court programs to assist with the courts or in not using the jail as the main provided for mental health services in the community. We do not utilize diversion or other programs that prevent criminal records from following them through their lifetime. We also see a more transient population than before and short-term visitors, travelers or residents wind up in our jail because there are serious crimes being committed and they have high cash bonds because they have no ties to the community.

Drug Court or OWI court would be beneficial, but not in the previous form that was attempted.

Family court or unified family courts might be beneficial options for court programs that make a difference. A MH court or veterans court would be an asset to the other MH programs that are being delivered or planned for implementation.

Another full-time court commissioner would help with intake duties, and reduce length of stays in jail.

If cases are slow to go, the issue is usually related to slow crime lab test results, lack of timely discovery evidence being found or shared in timely manners. Last minute evidence or info that comes up just prior to scheduled trial creates more to investigate and an adjournment happens, pushing cases out over a year away at times. It is rare for the defense investigation to delay things; it is usually with other investigators.

It is a big schedule issue for last minute court scheduling changes because we can set court trials for a single event or day and then as they get postponed, it messes with everyone's time and availability.

There is a movement to get more state interpreters in the courts. We need to formalize an interpretive program to support those non-English speaking in court.

There is a culture of delay on the part of attys and judges in the court case flow process. There are very few cases diverted out early on the court process.

Lots of issues following pro se defendants as defendants tend to fire their attys. The case is open but not resolving and people are extending their stays in jail because they are slow moving and without counsel.

Maybe a lack of assessment or critical information is not available up front to the judges.

Goal: Supervised Pre-trial release program development.

Lots of MH and drug or alcohol issues that are not resolved through the entire pre-adjudication or post-adjudication process.

Many have long track records of arrests with no prior accountability for their actions. Many have an inability to learn from their mistakes.

Inmates that are returning to jail quickly, and unchanged.

We lack another agency or case manager to support case plans if the inmate is not on probation. It becomes frustrating that a person can stabilize in jail and then has no support after release.

The on-site DOC agent in the jail has assisted in those cases where the client is on probation. Probation has also been chronically understaffed but they work hard with those on probation. The problem is only a portion of all inmates are on probation so there is no case manager available for most inmates.

There is no “corrections philosophy”. Some people here that just don’t want to do anything but punish people, and don’t understand the behavior is not corrected through punishment alone.

We book in everyone instead of using summons. We used summons during Covid-19 and now that we are beyond the crisis we are booking everyone in jail instead. Why did we have to go back and over rely on the jail?

Pre-trial release supervision could be planned, organized, planned and implemented and we could impact behavior pre-disposition.

Goal: Coordinated system wide budget planning

It is very difficult to secure funds. We all seem to have to fight for our own office budgets which makes us compete with other partner agencies for small budgets that are not coordinated well.

Staffing issues are present throughout because of a lack of funds. We have morale issues in many departments, and this causes staff recruitment and retention problems.

Shortages in staff levels in almost every department.

Rising costs for everything related to delivering programs.

We are short in providing needed staff due to a shortage of money for the budgets.

We have not added patrol deputies for years even though society has changed and crimes have become more serious.

There are some start up support services but than a lack of follow up programs or follow through on the program itself so there is no long-term continuing support. It's hard to get people involved but then even when they do, they fall through the cracks and wind back up in jail. Bureaucratic regulations or budgets often times prevents providers from venturing outside of their legal responsibilities and then things just stop as a consequence to it.

There are not enough comprehensive services for outpatient AODA care. Residential Tx or comprehensive outpatient is for the most part, not easy to access in FdL.

Some AODA TX centers can be accessed easier than others. We do have several opportunities and programs available but there may be some cost factors impacting enrollment for those who cannot finance it themselves.

Miscellaneous comments on issues, needs and gaps in service:

Challenges with individual case circumstances. One of the challenges is whether it is a male or female offender. With a mom, are there children involved? What happens to the kids and to the victims in terms of addressing their needs as well? We are not well coordinated in an entire response to the problem. We treat symptoms and not the cause or the person or the family.

There seems to be an utter disrespect for the law and I think it's because they are not being held accountable. We slap them with some jail time and we expect that to fix them. There is no behavior change or success.

Information sharing and exchange with LE may not be the best as LE may not engage consistently with other non-LE partners due to a lack of knowledge or lack of consistency in the relationship. We could be way more effective in coordinating efforts across many agencies.

We have discovered we need more officers to deliver some programs but it is difficult because we don't have enough staff to do our basic required or mandated services.

We can bring forward policy or program recommendations but often there is no follow through. I think a jail social worker would be a great resource to have to provide program coordination or re-entry support and follow up, but we can only do so much with what we have for in terms of space and staff.

A class of "criminal justice system 101" is needed so that we all understand each other's roles. There is a lot of misunderstanding and ignorance on all of our parts about the roles and limits to the roles of our justice system partners. I don't really know enough about other system principals and what they can or cannot do and I am afraid I will step on their toes by asking them to do things they can't provide.

We feel disrespected and out of the group decision making now. If we are a system, we should feel part of the system and have some ability to shape the system.

I would hope the goals would be to look at intervention and prevention programs as an outcome. I would like to see some after school prevention programs and some truancy intervention programs developed.

A lack of data collection points so we don't know where the clash points are occurring when we are making major decisions about how cases are processed through the justice system steps.

No self-accountability for some families. We have families in FdL that have three generations of family involved with the system.

We are a more mobile community and transient as people. Short term visitors become people who stay as well. They can bring some trouble with them that is difficult for us to respond to effectively. Some of them are MH afflicted. Drug Addicted people. Poverty.

Many offenders don't have transportation support to get to FDL for services. A lack of transportation is a common hinderance. Homelessness population rises in summer.

Appendix C

Power Point Presentation

Tom Weber, Just US Service Group LLC

Jail Planning Project Summary Report

to the Fond du Lac county board

June 23rd, 2026



Fond du Lac County Jail Pre-design Planning Project



JUST US SERVICE GROUP LLC

Board Presentation Project Executive Summary

June 23rd, 2026

Project Scope of Work

- Establish recommended jail and juvenile detention facility capacities to address long-term future populations.
- Conduct an assessment of the justice system policy or procedures that may be impacting the use and consumption of secure beds.
- Review and consider the use of Alternative to Incarceration (ATI) programs or policies in the county.

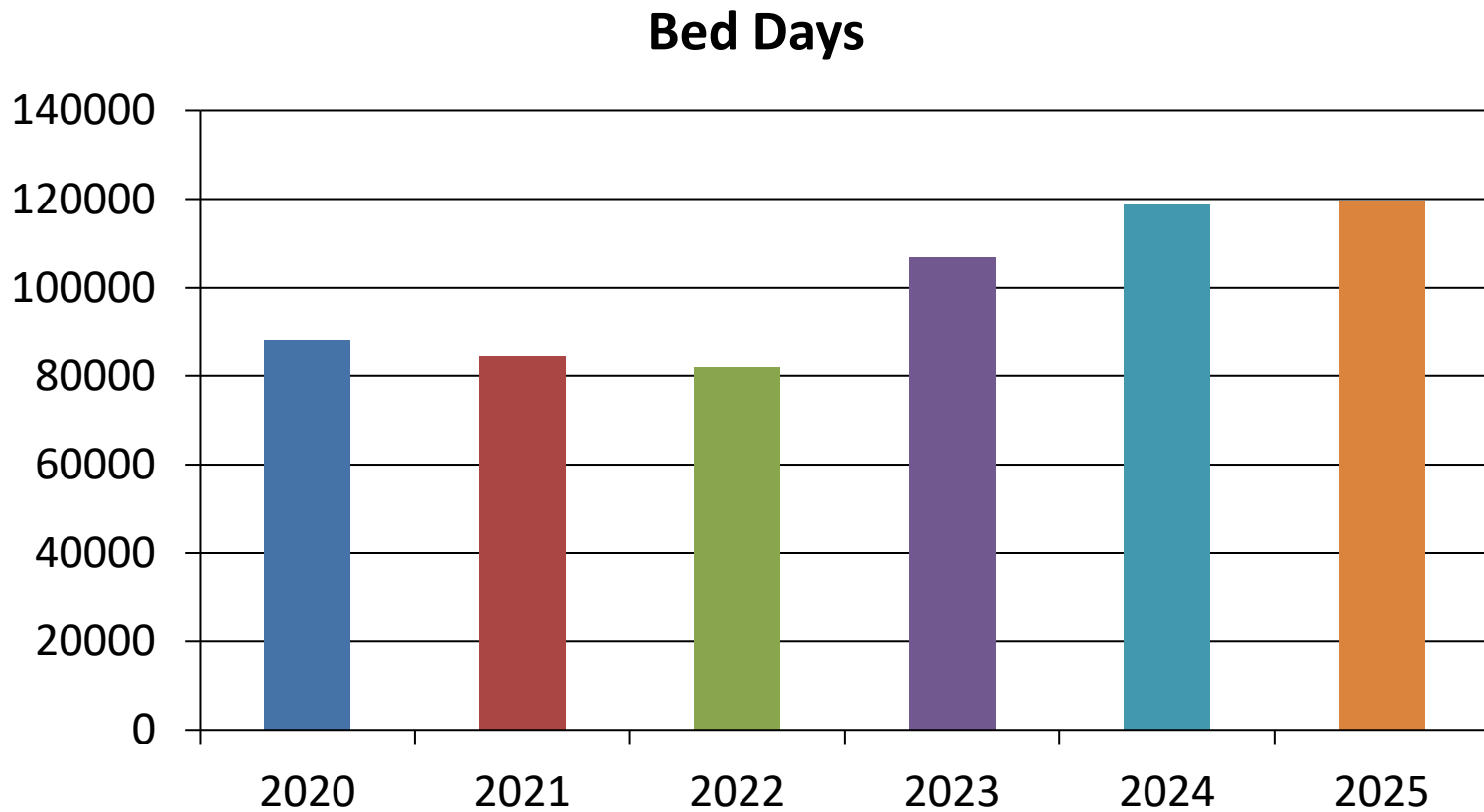
Why Action Is Needed

- Current jail is more than 70 years old and functionally obsolete.
- Certified rated capacity is 335 beds. The operational capacity is about 285 inmates, and the recent daily population routinely exceeds that number.
- The County relies on electronic monitoring and out-of-county housing to remain under rated capacity.
- Many reports, including this one, concludes replacement is necessary.
- Further information is needed by decision makers for continued master planning of the facility design and location options.

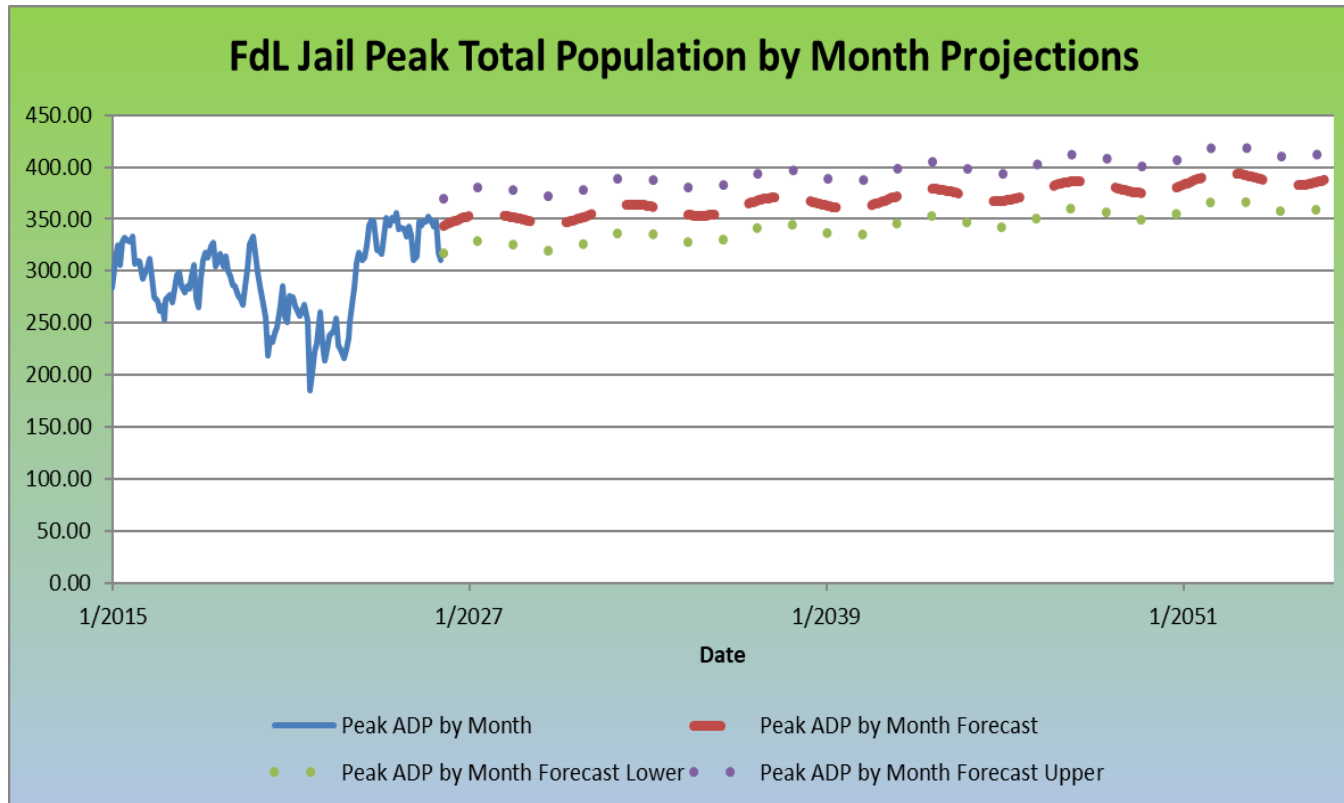
Key Population Findings

- ADP increased to approximately 328 inmates.
- Jail population has rebounded sharply since COVID-19, or since 2022.
- Peak populations consistently reach near 350 inmates.
- There are many “non-resident” inmates in the population.
- Very few minimum classified inmates even though the dorms in the jail are designed for minimum populations.

Total Jail Bed Days Consumed



Projected Peak Jail Populations



Capacity Recommendation

- 415 secure jail beds are recommended. Females will likely be 25 % or more of all inmates and need to be accounted for in the capacity plan.
- 48 Huber dormitory beds recommended.
- 463 total certified beds recommended. This will result in an operational capacity near 400 inmates.
- 31 juvenile detention beds including crisis room.

Operationally Forecasted Recommended Jail Capacities

TOTAL New Male Beds at Opening	TOTAL New Female Beds at Opening	Total Expected beds at opening with approved Certified Rated Capacity	TOTAL New Male Huber Beds	TOTAL New Female Huber Beds	NOTES: The original mathematical projections had a call for about 447 total beds in 2045. Operational planning will adjust those mathematical projections upward or downward depending on the plan.
351 with Huber. With no Huber beds it is 319.	112 with Huber. With no Huber beds it is 96.	463 total at start up, to include Huber beds. Without Huber it is 415 beds.	32 at start with possible expansion of bunks in some or all dorms.	16 at start with possible expansion in one or both dorms with bunk additions.	Juveniles are accounted for separately but will share some of the facility support areas.

Operationally Forecasted Recommended Juvenile Detention Center Capacities

TOTAL New Male JUVENILE Beds at Opening	TOTAL New Female JUVENILE Beds at Opening	Total Certified Rated Capacity beds at opening	TOTAL New Juvenile Beds with growth plan	TOTAL New Juvenile Housing Units	NOTES:
20	10	30 total at start up, to include One Padded room that will be rarely used.	30 plus one padded room.	Multiple mix of sizes between 2, 3 and 4 bed housing units.	There will be multiple support areas required for juveniles that will need to be implemented for long term juvenile housing requirements.

20-Year Forecast

- Projected ADP range: approximately 340–420 inmates.
- Median projected ADP: approximately 370 inmates.
- Peak population projection range: approximately 420 inmates.
- Planning horizon supports a facility sized for long-term growth.

Jail Facility Capacity Planning Challenges

- Flexibility for the future Jail and JDC will hinge on site selection, changing populations, design and operational planning.
- Investment and location challenges. Making a commitment for generations to come.
- Facility short and long-term planning needs to consider impact, role and adjacencies to all agencies using the jail as a resource.
- Cost and funding are crucial, but they can't be the only decision-making considerations.

Justice System Recommendations

- Create Criminal Justice Coordinating Council (CJCC), to allow local system-wide justice management.
- Support the CJCC with staff and expense needs.
- Encourage the use of best practices consistent with Evidenced Based Programs and Practices (EBP), for any implemented changes.

Justice System Challenges

- Available time to commit to system wide management training, planning and work.
- Establishing the foundation and structure of a CJCC.
- Gaining the necessary information and research support to make the CJCC successful local analysts of their own justice system process and outcomes.
- Competing interests in an adversarial system, consensus decision making, staff support, correctional philosophy, budgets and funding.

ATI Recommendations

- Improve data sharing, system-wide analysis and case processing options.
- Expand review of Alternatives to Incarceration and pursue under Evidenced Based Practices.
- Facility replacement remains necessary even with ATI program consideration or development.

ATI Challenges

- Jail populations with restricted options due to few minimum classified and high non-resident populations.
- Jail population analysis is needed to identify Target Populations to match to possible intercept strategies.
- Addressing Bookings, Intakes and discharges through consistent decision-making process and outcome analysis.
- Reducing Length of Stay to attempt to control the ADP as a primary response to jail population management.
- Staff support; funding, place in the county bureaucratic organization, roles and priorities.

Board Discussion & Next Steps

- Confirm support for local justice system leaders to self-determine their future course of work.
- Obtain board support for CJCC training and technical assistance, organization, and integration into routine county governance processes.
- Investigate Target Populations and support of appropriate EBP for ATI consideration and development.
- Consider the operational impact and space needs for the jail and court support in any considered facility location.
- Complete programming research, and pre-design steps needed for advancing the site selection and facility design to meet long-term recommended population capacities.
- Use this and other report findings to support future decision making.