

Research and program evaluation in Illinois: Studies on drug abuse and violent crime

An Evaluation of the Adams County Sheriff's Work Alternative Program (SWAP)

June 1998

Prepared by
Center for Legal Studies
University of Illinois at Springfield

Evaluation funded by
Illinois Criminal Justice
Information Authority

Jim Edgar, Governor
Bob Kustra, Lieutenant Governor
Peter B. Bensinger, Chairman



ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY

**AN EVALUATION OF THE ADAMS COUNTY
SHERIFF'S WORK ALTERNATIVE PROGRAM (SWAP)**

Prepared for the
Illinois Criminal Justice Information Authority

by

Richard J. Schmitz, J.D.
Co-Principal Investigator

Pinky S. Wassenberg, Ph.D., J.D.
Co-Principal Investigator

Laura A. Gransky, M.S.
Senior Research Specialist

Patty L. Hagner
Research Specialist

Center for Legal Studies
Institute for Public Affairs
University of Illinois at Springfield

June 1998

PROPERTY OF
National Criminal Justice Reference Service (NCJRS)
Box 6000
Rockville, MD 20849-6000

This project was supported by Grant #96-DB-MU-0017, awarded to the Illinois Criminal Justice Information Authority by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program offices and bureaus: Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office of Victims of Crime. Points of view or opinions contained within this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice or the Illinois Criminal Justice Information Authority.

**Printed by the Authority of the State of Illinois, June 1998
Printing Order number 98-064.3
300 copies**

Table of Contents

I.	Program Setting	1
A.	Locale and Population	1
B.	Employment & Income	2
C.	Prevalence of Crime in Adams County	3
D.	County Jail Population	5
II.	Program Description	6
A.	Structure and Operations	6
B.	SWAP Participants	9
1.	The Sample and Data Sources	9
2.	Demographic and Personal History Information	9
3.	Offenders' SWAP Offenses	12
4.	SWAP Participants' Offense Histories	14
5.	Time on the SWAP and Type of Discharge	16
III.	The Impact of Adams County SWAP	
A.	Impact on the Sheriff's Department, Jail and the Courts	19
1.	Impact on the Sheriff's Department	19
2.	Impact on the Jail	20
3.	Impact on the Courts	21
B.	Impact on SWAP Participants	21
1.	Correlates of Satisfactory Completion	22
2.	Post-SWAP Arrest Histories	26
C.	Impact on the Community	28
IV.	Conclusions and Recommendations	31

References

Appendix A

Appendix B

Appendix C

Appendix D

List of Tables

Table 1:	Adams County Arrests -Violent Related Index Crimes (1982-1995)	4
Table 2:	Adams County Arrests - Property Related Index Crimes (1982-1995)	5
Table 3:	Type of Offenses Leading to SWAP Participation (May, 1992-December, 1995)	8
Table 4:	Offender Demographics	10
Table 5:	Marital Status and Children	11
Table 6:	Physical Condition	12
Table 7:	Current (SWAP) Offense Characteristics	13
Table 8:	Current Offense Type by Offense Classification	14
Table 9:	Number of Prior Arrests	15
Table 10:	Offense History Types	16
Table 11:	Offender Sample: SWAP Hours Required	17
Table 12:	Offender Sample: Percentage of Hours Completed and Discharge Type	18
Table 13:	Offender Characteristics by Discharge Type	23
Table 14:	Offense Characteristics by Discharge Type	24
Table 15:	Discharge Type by Offender and Offense Characteristics	25
Table 16:	Post-SWAP Arrest Histories	26
Table 17:	Pre-SWAP Offense History and Post-SWAP Arrests	27

List of Figures

Figure 1:	Unemployment Rate: 1983-1994	2
------------------	---	----------

Executive Summary

Adams County has experienced prolonged periods of jail overcrowding in the last decade. At the same time, the county needed options for convicted individuals to repay their debt to society. In response to these needs, the Sheriff's Work Alternative Program (SWAP) was formed. This study was funded by the Illinois Criminal Justice Information Authority (ICJIA) as an implementation and impact evaluation of the SWAP.

Scope of the Study and Methodology

This evaluation attempted to determine (1) the original goals and objectives of the SWAP, its initial operating procedures, practices, organizational structure, and resource allocation, as well as its internal and external relationships; (2) changes in the structure, procedures, practices, resources, and relationships that occurred over time; (3) the impact of the SWAP on the Sheriff's Department, the Adams County Jail, the courts, the participants in the program, and the community. In order to determine the initial framework of the SWAP, its evolution and impact, the research team examined the SWAP documents, correspondence with the ICJIA and criminal history data bases; interviewed SWAP supervisors and staff, court personnel, jail personnel, and community leaders; and surveyed SWAP participants.

The SWAP Initiation and Design

The SWAP was designed and operated by the Adams County Sheriff's Department and began operation in March, 1992. The Adams County Sheriff's Department provided a coordinator who was responsible for the day-to-day operations of the SWAP as well as the supervision of a work crew, and a deputy who worked full-time as the field supervisor for SWAP work crews. One goal for the SWAP was to reduce crowding in the Adams County Jail by

removing sentenced individuals from the jail to work crews to perform labor in lieu of a jail sentence. Another goal was to provide a means by which sentenced individuals could repay their debt to society by performing public works. Initially, the program was to include persons convicted of DUI as well as misdemeanor and felons sentenced for non-violent offenses.

Evolution of the SWAP

The SWAP has experienced some changes in personnel during its existence that appear to have improved program functioning. In September, 1995 the original field supervisor was promoted to SWAP coordinator. This individual improved the communications between the SWAP and its external constituencies. The field supervisor position was filled by another Sheriff's Department employee.

Impact of the SWAP on the Sheriff's Department

Operation of the SWAP required the transfer of two full-time Sheriff's Department employees to act as coordinator and field supervisor. The program also purchased a vehicle for transporting work crews as well as some hand tools. These costs were offset by grant funds provided by the ICJIA which accounted for 75 percent of the SWAP budget.

Impact of the SWAP on the Courts

The SWAP has been used by the judiciary and the probation department as a last resort community service work provider for offenders who were unable to complete their community service through other available options. The probation department in Adams County views the program as a resource for community service placement for their most difficult to place cases. The judge with day-to-day experience sentencing individuals to the SWAP believes the program allows him to give some individuals less jail time when he can combine a jail sentence with SWAP work. He also believes he is able to sentence some individuals to the Adams County Jail

in combination with a SWAP work requirement in lieu of a sentence to the Department of Corrections.

Impact of the SWAP on the Jail

The SWAP was designed to reduce crowding in the Adams County Jail. While the SWAP did succeed in removing some individuals from the jail who otherwise would have been incarcerated, most of the individuals working in the SWAP remained in the jail during their non-work hours. During the evaluation period, other factors affected the Adams County jail population, primarily, a jail expansion. While the expansion resulted in a temporary decline in the jail capacity during construction, ultimately it lead to a substantial increase in the Adams County jail capacity. Jail personnel and jail population statistics indicate the jail was operating well under capacity by the end of the evaluation period. On the other hand, jail personnel believed the SWAP made their job easier by taking substantial numbers of inmates out of the facility during the day and by providing the SWAP inmates with constructive activity.

Impact of the SWAP on the Participants

The majority of offenders placed on the SWAP were convicted of property or procedural offenses such as retail theft or violation of order of protection. Almost every offender in the sample had at least one prior arrest, and in over one-third of these instances, the arrest resulted from the commission of an offense against a person (e.g., assault). An average sentence length of approximately 178 hours (42 weeks) was received by the SWAP participants with over two-thirds of the offenders subsequently discharged satisfactorily, or released to a treatment program. Approximately 20 percent of the SWAP participants were re-arrested. These individuals were accused of a variety of crimes including offenses against persons and property.

Impact of the SWAP on the Community

The beneficiaries of the SWAP work crews included units of local government, charitable organizations and civic groups. Those beneficiaries contacted by the research team expressed gratitude for the services and generally commended the crews for their discipline and hard work. Interviews with community leaders and recipients of SWAP services revealed broad support for the SWAP. The consensus is that the SWAP performed work which otherwise would not get done. Typical SWAP tasks included mowing of cemeteries and vacant properties, cleanup before and after community events, painting of bridges and other jobs involving physical labor.

I. Program Setting

A. Locale and Population

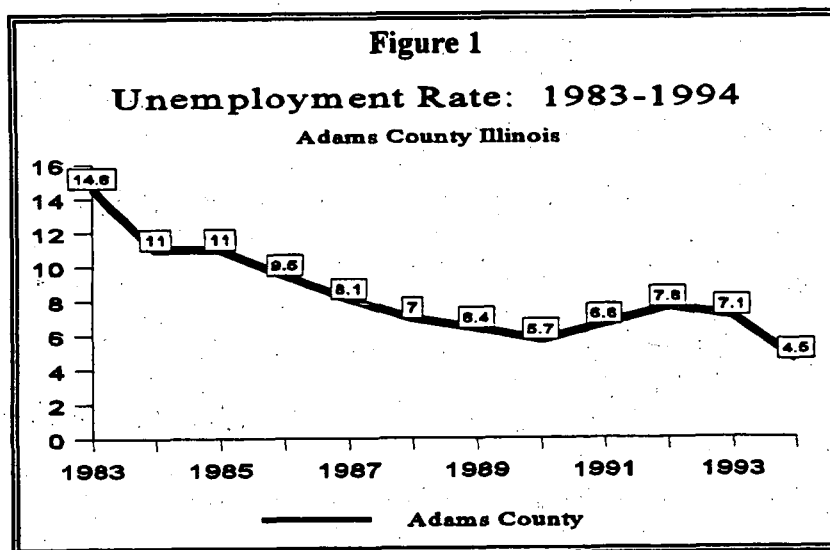
Adams County is located in western Illinois, approximately 300 miles from Chicago, and is bordered by the Mississippi River and the state of Missouri. The city of Quincy is the most populated (approximately 40,000), and serves as the county seat. Census estimates for 1992 placed the Adams County population at 66,329, ranking it the 21st largest Illinois county in population. However, population projections estimate that by the year 2020, the county's population should fall beneath 60,000 persons (Illinois Statistical Abstract: 1995).

With respect to population demographics, the majority of persons residing in Adams County are white (96.7%), and the largest cluster of the population (28.0%) is between the ages of 25 and 44. The next largest portion of county residents (18.8%) is comprised of children between five and 17 years of age, and 17.6 percent are age 65 or older (Illinois Statistical Abstract: 1995).

Of the County residents age 25 and over, nearly 25 percent have less than a high school education. The largest group (37.4%) has earned high school diplomas. Slightly more than 15 percent of the residents have received either Bachelor's or Associate's degrees, and 18.1 percent have attended some college without completing a degree. Those attaining Master's or professional degrees in Adams County are few, 4.3 percent (Illinois Statistical Abstract: 1995).

B. Employment & Income

In 1994, the total personal income for Adams County was \$1,314,244; the per capita personal income (PCP) was \$19,409. The greatest portion of the workforce (23.9%) was employed in wholesale and retail trade, while the smallest percentage (2.7%) was employed in public administration. Manufacturing employed 18.7 percent; health service positions were occupied by 12.5 percent of county residents. Agriculture, forestry, and fisheries employed 5.3 percent of the Adams County workforce, while finance, insurance, and real estate employed 4.5 percent of the working residents (<http://govinfo.kerr.orst.edu>).



As illustrated in Figure 1, the Adams County unemployment rate declined from 14.6 percent in 1983 to 4.5 percent in 1994. According to the Illinois Statistical Abstract, 13.2 percent of all Adams County residents reported

incomes below poverty level in 1989. Of those, 12.8 percent were senior citizens. Also, in 1989, 16.2 percent of families with children reported incomes below the poverty level. Of the households below the poverty level, 93.2 percent were Caucasian and 6.3 percent were African American.

C. Prevalence of Crime

Two indicators commonly are used to report levels of crime and subsequent police response: the number of crimes known to law enforcement as having occurred within a particular jurisdiction, and the number of arrests made. Both dimensions were considered for Adams County.

Based on Illinois Uniform Crime Report (IUCR) data reported by the ICJIA, during 1991, 2,302 serious crimes (in Adams County) were *known to police*.¹ Of these crimes, 93.0 percent were property in nature and 7.0 percent were violent in nature. This represents a general decline in the number of serious crimes reported in Adams County over the past decade. In 1985, 2,326 serious crimes were known to police, while three years earlier (1982), 2,469 were known to have occurred. However, since 1993, dramatic increases in the number of serious crimes known to law enforcement as having occurred in Adams County have been observed: 5,581 in 1994 and 4,819 in 1995.

Law enforcement representatives from agencies within Adams County have reported fluctuations in the number of property and violent crime *arrests* for the years 1982 to 1995. While increases in the number of property offense arrests were observed through 1988, since then the number has decreased. Further, recent statistics are lower than those reported in the early 1980s. Total arrests for the crimes that comprise the Violent Index also fluctuated. To illustrate, in 1982, 59 arrests for Violent Index crimes were reported; by 1987, that number had increased to 91. While arrests for such offenses remained somewhat stable for the next several years, in 1993 278 Violent Index crimes arrests were reported. Since then, decreases have been observed, although these statistics remain higher than at any other point in the 14-year review.

¹The SWAP began in 1992; 1991 data are used in the description of the pre-SWAP environment.

As presented in Table 1, four separate offenses comprise the IUCR Violent Offense Index: murder, criminal sexual assault, robbery, and aggravated assault. While the incidence of these offenses is relatively small, arrests for aggravated assault and criminal sexual assault have increased since 1982. Together these two offenses have the greatest impact on the composition of Violent Index crime arrests in Adams County. For example, the number of persons arrested for aggravated assault has increased from 45 in 1982 to 164 in 1995, whereas the number of people arrested for murder has remained steady, at three or fewer persons per year.

Table 1: Adams County Arrests - Violent Related Index Crimes (1982-1995)

	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995
Murder	3	0	2	2	1	1	3	0	0	2	2	0	1	3
Crim. Sexual Assault	5	1	2	8	6	13	11	11	16	17	19	27	23	18
Robbery	6	4	3	15	6	9	11	3	4	15	5	7	4	5
Agg. Assault	45	74	97	111	78	68	76	84	75	69	53	244*	239*	164*
Total	59	79	104	136	91	91	101	98	95	100	79	278	267	190

*May include simple assaults

As presented in Table 2, burglary, theft, motor vehicle theft and arson comprise the IUCR Property Index. Of these offenses, burglary and theft historically have had the greatest impact on total IUCR property arrests in Adams County. Although, as stated above, substantial increases in arrests were observed in the late 1980s, since then the numbers have steadily decreased for the most part. For example, in 1982, 54 individuals were arrested for burglary in Adams County. In 1988, 120 individuals were arrested, a 122 percent increase. Since peaking in 1990, burglary arrests have decreased, albeit erratically. Similar trends can be observed with respect to the other offenses as well.

Table 2: Adams County Arrests - Property Related Index Crimes (1982-1995)

	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995
Burglary	54	64	78	83	88	120	120	97	135	67	60	41	50	30
Theft	354	345	367	386	378	410	552	512	500	400	419	284	318	223
MV Theft	8	12	4	15	4	23	27	7	27	13	6	13	10	11
Arson	4	12	2	4	6	7	4	10	8	1	2	1	10	7
Total	420	433	451	488	476	560	703	628	670	481	507	339	386	271

Data also were collected regarding total drug arrests in Adams County from 1975 to 1995.² From 1975 to 1985, total drug arrests generally increased, from 62 in 1975 to 193 in 1986. Such arrests declined after 1986, although increases have been observed recently. Historically, most of Adams County's drug arrests have been due to cannabis control violations. While this remains true, in more recent years, the number of such arrests decreased, while arrests for violations involving controlled substances increased.

D. County Jail Population

The Adams County Jail was one of 91 Illinois county jails operating in 1995. Between 1988 and 1995, the average daily census of the Adams County Jail rose 32 percent. During that time, the relative proportion of pretrial and sentenced detainees remained nearly constant. Between 1988 and 1995, the average daily jail population rate (per 100,000) rose in Adams County. The rate was 18 percent higher than in all other rural counties combined (ICJIA: 1996).

²These totals reflect all arrests for cannabis control, controlled substance, and other drug-related violations (e.g., violations of the Hypodermic Needle Act).

II. Program Description

A. Structure and Operations

The Adams County SWAP began operation in March, 1992. The program was designed to use sentenced offenders as a work crew that would perform public works throughout Adams County. Documents submitted by the Adams County Sheriff's Office to the Illinois Criminal Justice Information Authority (ICJIA) identified two general program goals. The first was to reduce jail crowding. According to the initial application for funding submitted by Adams County, their jail consistently was experiencing populations over the facility's capacity. In order to relieve jail crowding, the SWAP was designed to remove and employ individuals who otherwise would be in the jail. The second stated goal was to provide a means by which non-violent offenders could repay their debt to the community by performing public works.

The program was devised to include persons convicted of DUI as well as misdemeanants and first time felons sentenced for non-violent offenses. Judges were to make the determination of whether to include an offender in the SWAP. The initial strategy for the program called for DUI and misdemeanor offenders to be sentenced to community service work. The offenders were instructed to contact the SWAP coordinator to begin serving their sentences. Felons were to be sentenced directly to the SWAP with initial contact with the program coordinator established through the offender's probation officer. It was anticipated that inmates from the jail also would be used.

The first contact between the offender and the SWAP coordinator was designed to inform the offender of the rules and requirements for SWAP participation and to determine the willingness and ability of the offender to participate. Initial program design also called for the

use of a skills assessment form as a means to obtain information about special skills participants might possess and to allow a matching of those skills with work assignments. A copy of this form is attached as Appendix A.

In March, 1992 SWAP activities centered around acquiring equipment and hiring personnel. Initially, the SWAP was coordinated by a Sheriff's Deputy. The coordinator was assigned responsibility for the day-to-day operations of the SWAP including finding and scheduling work; handling all communications with the courts, jail, and recipients of services; and reporting as required to the ICJIA. In addition to these duties, the SWAP coordinator supervised a work crew. A second Sheriff's Deputy was transferred from patrol duties to the position of SWAP field supervisor to perform daily supervision of a work crew. Both the coordinator and supervisor positions were full-time. During its first months of operation, the SWAP acquired a vehicle for transporting program crews and various hand tools. The first record of SWAP work crews operating in Adams County is May, 1992.

The program proceeded with little structural change until 1995. In September, 1995 the first SWAP Coordinator was replaced by the other SWAP Deputy. A former bailiff was brought in to fill the field supervisor position formerly held by the SWAP Deputy who became the Coordinator. Both remained full-time positions. Judges and probation officers in Adams County viewed the changes as positive. They believed communications with the SWAP increased and improved.

During the course of grant funding, throughout its existence, SWAP personnel submitted monthly data reports to the ICJIA. Among the data provided in the monthly report were the number of offenders and their offenses. These offenses were then divided into eight categories:

driving, drug, person, procedural, property, sex, weapon, and other by CLES research staff. A list of the individual crimes included in each category is provided in Appendix B. A sample monthly report form is attached as Appendix C. Table 3, compiled from those monthly reports, is organized by offense type and shows the number of SWAP participants from May, 1992, the first month the program admitted offenders, through December, 1995.

Table 3: Type of Offenses Leading to SWAP Participation (May, 1992-December, 1995)

Year		Driving	Drug	Person	Procedural	Property	Sex	Weapon	Other	Total
1992	N	6	6	8	4	26	3	1	1	55
	%	10.9%	10.9%	14.5%	7.3%	47.3%	5.5%	1.8%	1.8%	100.0%
1993	N	8	6	17	7	26	4	3	7	78
	%	10.3%	7.7%	21.8%	9.0%	33.3%	5.1%	3.8%	9.0%	100.0%
1994	N	11	13	22	10	26	3	4	6	95
	%	11.6%	13.7%	23.2%	10.5%	27.4%	3.2%	4.2%	6.3%	100.0%
1995	N	10	12	14	13	18	2	1	1	71
	%	14.1%	16.9%	19.7%	18.3%	25.4%	2.8%	1.4%	1.4%	100.0%
Total	N	35	37	61	34	96	12	9	15	299
	%	11.7%	12.4%	20.4%	11.4%	32.1%	4.0%	3.0%	5.0%	100.0%

Property crimes represent an average of 32.1 percent of the SWAP population followed by crimes against persons (20.4% of the SWAP population). Drug offenses (12.4%), driving offenses (11.7%) and procedural offenses (11.4%) constitute the remaining categories containing ten percent or more of the SWAP offenders.

B. SWAP Participants

1. The Sample and Data Sources

The data in this section were obtained by combining information made available by the ICJIA from the Adams County Correctional Institution Management Information System (CIMIS) database and supplemented by the individual SWAP participant time sheets.³ When the two data sources were combined, information was available for a sample of 62 SWAP participants.⁴ Because these participants represent a time-bound sample of the entire Adams County SWAP participant population, generalizations from the sample should be made with caution.

2. Demographic and Personal History Information

As shown in Table 4, 82.3 percent of the Adams County SWAP sample were white. Black participants constituted 16.1 percent of the sample. One participant in the sample (1.6%) was identified as an Asian/Pacific Islander. The sample contained 50 male offenders (80.6%) and 12 females (19.4%). Fifty percent of the sample were 23.9 years of age or older. The average age of the Adams County sample participants was 26.6 years, while the age of offenders in the sample ranged from 17.4 to 52.6 years.

³ CIMIS data were not available from the ICJIA for all offenders who had participated in the Adams County SWAP. CIMIS data were provided for all SWAP participants with discharge dates between June 1, 1995 and March 30, 1996.

⁴ Information was not available for all offenders on all variables. Therefore, totals in tables and figures may add to less than 62.

Table 4: Offender Demographics

Characteristics	n	%
Racial Identification		
White	51	82.3%
Black	10	16.1%
Asian/Pacific Islander	1	1.6%
Total	62	100.0%
Gender		
Male	50	80.6%
Female	12	19.4%
Total	62	100.0%
Age Upon Release from the SWAP		
17-18 years old	10	16.7%
19-21 years	14	23.3%
22-30 years	20	33.3%
31-40 years	12	20.0%
41-50 years	1	1.7%
51 and older	3	5.0%
Total	60	100.0%
Average age: 26.6 years Median age: 23.9 years Standard deviation: 8.6 years Range: 17.4-52.6 years		

Table 5 summarizes the data regarding the family status of sample participants. The majority of the sample (59.7%) were single; 25.8 percent were divorced and 4.8 percent were separated. Slightly under ten percent (9.7%) were married. More than half of the sample (51.6%) had no children. Those with one child constituted 12.9 percent of the sample, while individuals with two children comprised another 19.4 percent of the sample. Individuals with three children included 9.7 percent of the sample; 6.5 percent had four or more children.

Table 5: Marital Status and Number of Children

Characteristics	n	%
Marital Status		
Single	37	59.7%
Married	6	9.7%
Separated	3	4.8%
Divorced	16	25.8%
Total	62	100.0%
Number of Children		
No children	32	51.6%
1 child	8	12.9%
2 children	12	19.4%
3 children	6	9.7%
4 or more children	4	6.5%
Total	62	100.1% ¹

¹Totals over or under 100 percent are due to rounding.

Table 6 summarizes data regarding the physical condition and drug use habits of SWAP sample participants. Only one individual (1.6%) reported being in poor physical health; 11.3 percent identified themselves as being in fair health. The remaining 87.1 percent identified themselves as being in good physical health. Nearly 20 percent of the sample (19.4%) were self-reported drug users. Of individuals in the sample, 4.8 percent indicated they were suffering from drug withdrawal at the time of arrest. In addition, 11.3 percent reported they were under the influence at the time of arrest.

Table 6: Physical Condition

Characteristics	n	%
Physical Health		
Good	54	87.1%
Fair	7	11.3%
Poor	1	1.6%
Total	62	100.0%
Under the Influence at Time of Arrest		
Yes	7	11.3%
No	55	88.7%
Total	62	100.0%
Suffering from Drug Withdrawal at Time of Arrest		
Yes	3	4.8%
No	59	95.2%
Total	62	100.0%
Self-Reported Drug User		
Yes	12	19.4%
No	50	80.6%
Total	62	100.0%

3. Offenders' SWAP Offenses

As shown in Table 7, offenders have been classified based on the type of offense for which they were convicted and admitted to the SWAP.⁵ Property offenses (28.8%) and

⁵Table 7 displays the categories used to classify offenses. Although the Adams County SWAP employed a system of categorizing offenses for their monthly data reports, that system has not been used here. More than one person was employed by the SWAP to categorize offenders by type of offense; and, no effort was made to document intercoder reliability regarding the application of their categorization. Therefore, the research team has chosen to adopt an independently developed typology for the categorization of offense. The categorization developed by the research team was checked for intercoder reliability by having five team members independently apply the typology to the data. No disagreements were found when categorizations were compared. Because different systems for categorization were used, totals for offense categories from the sample cannot be compared directly with totals for categories used by the Adams County SWAP in their Monthly Data Reports to the ICJA.

procedural offenses (23.7%) together account for more than one-half of the sample. Drug offenses (17.0%) and offenses against persons (11.9%) are the only other categories which exceed ten percent of the sample. Felonies account for 86.2 percent of the offenses for which members of the sample were admitted to the SWAP.

Table 7: Current (SWAP) Offense Characteristics

Current Offense	n	%
Offense Type		
Driving Offense	5	8.5%
Drug Offense	10	17.0%
Person Offense	7	11.9%
Procedural Offense	14	23.7%
Property Offense	17	28.8%
Sex Offense	3	5.1%
Other	3	5.1%
Total	59	100.1% ¹
Offense Classification		
Criminal Felony	50	86.2%
Criminal Misdemeanor	4	6.9%
Traffic	3	5.2%
Civil Contempt	1	1.7%
Total	58	100.0%

¹Totals over or under 100 percent are due to rounding.

Table 8 summarizes the sample participants' current offense type, categorized by level of offense. All crimes against persons, the property crimes and the sex offenses were felonies. For the drug offenses, 80 percent were felonies, as were 84.6 percent of the procedural offenses. The driving offenses included no felonies.

Table 8: Current Offense Type by Offense Classification

		Misdemeanor	Felony	Traffic	Contempt	Total
Person	n		7			7
	%		100.0%			100.0%
Property	n		16			16
	%		100.0%			100.0%
Drug	n	2	8			10
	%	20.0%	80.0%			100.0%
Driving	n	2		3		5
	%	40.0%		60.0%		100.0%
Procedural	n	1	11		1	13
	%	7.7%	84.6%		7.7%	100.0%
Sex	n		3			3
	%		100.0%			100.0%
Other	n		3			3
	%		100.0%			100.0%

4. SWAP Participants' Offense Histories

Information was collected on the number of prior arrests for each offender in the sample.⁶ The average number of prior arrests was 3.7 (See Table 9). Those with one prior arrest constituted the largest single group in the sample (27.4%) Offenders in the sample ranged from having no prior arrests (4.8%) to having 18 arrests (1.6% or one individual).

⁶Information regarding the prior arrest history of each SWAP participant was collected from Illinois State Police (ISP) criminal history reports ("rap sheets") and CIMIS reports. In theory, rap sheets include each felony and misdemeanor arrest for an individual, regardless of where the arrest occurred, while CIMIS reports include the same information, as well as traffic and ordinance violations, but are limited to one county. Although attempts were made to reconcile these two documents, it proved impossible. For example, a felony arrest that occurred in Adams County should have appeared on both the rap sheet and the CIMIS report. However, more often than not, this did not occur. After discussions among CLES and ICJIA staff, it was decided the ISP data would serve as the primary data source. If those data were unavailable for an individual, the CIMIS data were to be used. All ordinance and traffic citations listed on an individual's CIMIS report were to be appended to the rap sheet data.

Table 9: Number of Prior Arrests

Number of Prior Arrests	n	%
No priors	3	4.8%
1 prior	17	27.4%
2 priors	8	12.9%
3 priors	8	12.9%
4 priors	5	8.1%
5 priors	9	14.5%
6 priors	4	6.5%
7 priors	2	3.2%
8 priors	2	3.2%
9 priors	2	3.2%
10 priors or more	2	3.2%
Total	62	99.9% ¹
Average number of prior arrests: 3.7 Standard deviation: 3.3		
Median number of prior arrests: 3.0 Range: 0-18		

¹Totals over or under 100 percent are due to rounding.

Using the same typology developed by the research team to categorize the offenses that placed the offenders in the SWAP, the research team categorized offenders' offense histories. The offenders' previous and current offenses were categorized according to type. Then, their offense histories were categorized based on which type of offense was most prevalent. The resulting categorization of predominant offense type in the offenders' histories is summarized in Table 10. For 31.7 percent of the sample, property offenses were the predominant type. The next largest category (21.7%) included those with mixed offense histories (i.e., instances where no offense type was most prevalent). Nearly two-thirds of those in the sample (62.9%) had no offenses against persons in their criminal history.

Table 10: Offense History Types

Offense History	n	%
Predominant Type of Offense¹		
Driving offense	5	8.3%
Drug offense	6	10.0%
Person offense	11	18.3%
Property offense	19	31.7%
Mixed offense history	13	21.7%
Other	1	1.7%
Sex offense	2	3.3%
No offense history	3	5.0%
Total	60 ²	100.0%
Offense Against Person in Offense History		
No	39	62.9%
Yes	23	37.1%
Total	62	100.0%

¹ Offense type excludes instant offense

² Information relating to the specific offenses committed by two (2) offenders was missing.

5. Time on the SWAP and Type of Discharge

This section contains the results of analysis of data obtained from the offender time sheets provided by the Adams County SWAP Coordinator for sample participants. Data were available for the number of days the offender was required to complete, the number of days the offender actually completed, the number of hours worked and the offender's discharge status. This analysis provides information regarding sample offenders' time on the SWAP and their type of discharge. Table 11 displays information regarding the number of work hours SWAP offenders were required to complete. Nearly two-thirds of the sample participants (63.5%) were

required to work 160 hours or less. However, another 28.9 percent were required to work 201 hours or more. The number of hours required ranged from 16 to 675 hours.

Table 11: Offender Sample: SWAP Hours Required

Number of SWAP Hours Required	n	%
40 hours or less	9	17.3%
41-80 hours	8	15.4%
81-120 hours	9	17.3%
121-160 hours	7	13.5%
161-200 hours	4	7.7%
201 hours or more	15	28.9%
Total	52	100.1% ¹
Average hours required: 177.9 Standard deviation: 152.3		
Median hours required: 126.0 Range: 16.0-675		

¹Totals over or under 100 percent are due to rounding.

Table 12 displays the data regarding the percentage of SWAP hours completed and the discharge type. The percentage of SWAP hours completed for each offender in the sample was obtained by dividing the number of hours completed by the number of hours required.

Approximately 40 percent of the sample SWAP participants completed 100 percent or more of their required time. In interviews with Sheriff's Department personnel, it was explained that some offenders who were still incarcerated would volunteer to work on the SWAP even after their required hours were completed. Half of the sample participants completed 86.7 percent or more of their required SWAP hours.

Nearly two thirds of the sample participants (65.0%) were satisfactorily discharged. Another 13.3 percent were discharged from the SWAP to treatment programs. Only 15 percent were given an unsatisfactory discharge and 6.7 percent were given an early release.

Unsatisfactory discharges generally resulted in petitions to revoke probation for those SWAP participants who also were on probation. Incarcerated SWAP participants receiving unsatisfactory discharges remained in jail but received no additional sanctions.

Table 12: Offender Sample: Percentage of Hours Completed and Discharge Type

SWAP Performance	n	%
Percent of SWAP Days Completed		
1-20 percent	7	13.5%
21-40 percent	4	7.7%
41-60 percent	6	11.5%
61-80 percent	5	9.6%
81-99 percent	9	17.3%
100 percent	11	21.2%
Over 100 percent	10	19.2%
Total	52	100.0%
Average percent completed: 75.0 Standard deviation: 152.3		
Median percent completed: 86.7 Range: 3.1-141.0		
Discharge Type		
Satisfactory	39	65.0%
Early release	4	6.7%
Unsatisfactory	9	15.0%
Released to treatment	8	13.3%
Total	60	100.0%

III. The Impact of Adams County SWAP

A. Impact on the Sheriff's Department, Jail and the Courts

1. Impact on the Sheriff's Department

The impact of the SWAP on the Adams County Sheriff's Department can be assessed in the areas of personnel, finances and other resources. Since its inception, the SWAP has operated at approximately the same staffing level, one full-time coordinator and one full-time field supervisor. The coordinator has always been a full-time Sheriff's Department employee responsible for the day-to-day operations of the SWAP, the record keeping and reports to the ICJIA, and the field supervision of SWAP work crews. The field supervisor is responsible for monitoring one work crew. Clerical support from the Sheriff's Department has been provided by employees with other duties in addition to the SWAP.

According to an interview with the Adams County Sheriff, the financial burden of the SWAP on the Sheriff's Department was slight. Initially, the financial impact of the SWAP was reduced by the ICJIA, which provided 75 percent of the SWAP operating budget. In the first year, the SWAP budget included costs for equipment purchases such as a vehicle and tools. Since then, the SWAP has acquired limited equipment from flood relief programs and county funds. ICJIA funding of the Adams County SWAP ended March 15, 1996. In a July 11, 1996 interview, the Sheriff estimated continuation of the program at the same level would cost approximately \$63,000 per year. He noted the County had committed to fund the SWAP through December, 1996 at which time the issue would be revisited.

2. Impact on the Jail

The number of offenders removed from the Adams County Jail by the SWAP and the expenditures of time and other resources by the jail for SWAP-related activities are the primary measures of the SWAP's impact upon the jail. For the sample of SWAP participants, slightly over two thirds (67.7%) were housed in the jail when not performing SWAP work. Sheriff's Department staff uniformly preferred having SWAP participants housed in the jail when not at work because it eliminated the concern about whether individuals would report for duty.

During the period of the SWAP's operations covered by this study, the capacity of the Adams County Jail fluctuated. At the beginning of SWAP's existence, the capacity of the jail was 70 inmates. In May 1994, jail construction began causing a temporary reduction in the jail capacity to 54 (ICJIA: FFY 1994, Adams County SWAP Annual Report, p. A-3). According to the annual report for FFY 1995, completion of the construction increased the capacity to 124. The Illinois Department of Corrections, Jail and Detention Standards Unit, Jail Population Statistics for FY 1995 and 1996 show the Adams County Jail operated at substantially below capacity. This was confirmed in an interview with the Adams County Jail administrator. Thus, by the time federal funding for the Adams County SWAP was terminated, jail capacity was not a concern. As a result, the need for the SWAP to reduce jail population levels was diminished.

The operations of the SWAP do not appear to have been an excessive burden upon the operations of the Adams County Jail. In an interview conducted on July 10, 1996 with the jail administrator, the SWAP was described as a positive factor for the jail staff. He stated the SWAP removes a significant portion of the jail population during the day, leaving jail staff with

fewer inmates to monitor. He also expressed his belief that most inmates preferred performing the work assignments to remaining in the jail.

3. Impact on the Courts

Interviews were conducted with an Adams County Circuit Court judge who has constant contact with the SWAP, the Director of Court Services (Adams County Probation Department) who has administrative responsibility for the probation department, including its interface with the SWAP, and the probation officer who coordinates public service work for the probation department and has day-to-day contact with the SWAP coordinator. All those interviewed expressed the belief that the SWAP provided an opportunity that did not previously exist for certain offenders to perform community service and repay part of their debt to society. They viewed the SWAP as the last chance for offenders prior to revocation of probation or a sentence of incarceration without probation or any community service. The judge believes he is able to sentence offenders to shorter stays in the Adams County jail when he can combine their sentence with the completion of SWAP hours. In addition, he believes he can sentence some individuals to the SWAP in combination with local jail time who would otherwise be sentenced to the Department of Corrections. The interviewees further agreed the change of deputies in the SWAP coordinator's position was a positive development for the program. The judge believes communication with the court has improved and the probation personnel believe the relationship between the SWAP and probation department is much more cooperative.

B. Impact on SWAP Participants

The impact of SWAP participation on the offenders in the program has been assessed by two means. Self-reported descriptions of the impact of the SWAP on Adams County

participants were solicited through a mailed survey. However, since only four surveys were returned, that particular information gathering strategy proved fruitless.⁷ In addition, data were collected from CIMIS reports and arrest records made available by the Illinois State Police to identify the participants pre-SWAP and post-SWAP arrest histories. These histories have been examined to identify any evidence of the SWAP having had an impact on the participants' offending behavior.

1. Correlates of Satisfactory Completion

Tables 13, 14, and 15 were developed in order to identify offender and offense characteristics related to satisfactory completion of the SWAP. As discussed earlier, the majority of program participants are unmarried white men. While marital status, gender and racial identification are related to discharge status, none of the relationships are statistically significant. All of the married participants satisfactorily completed the program, as did 61.1 percent of the non-married participants. Males had a higher percentage of unsatisfactory completion (16.7%) than did females (7.7%). CIMIS reports identified 18.4 percent of the white participants as having unsatisfactory SWAP discharges; none of the non-white participants fell in that category

⁷A copy of the cover letter and survey mailed to each sample SWAP participant is included in Appendix D.

Table 13: Offender Characteristics by Discharge Type

Offender Characteristics	Satisfactory Completion		To Treatment		Cond. Discharge or Bond		Unsatisfactory Completion		Total	
	n	%	n	%	n	%	n	%	n	%
Marital Status										
Married	6	100.0%	0	0.0%	0	0.0%	0	0.0%	6	100.0%
Not Married	33	61.1%	8	14.8%	4	7.4%	9	16.7%	54	100.0%
Gender										
Male	31	64.6%	6	12.5%	3	6.3%	8	16.7%	48	100.0%
Female	9	69.2%	2	15.4%	1	7.7%	1	7.7%	13	100.0%
Racial Identification										
White	32	65.3%	6	12.3%	2	4.1%	9	18.4%	49	100.1% ¹
Non-white	7	63.5%	2	18.2%	2	18.2%	0	0.0%	11	100.0%

¹Totals over or under 100 percent are due to rounding.

Similar results were obtained when the impact of two offense characteristics (offense type and offense level) on discharge type was analyzed. A comparison of the relationship between offense type and offense characteristics shows some patterns but the relationships are not statistically significant at the .05 level. As shown in Table 14, none of the participants sent to the SWAP because of person, drug or sex offenses were identified in the CIMIS reports as having unsatisfactory discharges. Between one-fifth and one-third of the participants with property, driving, procedural and other offenses were discharged unsatisfactorily from the SWAP.

An examination of the relationship between offense level and discharge type shows that unsatisfactory completions only occurred among participants sent to the SWAP because of a

felony charge. However, the relationship between offense level and discharge type is not statistically significant.

Table 14: Offense Characteristics by Discharge Type

Offense Characteristics	Satisfactory Completion		To Treatment		Cond. Discharge or Bond		Unsatisfactory Completion		Total	
	n	%	n	%	n	%	n	%	n	%
SWAP Offense Type										
Person	5	71.4%	0	0	2	28.6%	0	0.0%	7	100.0%
Property	10	58.9%	3	17.7%	0	0.0%	4	23.5%	17	100.1% ¹
Drug	7	70.0%	3	30.0%	0	0.0%	0	0.0%	10	100.0%
Driving	4	80.0%	0	0.0%	0	0.0%	1	20.0%	5	100.0%
Procedural	9	64.3%	2	14.3%	0	0.0%	3	21.4%	14	100.0%
Sex	3	100.0%	0	0.0%	0	0.0%	0	0.0%	3	100.0%
Other	0	0.0%	0	0.0%	2	66.7%	1	33.3%	3	100.0%
SWAP Offense Level										
Felony	31	62.0%	8	16.0%	3	6.0%	8	16.0%	50	100.0%
Misdemeanor	3	75.0%	0	0.0%	1	25.0%	0	0.0%	4	100.0%
Traffic	3	100.0%	0	0.0%	0	0.0%	0	0.0%	3	100.0%
Other	1	100.0%	0	0.0%	0	0.0%	0	0.0%	1	100.0%

¹ Totals over or under 100% are due to rounding.

The potential relationships between age, the number of arrests prior to SWAP participation, the number of arrests after SWAP participation, and the length of sentence (SWAP) received and discharge type were explored. As displayed in Table 15, although the relationships between these variables and discharge type were not statistically significant, a number of interesting patterns were revealed. When considering the two largest groups (satisfactory completion and unsatisfactory completion), all four offense variables appear to have

an impact. For example, those with satisfactory discharges were, on average, older individuals with fewer prior and post arrests than their unsuccessful counterparts. Additionally, their sentence length in SWAP averaged approximately 20 hours less than those who unsuccessfully completed the program.⁸

Table 15: Discharge Type by Offender and Offense Characteristics

		Average	Std. Dev.	Median	Minimum	Maximum
Age at Booking	Successful	26.44	8.65	23.68	18.02	52.62
	Unsuccessful	22.43	5.32	20.86	17.40	31.91
	To Treatment	29.97	10.69	27.89	18.58	51.1
	Bond/COD	30.56	7.70	34.13	19.02	34.95
Number of Prior Arrests Annualized	Successful	.58	.64	.41	.00	3.22
	Unsuccessful	1.35	1.12	.78	.15	3.32
	To Treatment	.49	.42	.42	.00	1.13
	Bond/COD	1.04	1.02	.73	.23	2.47
Number of Post Arrests Annualized	Successful	.37	1.08	.00	.00	5.29
	Unsuccessful	.67	1.34	.00	.00	3.26
	To Treatment	.00	.00	—	.00	.00
	Bond/COD	2.49	2.44	2.09	.00	5.78
Length of SWAP Sentence (in hours)	Successful	175.88	169.84	100.00	16.00	675.00
	Unsuccessful	193.33	112.25	160.00	40.00	380.00
	To Treatment	126.67	64.29	100.00	80.00	200.00
	Bond/COD	173.00	94.00	156.00	80.00	300.00

⁸The initial evaluation design included an analysis of the impact of participation on recidivism. Data on participants' pre- and post-SWAP arrests were available. However, information on the length of time participants were incarcerated was not available. In addition, the amount of time during which arrests could be tracked post-SWAP was limited because there were, at most, two years from the date of a participant's discharge from SWAP and the printing of the rap sheets from which arrest data were taken.

2. Post-SWAP Arrest Histories

As previously discussed, information was collected on the number of arrests after SWAP participation for each offender in the sample. As displayed in Table 16, the majority of participants remained arrest-free during the follow-up period after involvement in the SWAP.

Table 16: Post-SWAP Arrest Histories

Number of Post-SWAP Arrests	n	%
No post arrests	50	80.6%
1 post arrest	10	16.1%
2 post arrests	1	1.6%
3 or more post arrests	1	1.6%
Total	62	99.9% ¹
Average number of post-SWAP arrests: .29 Standard deviation: .86 Median number of post-SWAP arrests: 0 Range: 0-6 post-SWAP arrests		
Predominant Type of Offense		
Person offense	1	12.5%
Property offense	2	25.0%
Drug offense	0	0.0%
Driving offense	1	12.5%
Procedural offense	1	12.5%
Mixed offense history	3	37.5%
Total	8 ²	100.0%

¹Totals over or under 100 percent are due to rounding.

²The offense for which a SWAP participant was arrested for after SWAP involvement was missing for four individuals in the sample.

Using the same typology previously discussed, the post-SWAP arrests were categorized and summarized; those results also are included in Table 16. As presented, the few offenders in the sample who were re-arrested were accused of a variety of crimes, including property, procedural, person, and driving offenses.

The SWAP participants were categorized according to the predominant offense in their pre-SWAP arrest histories and whether they were arrested again subsequent to SWAP participation. Any results revealed, however, must be viewed with caution due to the small number of Adams SWAP participants who were rearrested. Given the seriousness of many of the Adams SWAP participants' SWAP offenses, the rearrest rate may be low because the participants were still incarcerated. As shown in Table 17, the two groups most likely to be rearrested were those with histories in which driving offenses or sex offenses predominated. Among those with a history containing predominantly person offenses, 27.3 percent were arrested post-SWAP. None of those with a history of drug offenses were re-arrested. Adams SWAP participants with at least one offense against persons in their offense history more likely to be rearrested (21.7%) than were those without a person offense in their history (17.9%).

Table 17: Pre-SWAP Offense History and Post-SWAP Arrests

Predominant Pre-SWAP Offense Type	Rearrested		Not Rearrested		Total	
	n	%	n	%	n	%
Driving offense	3	50.0%	3	50.0%	6	100.0%
Drug offense	0		6	100.0%	6	100.0%
Mixed offense history	1	8.3%	11	91.7%	12	100.0%
Other	0		1	100.0%	1	100.0%
Person offense	3	27.3%	8	72.7%	11	100.0%
Property offense	2	10.5%	17	89.5%	19	100.0%
Sex offense	1	50.0%	1	50.0%	2	100.0%
No offense history	1	33.3%	2	66.7%	3	100.0%
Offense History Contained a Person Offense:						
No	7	17.9%	32	82.1%	39	100.0%
Yes	5	21.7%	18	78.3%	23	100.0%

C. Impact on the Community

Between May, 1992 and February, 1996, the SWAP provided work opportunities for 299 inmates of the county jail. Statistics regarding hours worked, projects undertaken, and projects completed were accessible for all but two months of the evaluation period. Adams County SWAP undertook 436 projects of which 291 were finished. The SWAP participants completed 35,728 hours of work during the evaluation period.

Work providers at 31 sites were successfully contacted by telephone for their comments and evaluation of the Adams County SWAP. Worksite providers included municipal departments such as the housing authority, the Convention & Visitor's Bureau, and the Chamber of Commerce; as well as small businesses, not-for-profit agencies, and a variety of churches. Worksite tasks included interior building work such as painting, moving offices, and refinishing woodwork; outdoor work including mowing, clearing brush, and landscaping; and service projects for festivals, holidays, and special events.

Of the 31 providers contacted, 30 affirmed that they would use the SWAP workers again in the future, while one reported that he would not. The worksite provider who would not have the SWAP workers back reported he found them difficult to supervise in a large campus area.

Overall the worksite providers interviewed reported being very pleased with the help they received. One provider reported the SWAP workers fill 1,200 baskets every winter for Christmas. The agency has been so pleased with the quality and efficiency of the work that SWAP crews have returned three times each year to assist with projects apart from the Christmas baskets.

Another provider said that for years the SWAP workers have been peeling turnips for a church dinner which feeds 900 people. In addition, the workers are called upon to set up tables and chairs for the dinner and to clean up afterwards. The work provider reported the SWAP participants are "welcome anytime" because she has "nothing but good things to say about them."

In a similar vein, an Adams County resident reported that as he was cleaning built-up dirt from a sidewalk on an empty corner lot, the SWAP van came to a stop and offered assistance. The county resident who accepted the help reported that the SWAP workers "saved me about nine blisters and a full day's work." He verbalized his appreciation for their offer to assist and said he would gladly accept help again.

A not-for-profit representative reported she had used the SWAP workers to haul tables and chairs for an event, and to clean-up afterward. She reported the agency was delighted to be able to use the workers and would not be able to put on the event without their help. She commented the workers were polite and cooperative. The agency representatives' final comment was that she could not believe the workers were prisoners.

While reporting that they *would* use the SWAP workers again, some work providers verbalized their awareness of problems that occurred while getting their tasks completed. Problems mentioned included being unaware they were expected to feed the workers lunch, workers showing up without brooms and appropriate equipment, and workers "goofing off" when/if the supervisor left the worksite. Sheriff's Department personnel verified that occasionally crews are left unsupervised. This was explained as usually arising when the vehicle used for transport of the SWAP crews was needed at another site. Finally, all but one work

provider reported incurring no expenses related to having the SWAP workers assist with projects. One provider reported she thought it cost \$200 for the workers help, but did not specify what the alleged fee covered.

IV. Conclusions and Recommendations

The Adams County SWAP began with two objectives: (1) removal of inmates from the county jail to free bed space and (2) provision of a means for offenders to pay their debts to society. Clearly, the objective of removing inmates from the jail cannot be achieved by the Adams County program because most SWAP participants remain incarcerated while performing their required SWAP hours. The analysis of the impact of the SWAP on the community shows the second objective has been realized: the program provides an opportunity for offenders to perform public service thereby providing some amount of restitution to the community.

The Adams County SWAP experienced some changes in personnel during its existence that appear to have improved program functioning. In September, 1995 the original field supervisor was promoted to the SWAP coordinator position. This individual improved the communications between the SWAP and its external constituencies. The field supervisor position was filled by another Sheriff's Department employee.

The analysis of the type of offenses committed by Adams County SWAP offenders supports the descriptions of the program by the sentencing judge and probation personnel: SWAP is a public service alternative for incarcerated offenders from the most serious end of the offense spectrum. Most have committed felonies and a substantial number have at least one violent offense in their histories. Both the sentencing judge and probation personnel described the individuals sentenced to the SWAP as individuals who should not be sent to public service placements without the supervision of a deputy. However, comments from both local officials and representatives of community organizations who have had the SWAP crews work for them indicate that Adams County SWAP crews are sometimes left at work sites without their program

supervisors because of logistical problems stemming from the use of two work crews with a single vehicle for transportation. Even though they expressed gratitude for the work done by the SWAP, representatives of the community organizations said they were concerned about safety given what they perceived as less than constant supervision of the work crews. Therefore, it would be appropriate for the program to either re-evaluate the type of offenders sentenced to the SWAP and sent into the community, or make arrangements to ensure constant presence of a Sheriff's Department deputy with the work crews. Given current difficulties with providing constant supervision to existing work crews, expansion of the program cannot be recommended without a substantial increase in personnel and transportation to enhance supervision of the work crews.

References

Books

United States. Bureau of the Census. (1994). *County and city data book, 1994: A statistical abstract supplement*. Washington, DC: United State's Department of Commerce, Bureau of the Census.

University of Illinois at Urbana-Champaign. (1994). *Illinois statistical abstract*. Champaign-Urbana, IL: Bureau of Economic and Business Research, College of Commerce and Business Administration.

Internet

<http://govinfo.kerr.orst.edu>

Appendix A

Skills Assessment Form

EXHIBIT "C"

Case No. _____
Courtroom No or
Location _____
Court Return Date _____

SKILLS ASSESSMENT

NAME _____ D.O.B. _____ M _____ F PHONE _____
MO/DAY/YR.

CURRENT ADDRESS _____ CITY _____ ZIP _____

EDUCATION: HIGH SCHOOL _____ GRADUATE _____ YES _____ NO
COLLEGE _____ DEGREE _____ YES _____ NO

EMPLOYMENT: COMPANY _____
ADDRESS _____
_____ NOT PRESENTLY EMPLOYED _____ SELF-EMPLOYED
TYPE OF WORK PERFORMED _____
LENGTH OF TIME EMPLOYED BY CURRENT EMPLOYER _____
YEARS

HEALTH INFORMATION: DISABLING ILLNESS/INJURY _____
LIMITATIONS _____
ARE YOU PRESENTLY ON MEDICATION? _____ YES _____ NO

IF YES PLEASE EXPLAIN _____

PERSON TO CONTACT IN CASE OF EMERGENCY:

1. NAME _____ ADDRESS _____ PHONE _____
2. NAME _____ ADDRESS _____ PHONE _____

RELATIONSHIP TO YOU OF #1 _____

RELATIONSHIP TO YOU OF #2 _____

Appendix B

Offense Codes

OFFENSE CODES

SWAP Project - CIMIS, CHRIs, & Monthly Data Reports

Person	Property	Drug	Driving Related	Weapon	Other	Sex Offenses	Procedural
101-assault	201-theft (\$300-10K)	301-pcs	404-DUI	501-uuw	601-attempt	701-rape	801-contempt
102-aggravated assault	202-retail theft	302-mfg/d of cs	405-driving w/rev/su lic	502-uuw felon	603-issuance warrant	702-criminal sexual assault	803-perjury
103-battery	203-burglary	303-poss of cannabis	406-IVC general felony	503-possess weap / felon	608-disord conduct	703-criminal sexual abuse	804-bail bond violation
104-aggravated battery	204-crim dam to prop	304-mfg/d cannabis	407-leaving accident	504-foid violation	609-gambling	704-agg criminal sexual assault	805-felon failure to rtn from furlough
105-robbery	205-theft of mislaid	305-poss narc instru	416-title/reg off poss	505-agg discharge firearm	610-resist a cop	705-agg criminal sexual abuse	806-viol probation / CS
106-armed robbery	206-theft of labor ser	306-mfg/d under 18	417-operate uninsur mv	506-possess weapon	612-prostitution / pimping	706-att agg criminal sexual assault	807-violate order of public protection
107-armed violence	207-poss of burg tool	307-mfgdp non-narc	418-excess speed	507-deface weapon	614-obstruct justice	707-public indecen	808-harass jurors
108-murder	208-resident burglary	308-misc cs violate	419-aggravated DUI	508-reckless discharge firearm	616-mob action	708-cont sex delin of a child	810-fail to pay support
109-inv manslaughter	209-crim tres to veh	309-mfg/d by school	420-fail to transfer title	509-armed violence/ CAT I weapon	617-reckless conduct		811-fail to appear / warrant
111-attempted murder	210-crim tres to prop	310-mfg/d lookalike	421-improp use of title	510-armed violence/ CATII weapon	621-disturbing peace		812-juvenile charge (unknown)
114-kidnap related	211-crim tres to land	311-alcohol carry	422-no seatbelts	511-unlawful discharge firearm	622-ordinance		813-failure to pay fine
115-home invasion	212-cr dam state prop	312-rec/poss/sell	423-mv acc w/ damage		623-cruel to animals		814-parole violation
117-unlawful restraint	213-forgery	313-drug paraphenali	424-drive w/o valid lic		624-curfew violation		
118-vol manslaughter	214-dec prac / fraud	314-use intox comp	426-drive without lights		628-littering		
122-intimidation	215-auto theft	315-ped und influenc	427-careless boat		629-contrib to delinq of a minor		
123-agg battery great bodily harm	216-poss stolen vehic	316-minor poss liq	429-reckless driving		630-prowling		
124-agg battery w/gun	217-arson	317-drugs (gen)	430-class/spec regis		631-fleeing		
125-attempted robbery	218-known property damage 300-10K	318-unlaw del of alc	431-improper/defective		632-escape		
126-agg robbery	219-theft (no \$ listed)		432-limits on backing		633-viol liq con act		
127-2 nd degree murder	220-known property damage		433-accident injury / death		634-contraband in prison		
128-att armed robbery	221-known property damage 10K-100K		434-dwr risk harm		635-solicit prostitute		
132-agg assault w/ deadly weapon	223-attempt burglary		435-drive on rd for tr		636-ill use fireworks		
133-att agg robbery	225-false info on charge slip		436-mv (gen)		637-ill trans liquor		
134-reckless homicide	226-use credit card of another		437-fail to report accident w/ injury		638-elude cop		
135-aggravated arson	227-receive goods/ credit card fraud		438-pass bus		639-refusing to aid officer		
136-agg vehicle hijack	228-crim tress (gen)		439-no registration				
137-att agg veh hijack	229-crim dam (gen)		440-ivc mids				
138-conc homicide	230-rec stolen prop		441-fled / elude				
139-domestic battery	231-vandalism		443-disobey signal				
140-harass by phone	232-att mv theft		499-unknown driving related				
141-battery unborn kid	233-shoplifting						
142-endanger kid	234-attempt theft						
143-att agg battery	235-crim tres to resid						
144-trans obs mess	236-att resid burglary						
145-disarm cop							
146-solic for battery							

Appendix C
Monthly Data Report

Agreement # 4558
Month/Year DECEMBER 1995

Adams County SWAP

Monthly Data Report

Recipients of federal Anti-Drug Abuse Act funds are required, by that Act and program guidelines for its implementation, to submit data which reflect the activity and impact of the program being funded. This form has been developed to capture data which describe the work of the Chicago Police Department Narcotic Nuisance Abatement Unit. The form, in accordance with the interagency agreement with the Authority, is to be submitted on a monthly basis by the 15th of the month following the period covered by the report.

The series of tables that make up this form were designed to streamline the reporting, management, and analysis of data. It is imperative that each table in the form be completed accurately. To facilitate this, each table is accompanied by a brief set of reporting directions. Should reporting questions or uncertainties arise at any time, please contact the Authority for assistance.

Submitted by: _____

Date: _____

RECEIVED
JAN 10 1996
CHICAGO POLICE DEPARTMENT

Number of new offenders sentenced this month by offense and class (for class, indicate felony class 1, 2, 3, or 4, or misdemeanor A, B, or C)		
Offense	Class	Number
<i>Forgery</i>		<i>1</i>
<i>Agg. Battery</i>		<i>1</i>
Total =		<i>2</i>

Total number of offenders in the program this month	<i>11</i>
---	-----------

Total number of offenders completing the program this month	
Successfully	<i>1</i>
Unsuccessfully	<i>1</i>
Terminated	
Total =	<i>2</i>

Number of offenders in the program who would have otherwise received jail sentences	<i>1</i>
---	----------

Number of offenders locating permanent jobs this month	<i>2</i>
--	----------

Number of offender hours worked this month	1620
Number of projects worked on this month	13
Number of projects completed this month	8

Number of fees collected this month	0
Amount of fees collected this month	0

This month's activities:

- cut weeds, city of Madison
- cut brush, Fosterburg Township
- cut brush, Masonic Home, Granite City
- mulch trees, Alton
- pain Emergency court bldg., Alton
- unload Girl Scout cookies, Edwardsville
- cut brush, Horseshoe Lane State Park
- pick up debris, Alton Levee
- clean grounds, Madison Co. Animal Shelter
- cut weeds, Venice
- build Steps, Edwardsville Nature Center
- cut brush, Lusk Park, Edwardsville
- strip & was Chouteau Township Com, Center

Next month's activities:

Respond to the needs of cities, townships and civic groups as requested.

Problems encountered:

No problems encountered. Program running very smoothly!

Appendix D

Offender Cover Letter & Survey

UNIVERSITY OF ILLINOIS
AT SPRINGFIELD

Center for Legal Studies
Institute for Public Affairs
Public Affairs Center, Room 451
Springfield, Illinois 62794-9243

July 30, 1996

Name
Address
City, State, Zip

Dear Name:

The Center for Legal Studies at the University of Illinois in Springfield is evaluating the Adams County SWAP (Sheriff's Work Alternative Program). As part of the evaluation we are asking people who have worked on the SWAP to give us their opinions about the program. We are sending this survey to all people who have been in the SWAP. These surveys ask you to tell us your opinion about the SWAP. This information will tell us important information about how the SWAP participants think the program works and how it could be changed.

You do not have to answer these questions. We are not keeping a record of who returns these surveys so no one will know if you answered the questions. The Sheriff's Office and the judges will not know who answered our questions. If you don't want to answer these questions, just throw this survey away.

Please read all the questions. Then decide if you want to answer the questions. If you want to answer the questions, please answer them by circling the answer or filling in the blank. No one will know who filled out this form. Do not put your name on the survey. We have not put any numbers on it to tell us who this survey was sent to. When we write about the answers we will make sure no one can tell who gave answers to the survey.

If you want to answer the questions, please do so. When you are finished filling out this form, put it in the stamped envelope and sent it to us. If you have any questions, call us at (217) 786-6343.

Sincerely,

Pinky S. Wassenberg
SWAP Evaluation Project

Richard Schmitz
SWAP Evaluation Project

D-1
UIS

Adams County SWAP Evaluation Project
Center for Legal Studies
The University of Illinois, Springfield

We have been asked to evaluate the SWAP (Sheriff's Work Alternative Program) in Adams County. Part of the evaluation is asking people who have worked on the SWAP to give us their opinions about the program. Your name was given to us by the Adams County Sheriff's Office as someone who has worked on the SWAP.

You do not have to answer these questions. We are not keeping a record of who returns these surveys so no one will know if you answered the questions. The Sheriff's Office and the judges will not know who answered our questions. If you don't want to answer these questions, just throw this survey away.

Please read all the questions. Then decide if you want to answer the questions. If you want to answer the questions, please answer them by circling the answer or filling in the blank. No one will know who filled out this form. **Do not put your name on this paper.** We have not put any numbers on this paper to tell us who this survey was sent to. When you are finished filling out this form, put it in the stamped envelope and send it to us.

1. Are you? a. Female b. Male
2. How old were you when you worked on the SWAP in Adams County? _____ years old
3. Are you?
 - a. Black or African-American
 - b. Hispanic
 - c. White or Caucasian
 - d. Other (If you chose other, how would you describe yourself? _____)
4. What was the last grade in school you finished?
 - a. Less than 8th grade
 - b. 8th or 9th grade
 - c. 10th or 11th grade
 - d. Graduated from high school or completed a GED
 - e. Some college
 - f. Other (Please explain: _____)
5. When you were sentenced to the SWAP, did you live in Adams County?
 - a. No
 - b. Yes
6. Did you work on the SWAP?
 - a. Before trial
 - b. After trial and sentencing

6a. If you went to SWAP after trial, what had you been convicted of? _____
7. Since you became an adult, how many times have you been arrested? _____

8. Since you became an adult, how many times have you been in jail? _____

9. Were you in jail when you were asked to work on the SWAP in Adams County?

- a. No
- b. Yes

9a. If you were in jail, how many days had you been there when you were asked to work on the SWAP? _____

10. Were you in jail while you worked on the SWAP in Adams County?

- a. No
- b. Yes

If you were not in jail while you worked on the SWAP please answer the next question. If you were in jail while you worked on the SWAP, go to question 12.

11. Did you have a regular job (other than SWAP) when were working on the SWAP?

- a. No
- b. Yes

11a. If you had a regular job, did working on the SWAP cause job problems for you?

- a. No
- b. Yes

11b. If working on the SWAP caused problems, what kind of problems were there?

12. Who first talked to you about the SWAP?

- a. The judge at sentencing
- b. A probation officer
- c. Someone from the Sheriff's office
- d. Other (If other, who? _____)

12a. Did the person who placed you on the SWAP give you a choice?

- a. No
- b. Yes

12b. If they gave you a choice, why did you agree to work on the SWAP?

13. How many days did you work on the SWAP? _____ days

14. What did you like about the SWAP?

15. What did you dislike about the SWAP?

16. What types of work did you do for the SWAP?

17. Did you have a job after you left the SWAP?

- a. No
- b. Yes

18. Do you think the experience from working on the SWAP helped you find or keep a job?

- a. No
- b. Yes, it helped me find a job.
- c. Yes, it helped me keep a job.

18a. If SWAP helped you find or keep a job, how did it help?

19. Did you know about the SWAP before you worked for it?

- a. No
- b. Yes

19a. If you knew the about SWAP before you worked for it, how did you know about the SWAP?

20. Do you think the SWAP is a good idea?

- a. No
- b. Yes

20a. Please tell us why.

*Thank you for answering our questions.
Please return this survey in the envelop we provided.
You do not need a stamp to mail it.*



**ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY**

120 South Riverside Plaza, Suite 1016
Chicago, Illinois 60606-3997
312-793-8550

Jim Edgar, Governor
Bob Kustra, Lieutenant Governor
Peter B. Bensinger, Chairman