

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

An Evaluation of the Madison 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

172257



**ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY**

**AN EVALUATION OF THE MADISON 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 98-064.4
300 copies

Executive Summary

Madison County has experienced prolonged periods of jail overcrowding in the last decade. At the same time, the county needed more sentencing 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; and, (3) the impact of the SWAP on the Sheriff's Department, the Madison County Jail, the courts, the participants in the program, and the community. In order to describe the initial framework of the SWAP, its evolution and impact, the research team examined the program's documents, correspondence with the ICJIA and criminal history data bases; interviewed SWAP supervisors and staff, judges, jail personnel, and community leaders; and surveyed SWAP participants.

The SWAP Initiation and Design

The SWAP was designed and implemented by the Madison County Sheriff's Department. It began operation in December, 1992. The Madison County Sheriff's Department provided a supervisor who maintained other departmental duties in addition to the SWAP, a half-time civilian coordinator who was responsible for the day-to-day operations of the SWAP, 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 Madison County Jail by removing sentenced individuals from the jail to perform labor on work crews 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. The program was devised to include persons convicted of DUI as well as misdemeanor and felons sentenced for non-violent offenses.

Evolution of the SWAP

The SWAP experienced some changes in personnel and procedures during its existence that appear to have improved program functioning. In December, 1994 a new supervisor and a new civilian coordinator were brought into the program. These individuals improved the internal organization of the SWAP. In April 1995, several procedural changes were implemented. First, the judiciary ceased sentencing offenders directly to the SWAP. Instead, the SWAP coordinator recruited sentenced offenders from the jail. Second, the process for apprehending individuals who did not report to their SWAP assignment was streamlined. Specifically, the coordinator was permitted to prepare the necessary documents for the judge's signature to obtain a warrant. Also, at this time, the judiciary agreed that the penalty for non-compliance with SWAP rules would be to double the offenders's remaining SWAP time in jail.

Impact of the SWAP on the Sheriff's Department

Operation of the SWAP required the transfer of one full-time correctional officer to the field supervisor position and the diversion of a portion of the supervisor's time from other duties in the Sheriff's Department. The supervisor indicated his workload with the SWAP was not significant after his first few months with the program. The half-time coordinator was the only position which required additional personnel monies.

Impact of the SWAP on the Courts

The members of the judiciary in Madison County who had the most contact with the SWAP believed it provided a benefit to the community by allowing work to be done that otherwise would go undone. The judges also indicated the work of the coordinator was reliable and resulted in the operations of the SWAP taking up little of their time.

Impact of the SWAP on the Jail

Operation of the SWAP required daily sharing of information between the jail and the SWAP coordinator. It also was necessary for the jail to allow the SWAP coordinator access to the inmates in order for him to inquire about SWAP participation. Interviews with jail personnel indicate these activities did not disrupt the functioning of the jail. In addition, the jailer position vacated by the field supervisor was not filled after the SWAP began. However, jail personnel did not believe it was a significant burden on their operation.

The SWAP also was designed to reduce crowding in the Madison County Jail. While the SWAP did succeed in removing individuals from the jail who otherwise would have been in jail, the average daily population of the jail did not decrease because the spaces vacated by the SWAP participants were filled by others judges previously were unable to incarcerate.

Impact of the SWAP on Participants

The impact of the SWAP on the participants was assessed in two ways: by a mail survey of a sample of SWAP participants and by an analysis of data regarding the participants' pre- and post-SWAP offending behavior. Because of a low return rate, statistical analysis of the survey was not possible.

The majority of offenders placed on the SWAP were convicted of driving or procedural misdemeanor offenses, such as DUI or violation of order of protection. Over 90 percent of the

offender participants had at least one prior arrest; approximately 50 percent of the offenders had a prior arrest stemming from a person offense (e.g., assault). The average sentence length received by SWAP participants was 15.4 days (approximately three weeks), with over 90 percent of that time being served. The majority of offenders were satisfactorily discharged from the program; approximately 10 percent were AWOL.

The majority of participants remained arrest-free after being involved in the SWAP (65.6%); an additional 19.1 percent were re-arrested once.¹ Among those rearrested, the most common offenses committed were crimes against persons.²

Impact of the SWAP on the Community

Interviews with community leaders and recipients of SWAP services revealed broad support for the SWAP. The consensus is that the SWAP crews performed work that otherwise would not be completed. The beneficiaries of the SWAP work crews included units of local government, charitable organizations and civic groups. 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. Those beneficiaries contacted by the research team expressed gratitude for the services and generally commended the crews for their discipline and hard work.

¹Although the follow-up period varied due to original sentencing dates, the criminal history of each participant was tracked for no less than two years.

²Since some of these arrests were the result of being AWOL from SWAP, the results should be considered with caution.

Table of Contents

I.	Program Setting	1
A.	Locale and Population	1
B.	Employment/Income	2
C.	Prevalence of Crime in Madison County	3
II.	Program Description	7
A.	Structure and Operations	7
B.	SWAP Participants	12
1.	The Sample and Data Sources	12
2.	Demographic and Personal History Information	12
3.	Offenders' SWAP Offenses	16
4.	SWAP Participants' Offense Histories	19
5.	Time on the SWAP and Type of Discharge	21
III.	The Impact of Madison County SWAP	26
A.	Impact on the Sheriff's Department, Jail and the Courts	26
1.	Impact on the Sheriff's Department	26
2.	Impact on the Jail	27
3.	Impact on the Courts	29
B.	Impact on SWAP Participants	29
1.	The Participant Survey	29
2.	Correlates of Satisfactory Completion	34
3.	Correlates of Post-SWAP Recidivism	37
C.	Impact on the Community	41
IV.	Conclusions and Recommendations	44
References		
Appendix A		
Appendix B		
Appendix C		
Appendix D		

List of Tables

Table 1:	Madison County Arrests - Property Related Index Crimes (1982-1995)	4
Table 2:	Madison County Arrests - Violent Related Index Crimes (1982-1995)	5
Table 3:	Type of Offenses Leading to SWAP Participation	10
Table 4:	Offender Demographics	13
Table 5:	Marital Status and Family	14
Table 6:	Physical Condition	15
Table 7:	Current (SWAP) Offense Characteristics SWAP Sample	17
Table 8:	Current Offense Type by Offense Classification	18
Table 9:	Number of Prior Arrests	19
Table 10:	Offense History Types	21
Table 11:	Offender Sample: SWAP Days Required	22
Table 12:	Offender Sample: Percentage of Days Completed and Discharge Type	23
Table 13:	Offender Population (December 94-July 96): SWAP Days Required	24
Table 14:	Offender Population (December 94-July 96): Percent of Days Completed	24
Table 15:	Offenders Removed from Jail by SWAP	28
Table 16:	Respondents' Introduction to SWAP	31
Table 17:	Number of Days in Jail before SWAP	31
Table 18:	Days and Times on SWAP	32
Table 19:	SWAP and Employment	33
Table 20:	Evaluation of SWAP	34
Table 21:	Offender Characteristics by Discharge Type	35
Table 22:	Discharge Type by Various Offender and Offense Characteristics	36
Table 23:	Offense Characteristics by Discharge Type	37
Table 24:	Post-SWAP Arrest Histories	38
Table 25:	Pre-SWAP Offense History and Post-SWAP Arrests	39
Table 26:	Participant Characteristics and Post-SWAP Arrests	40
Table 27:	Post-SWAP Rearrest by Various Offender and Offense Characteristics	41
Table 28:	Summary of SWAP Activity: January, 1993-September, 1996	42

List of Figures

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

I. Program Setting

A. Locale and Population

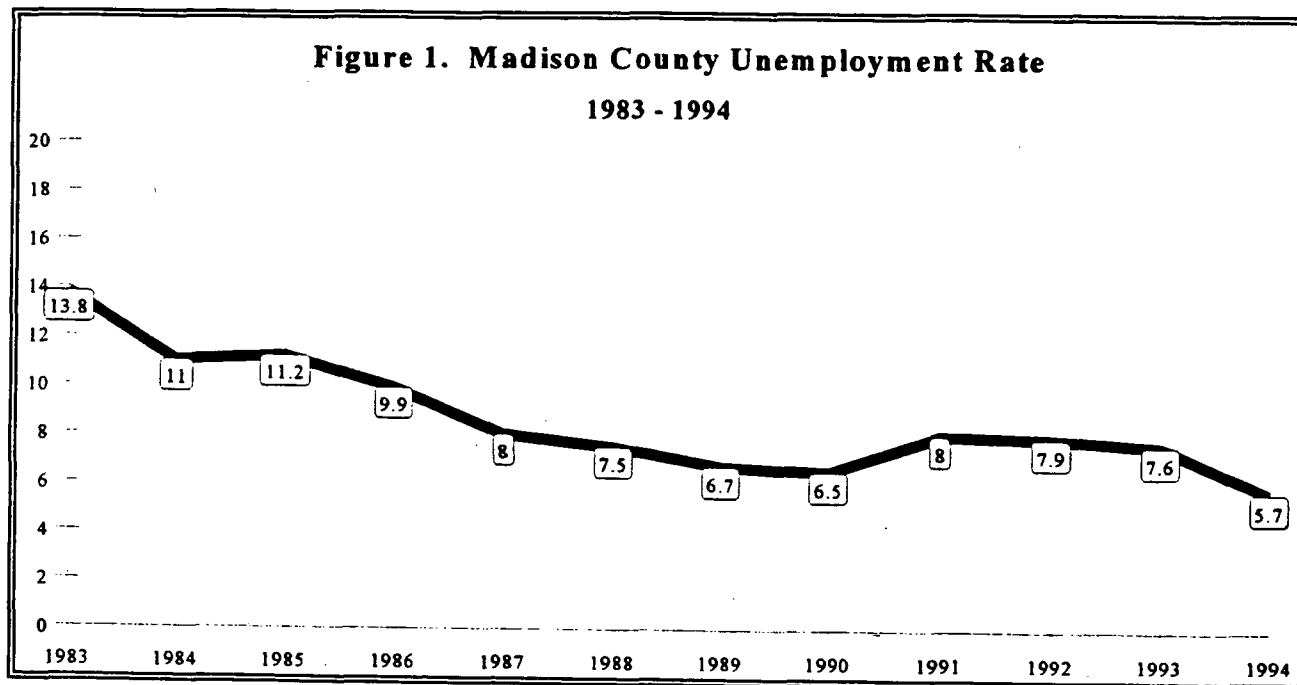
Madison County, Illinois is located in the southwestern section of the state. It shares a western border with the State of Missouri and is situated along the Mississippi River. The city of Alton is the most populated (approximately 33,000), and Edwardsville serves as the county seat and site of the Madison County courthouse.

Census estimates for 1992 placed the Madison County population at just over a quarter of a million persons (253,260). This represented an increase in the population from 1980; at that time the population of Madison County was 247,661 persons. However, population projections estimate that this trend will not continue and by the year 2020, the County's population should fall below 245,000 persons (Illinois Statistical Abstract: 1995).

With respect to population demographics, the majority of persons residing in Madison County are white (92.4%), and the largest cluster of the population (16.6%) is between the ages of 25-34 years old. An additional 7.8 percent is between 39-39 years old. The gender of persons residing in Madison County is almost equally split; 47.9 percent of the population is male and 52.1 percent is female. In terms of educational attainment, the majority of Madison County residents who are 25 years old or older have either a high school diploma (36.0%) or have not graduated (24.2%). Less than 15 percent of the population holds either a Bachelor's, graduate, or professional degree (County and City Data Book: 1994).

B. Employment/Income

From 1983 to 1993, earnings of persons employed in Madison County averaged an annual increase of 5.2 percent. During the same time, the reported rate of unemployment declined, although with slight fluctuations in the early 1990s (see Figure 1).



In 1989 a median household income of \$29,338 was reported for residents of Madison County. However, when considered by race, a considerable difference was noted: the median household income for white residents was \$30,171, while a median household income of \$16,017 was reported for black residents. Of all families in Madison County, 8.5 percent report an income below the poverty level; approximately one-third of all female head of household families live in poverty (32.9%). Within the state, Madison County ranks third in the number of households below the poverty level, with a reported 10,843 households (Illinois Statistical Abstract: 1995).

Madison County is part of the St. Louis metropolitan area with an employed civilian labor force of approximately 113,000 persons. Of these people, the greatest percents are employed in wholesale/retail trade industries (21.9%) or in manufacturing (21.3%). Other noted areas of employment include health services (8.6%); finance, insurance and real estate (7.2%); public administration (4.1%); and, agriculture, forestry, and fisheries (1.6%). In terms of earnings, the largest industries are durable goods manufacturing (22.6%), followed by services (21.1%), then state and local government (12.8%). Together these industries account for 56.5 percent of all earnings (<http://govinfo.kerr.orst.edu>).

C. Prevalence of Crime

According to Illinois Uniform Crime Report (IUCR) data reported by the ICJIA, during 1991, 10,873 serious crimes were known to police working in Madison County.¹ Of these crimes, 6.5 percent were violent in nature and 93.5 percent were property-related. This represents a general decline in the number of serious crimes known to law enforcement as having occurred in Madison County over the past decade. In 1985 there were 11,362 serious crimes known to police, while four years earlier, 13,362 were known to have occurred.

Law enforcement representatives from agencies within Madison County have reported fluctuations in the number of arrests for property and violent crimes for the years 1982 to 1995. While decreases in the number of property offense arrests were observed through 1990, since that time the number has increased, although somewhat erratically. Further, recent statistics still are lower than those reported in the early 1980s. Total arrests for the crimes which comprise the

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

Violent Index also fluctuated. However, since 1991 the number of violent crime arrests consistently have increased. By 1995, a decade high of 714 arrests for violent offenses in Madison County was reported, more than double of that reported in earlier years.

As presented in Table 1, four separate crimes comprise the IUCR Property Related Index: burglary, theft, motor vehicle theft, and arson. Of these offenses, burglary and theft historically have had the greatest impact on total UCR property arrests occurring in Madison County. During the past 14 years, the number of persons arrested for burglary has ranged from a low of 240 in 1989, to a high of 524 in 1983; an average of 326 persons were arrested each year for this offense. Arrests for theft slowly decreased from 1982 to 1990, although minor increases were reported for a few of the intervening years. During that period, the number arrested declined from 1,583 in 1982 to 1,211 in 1990 (a decrease of 23.5 %). Arrests for theft increased from 1990 through 1992, and since then, have not shown a consistent trend. Arrests for theft in 1995 were slightly below the 1992 level. Over the entire 14 year period, an average of 1,426 persons per year have been arrested on theft charges in Madison County.

Table 1: Madison County Arrests - Property Related Index Crimes (1982-1995)

	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	Avg.
Burg.	441	524	366	367	295	296	271	240	261	303	267	263	341	331	326.1
Theft	1583	1553	1556	1506	1513	1367	1284	1337	1211	1395	1483	1426	1281	1475	1426.4
MV Theft	117	95	93	91	117	73	63	45	68	72	91	85	114	153	91.2
Arson	18	11	4	10	12	8	10	12	13	22	11	16	88	14	17.8
Total	2159	2183	2019	1974	1937	1744	1628	1634	1553	1792	1852	1790	1824	1973	1861.6

Arrests for motor vehicle theft represent the third largest contributor to total index property arrests in Madison County. Over the 14 year period a distinct trend emerged. With the exception of 1986, there was a general decline in number of arrests from 1982 to 1989. Since then, increases have occurred most years. An average of 91 persons were arrested for theft of a motor vehicle each year.

Each year, few persons were arrested in Madison County on charges of arson. Arrests generally hovered around 12 to 15 per year. However, in 1994, 88 individuals were arrested. Reasons for this dramatic increase are unknown.

Four offenses comprise the total Violent Crime Index: murder, criminal sexual assault, robbery, and aggravated assault. Data for the years 1982 to 1995 are presented in Table 2. Of these crimes, aggravated assault and robbery are most prevalent in Madison County, followed by criminal sexual assault. From the period 1982 through 1995, Madison County averaged 14.6 murder arrests per year, ranging from a high of 33 in 1990 to a low of five in 1995.

Table 2: Madison County Arrests - Violent Related Index Crimes (1982-1995)

	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	Avg.
Murder	14	10	7	7	28	19	16	7	33	15	15	17	11	5	14.6
Crim. Sex Assault	32	16	17	44	38	28	40	45	48	39	38	69	58	74	41.9
Robbery	120	33	61	70	79	55	47	43	54	57	49	52	71	83	62.4
Agg. Assault	182	111	195	190	250	234	180	205	287	184	220	282	531*	552*	263.2*
Total	348	170	280	311	395	336	283	300	422	295	322	420	671	714	382.1

*May include simple assaults.

As stated above, arrests for violent crimes fluctuated until 1991. This trend can be observed in each of the four offense categories. For example, arrests for robbery shifted from 120 in 1982, to 33 in 1983. Three years later, 79 individuals were arrested for robbery in Madison County. Much of the increase observed in total violent arrests since 1991 can be attributed to aggravated assaults. During the past five years, these arrests increased 244.6 percent (184 to 634), with the greatest increase occurring between 1993 and 1994 -- 282 arrested in 1993 and 531 arrested in 1994. Of the other violent index crimes, increases in arrests were observed for both criminal sexual assault and robbery during this time period.

Total drug arrests remained generally stable from 1974 until the early 1990s.² At that time, arrests increased almost two-fold. In 1994 and 1995, substantial increases were observed again. Historically, the majority of drug arrests in Madison County have been due to cannabis control violations. However, starting in 1990, significant increases in the number of individuals arrested for controlled substance violations began to appear. In the past, approximately 80.0 percent of total drug arrests were due to cannabis control violations; by the early 1990s, this percent dwindled to less than 50 percent. Arrests for other drug violations; including those under the Hypodermic Needle Act, have had little impact on the composition of drug arrests in Madison County.

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

II. Program Description

A. Structure and Operations

The Madison County Sheriff's Work Alternative Program (SWAP) began operation December, 1992. The program was designed to use sentenced offenders as a work crew that would perform public works throughout Madison County. Documents submitted by the Madison County Sheriff's Office to the Illinois Criminal Justice Information Authority (ICJIA) identified two general goals for the program. The first was to reduce jail crowding. The Madison County Jail was consistently experiencing populations over the facility's capacity. In order to relieve jail crowding, the SWAP aspired to remove and employ ten people who otherwise would have been 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 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 being established through the offender's probation officer. Inmates from the jail would be used only if the number of offenders sentenced to the SWAP was too low.

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. The form was designed as a means to obtain information about special skills participants might possess and to allow matching of those skills to work assignments. Interviews conducted with SWAP personnel indicate the skills assessment was never implemented. The necessity of SWAP offenders working as a single unit made matching of individual skills to jobs impractical.

In December of 1992, SWAP activities centered around acquiring equipment and hiring personnel. Initially, the SWAP was supervised by a Sheriff's Department Lieutenant who had other duties in addition to the SWAP. The SWAP was coordinated by a part-time civilian employee. 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. A Sheriff's Department Sergeant was transferred from the jail to the position of SWAP field supervisor in order to perform daily supervision of the work crews. During December, the SWAP acquired a twelve passenger van for transporting SWAP crews, various hand tools, and a trailer for transporting the tools. In January, 1993, the SWAP began operating work crews.

The program proceeded with little structural change in the first two years. In March, 1993, the SWAP coordinator position was increased from 15 to 20 hours per week. Otherwise, program operations and personnel remained unchanged. However, in December, 1994, significant personnel changes took place. A Captain replaced the Lieutenant who had been the supervisor and a new civilian SWAP coordinator was hired. As before, the supervisor maintained other duties in the Sheriff's Department and the coordinator remained a half-time

position. The work crew field supervisor remained the same. The change in the supervisor and coordinator was viewed as necessary to improve functioning of the SWAP.

Another significant change in the operation of the SWAP occurred in April, 1995. At this time, the local judiciary ceased sentencing offenders directly to the SWAP. Instead, offenders were to be sentenced to the Madison County Jail with the determination of SWAP eligibility made by the Sheriff's Department SWAP coordinator. After this change, the SWAP coordinator was responsible for reviewing the daily jail intake list and determining which offenders were eligible based on the type of offenses committed. The coordinator then interviewed eligible offenders, obtained a commitment from the offenders to participate in the SWAP, and prepared and submitted a draft order to the court to allow the offenders to participate in the SWAP. This change gave the SWAP coordinator more control over the number and type of participants in the program. Prior to this change, there was no assurance that the number of offenders sentenced to the SWAP would match the number the program could handle. The change also allowed the SWAP to handle discipline more efficiently. Previously, individuals who did not show up for work assignments or who violated other SWAP rules, could only be disciplined via a request to the prosecutor's office for court sanctions. Because the SWAP was involved with less serious offenders, SWAP requests for sanctions were often not high priority items for the prosecutor or the courts. SWAP personnel believed this resulted in delays in processing or lack of action being taken on many requests for sanctions. The revised policy allowed individuals who did not report for assignments to be returned to the jail after the SWAP coordinator drafted a pick-up order. In addition, the local judiciary agreed that the penalty for non-compliance with SWAP requirements would be two times the offender's remaining SWAP days.

Throughout the existence of the SWAP, monthly data reports were submitted by the SWAP to the ICJIA. These reports included the number of participants and offenses which resulted in their incarceration. The evaluation team divided these offenses into seven categories: driving, drug, person, procedural, property, weapon, and other. A list of the individual crimes the categories include is provided in Appendix A. A sample monthly report form is attached as Appendix B. Table 3, organized by offense type, was compiled from the monthly reports and shows the number of SWAP participants from January 1993 (the first month the program admitted offenders) through September 1996.

Table 3. Type of Offenses Leading to SWAP Participation

Year		Driving	Drug	Person	Procedural	Property	Weapon	Other	Total
1993	N	40	8	8	19	5	0	3	83
	%	48.2%	9.6%	9.6%	22.9%	6.0%	0.0%	3.6%	99.9% ¹
1994	N	110	5	22	8	27	1	17	190
	%	57.9%	2.6%	11.6%	4.2%	14.2%	0.5%	8.9%	99.9% ¹
1995	N	107	8	32	18	25	0	8	198
	%	54.0%	4.0%	16.2%	9.1%	12.6%	0.0%	4.0%	99.9% ¹
1996	N	88	9	32	14	29	0	2	174
	%	50.6%	5.2%	18.4%	8.0%	16.7%	0.0%	1.1%	100.0%
Total	N	345	30	94	59	86	1	30	645
	%	53.5%	4.7%	14.6%	9.1%	13.3%	0.2%	4.7%	100.0%

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

Driving offenses represent the most common offense type for which SWAP offenders were sentenced. This group accounted for 53.5 percent of the total population. Property crimes (13.3%) and crimes against the person (14.6%) are the only other categories that account for more than ten percent of the total population of SWAP participants. This overall pattern of offense types is consistent for all years of the program.

A sample of 131 offender records for participants discharged from the SWAP between July 1, 1995 and March 30, 1996 provides more detailed information regarding the specific offenses committed by SWAP participants. In this sample, the most common offenses were contempt of court (26%), driving while license revoked (19.8%), domestic battery (11.5%), violation of probation or conditional discharge (5.3%), DUI (3.8%), battery (3.8%), possession of a controlled substance (3.1%), and theft (3.1%). These offenses account for 76.4 percent of the sample population. Crimes against a person (battery and domestic battery), and the one sex crime are the only crimes of violence that appear in the sample. These account for 16.1 percent of the sample; 83.9 percent of the sample are non-violent offenders. Also, with the exception of the sex offense, all of the crimes against a person were misdemeanors.

Funding for the SWAP has been provided from two sources: federal Anti-Drug Abuse Act funds which were made available through the ICJIA, and a local match of 25 percent each year. Additional non-matching funds were provided in the last three years in the amounts of \$18,602, \$9,084 and \$1,105 respectively. During the program's initial year, \$50,000 in Anti-Drug Abuse Act funds were provided to the SWAP. However, in the following year, funding was cut almost in half, to \$27,716, reflecting the removal of one-time equipment costs. In 1996, funding was increased to \$36,218.

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 Madison County Correctional Institution Management Information System (CIMIS) database with the individual SWAP participant time sheets provided by the Madison County SWAP coordinator.³ When the two data sources were combined, information was available for a sample of 131 SWAP participants.⁴ Because these participants represent a time-bound sample of the entire Madison County SWAP participant population, generalizations should be made with caution.

2. Demographic and Personal History Information

A personal history screen is available as part of the CIMIS data collected for each offender admitted to the Madison County Jail. This personal history screen contains information on the offender's demographic characteristics as well as health and substance abuse information. The health status and substance abuse information in this database is self-reported by the offender at the time of admission to the jail. The information in this section of the report regarding the sample of SWAP participants has been taken from those personal history screen data.

³ CIMIS data were not available from the ICJIA for all offenders who had participated in the Madison County SWAP. CIMIS data were provided for all SWAP participants with discharge dates between July 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 131.

As shown in Table 4, 77.1 percent of the Madison County SWAP sample are white. Black offenders constitute 22.1 percent of the SWAP sample. One participant in the sample (.8%) was identified as Hispanic. The sample contains more male offenders (87.0%) than female offenders (13.0%). The average age of the Madison County sample was 30.8 years; 50 percent were 30.5 years old or older. Offenders in the sample ranged from 17 to 59 years old.

Table 4: Offender Demographics

Characteristics	n	%
Racial Identification		
White	101	77.1%
Black	29	22.1%
Hispanic	1	0.8%
Total	131	100.0%
Gender		
Male	114	87.0%
Female	17	13.0%
Total	131	100.0%
Age Upon Release from SWAP		
17-18 years old	5	3.9%
19-21 years	14	10.8%
22-30 years	46	35.4%
31-40 years	54	41.5%
41-50 years	8	6.2%
51 and older	3	2.3%
Total	130	100.1% ¹
Average age: 30.8 years Standard deviation: 8.3 years		
Median age: 30.5 years Range: 17-59 years		

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

Table 5 summarizes the data regarding the family status of participants in the sample.

Over half of the sample were single (57.4%); 13.2 percent were married. Those categorized as divorced constituted 17.1 percent of the sample; 9.3 percent were separated. Small percentages were categorized as being in a common law marriage (2.3%) or widowed (.8%). Among the offenders in the sample, 36.2 percent had no children and 26.2 percent had one child. Those with two children constituted 14.6 percent of the sample. Ten percent had three children; and, 13.1 percent had four or more children.

Table 5: Marital Status and Family

Characteristics	n	%
Marital Status		
Single	74	57.4%
Married	17	13.2%
Common law marriage	3	2.3%
Separated	12	9.3%
Divorced	22	17.1%
Widowed	1	0.8%
Total	129	100.1% ¹
Number of Children		
No children	47	36.2%
1 child	34	26.2%
2 children	19	14.6%
3 children	13	10.0%
4 or more children	17	13.1%
Total	130	100.0%

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

Because many of the SWAP jobs involve a great deal of physical labor, it is not surprising that individuals describing themselves as being in good health predominated (see Table 6). Only 6.9 percent were categorized as in fair health; 1.5 percent (two offenders) reported being in poor health. A small percent, 3.9 percent of the sample, described themselves as being under the influence at the time of arrest. None indicated they were suffering from drug withdrawal at time of arrest, although 2.3 percent (three offenders) described themselves as drug users.

Table 6: Physical Condition

Characteristics	n	%
Physical Health		
Good	120	91.6%
Fair	9	6.9%
Poor	2	1.5%
Total	131	100.0%
Under the Influence at Time of Arrest		
Yes	5	3.9%
No	124	96.1%
Total	129	100.0%
Suffering from Drug Withdrawal at Time of Arrest		
Yes	0	0.0%
No	131	100.0%
Total	131	100.0%
Self-Reported Drug User		
Yes	3	2.3%
No	128	97.7%
Total	131	100.0%

3. Offenders' SWAP Offenses

As shown in Table 7, offenders were classified based on the type of offense for which they were convicted and admitted to the SWAP.⁵ The largest category of SWAP offenders contained those convicted of driving-related crimes, which constituted 34.6 percent of the sample. The second largest category was made up of offenders sentenced for crimes categorized as procedural in nature (30.0%). Procedural offenses include contempt of court, failure to pay court-ordered fines, violation of probation, and similar offenses. Offenses against persons led to SWAP participation for 17.7 percent of the sample.⁶ Smaller percentages of the sample were convicted of property offenses (8.5%) and drug-related offenses (3.8%).

Offenders convicted of criminal felonies comprised 13 percent of the SWAP sample; an additional 42.0 percent had committed misdemeanors. One-quarter of the SWAP participants were placed in SWAP as the result of contempt citations; and 19.8 percent had been convicted of traffic offenses.

⁵ Table 7 displays the categories used to classify offenses. Although the Madison County SWAP employed a system of categorizing offenses by categories 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, although 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 Madison County SWAP in their Monthly Data Reports to the ICJIA.

⁶ Domestic battery was the most common offense among those who were on SWAP as the result of committing crimes against persons (14 of the 23 offenders in this category). However, this category also included two individuals sentenced for assault, three for aggravated assault and four for batter, one for possession of a firearm by a felon and one for aggravated criminal sexual abuse. All but one of the crimes against persons committed by SWAP offenders were misdemeanor offenses.

Table 7: Current (SWAP) Offense Characteristics

Current Offense	n	%
Offense Type		
Driving Offense	45	34.6%
Drug Offense	5	3.8%
Person Offense	23	17.7%
Procedural Offense	39	30.0%
Property Offense	11	8.5%
Other	7	5.4%
Total	130	100.0%
Offense Classification		
Criminal Felony	17	13.0%
Criminal Misdemeanor	55	42.0%
Traffic	26	19.8%
Civil Contempt	33	25.2%
Total	131	100.0%
Number of Charges Involved		
One	63	48.5%
Two	23	17.7%
Three	23	17.7%
Four or more	21	16.2%
Total	130	100.0% ¹
Average number of charges: 2.3		
Standard deviation: 1.9		
Median number of charges: 2.0		
Range: 1-10		

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

SWAP participants also were categorized based on the number of charges for which they were convicted. SWAP offenders averaged 2.32 charges on their current (SWAP) offense. About one-half of the offenders (48.5%) were convicted of one charge. Offenders convicted of two charges constituted 17.7 percent of the sample as did those convicted of three. Individuals convicted of four or more charges made up 16.2 percent of the sample.

Table 8 summarizes the SWAP participants' current offense type categorized by level of

offense. All but one of the current offenses in the person category were misdemeanor offenses. Among the property offenses, 63.6 percent were misdemeanors and 36.4 percent were felonies. Sixty percent of the drug offenses were felonies. A greater diversity existed among current offenses in the 'driving' category: 31.1 percent were misdemeanors, 11.1 percent were felonies, and 57.8 percent were categorized as traffic offenses. Procedural offenses varied in level although the majority were contempt citations (84.6%).

Table 8: Current Offense Type by Offense Classification⁷

		Misdemeanor	Felony	Traffic	Contempt	Total
Person	n	22	1			23
	%	95.7%	4.3%			100.0%
Property	n	7	4			11
	%	63.6%	36.4%			100.0%
Drug	n	2	3			5
	%	40.0%	60.0%			100.0%
Driving	n	14	5	26		45
	%	31.1%	11.1%	57.8%		100.0%
Procedural	n	2	4		33	39
	%	5.1%	10.3%		84.6%	100.0%
Other	n	7				7
	%	100.0%				100.0%

⁷The one SWAP participant whose current offense was a sex offense (felony) is omitted from the table.

4. SWAP Participants' Offense Histories

Information was collected on the arrest histories of each offender in the sample.⁸ The average number of prior arrests was 4.3; offenders in the sample ranged from having no prior arrests (8.4%) to 22 (.8% or one individual). Fifty percent of the sample had four arrests or fewer.

Table 9: Number of Prior Arrests

Number of Prior Arrests	n	%
No priors	11	8.4%
1 prior	17	13.0%
2 priors	22	16.8%
3 priors	10	7.6%
4 priors	25	19.1%
5 priors	14	10.7%
6 priors	9	6.9%
7 priors	7	5.3%
8 priors	1	0.8%
9 priors	4	3.1%
10 priors or more	11	8.4%
Total	131	100.0% ¹
Average number of prior arrests: 4.3 Standard deviation: 3.8		
Median number of prior arrests: 4.0 Range: 0-22 prior arrests		

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

⁸Information 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 occurs, 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 Madison 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 violations listed on an individual's CIMIS report were to be appended to the date from their rap sheet.

Using the same typology developed by the research team to categorize the offenses that placed the offenders on 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 offense type was most prevalent. The resulting categorization of predominant offense type in the offenders' histories is summarized in Table 10. Approximately one-fourth (24.2%) of the sample had offense histories consisting predominantly of committing property crimes; an almost equal number (22.5%) were involved primarily with person offenses. Driving offense histories were found among 10.0 percent of the sample; few offenders had prior histories of predominant involvement in drug (7.5%), procedural (2.5%), or other (5.0%) offenses. It should be noted that the largest percent of the SWAP sample, 28.3 percent, had mixed offense histories (i.e., no one type of offense was most common).

The offense histories of the SWAP participants were examined to determine whether they contained offenses against persons. As shown in Table 10, the offense histories of most SWAP participants (51.1%) did not contain offenses against persons.

Table 10: Offense History Types

Offense History	n	%
Predominant Type of Offense		
Driving offense	12	10.0%
Drug offense	9	7.5%
Person offense	27	22.5%
Procedural offense	3	2.5%
Property offense	29	24.2%
Mixed offense history	34	28.3%
Other	6	5.0%
Total	120 ¹	100.0%
Offense Against Person in Offense History		
No	67	51.1%
Yes	64	48.9%
Total	131	100.0%

¹ Eleven SWAP participants did not have prior offenses.

5. Time on SWAP and Type of Discharge

This section contains the results of two separate analyses. The first, presented in Tables 11 and 12, uses data taken from the offender time sheets provided by the Madison County SWAP Coordinator for *participants in our sample*. 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 SWAP, and their type of discharge. The second analysis, presented in Tables 13 and 14, uses data from offender time sheets provided by the Madison County SWAP Coordinator for *all SWAP participants from December, 1994 through July, 1996*. These data provide a broader view of the number of SWAP days required and completed

since the data set goes beyond the group of offenders for which we have CIMIS data.

Offender Sample. Table 11 shows the data regarding the number of SWAP days sample offenders were ordered to complete. The average number of days required was 15.4, however, there was considerable variation. The offender with the least days required had three days, while the offender with the most had 182 days. Half the offenders had 20.5 or fewer days to complete.

Table 11: Offender Sample: SWAP Days Required

Number of SWAP Days Required	n	%
1-5 days	39	29.8%
6-10 days	28	21.4%
11-15 days	23	17.6%
16-20 days	12	9.2%
21-25 days	7	5.3%
26 days or more	22	16.8%
Total	??	100.1% ¹
Average days required: 15.4 days Standard deviation: 20.5 days		Median days required: 9.0 days Range: 3-182 days

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

The percentage of SWAP days completed for each offender was obtained by dividing the number of days completed by the number of days required. As shown in Table 12, the overwhelming majority of SWAP offenders in the sample completed 100 percent of their days required. The average percent of days completed was 91.8 percent. Only one offender failed to complete any days required and fewer than nine percent completed less than half of their required days.

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

SWAP Performance	n	%
Percent of SWAP Days Completed		
0 percent	1	0.8%
1-20 percent	7	5.3%
21-40 percent	3	2.3%
41-60 percent	0	0.0%
61-80 percent	2	1.5%
81-99 percent	5	3.8%
100 percent	113	86.3%
Total	131	100.0%
Average percent completed: 91.8%		Median percent completed: 100.0%
Standard deviation: 24.0%		Range: 0%-100.0%
Discharge Type		
Time served	113	86.9%
Early release	5	3.9%
AWOL	12	9.2%
Total	130	100.0%

Nearly all SWAP participants (86.9%) were successfully discharged from the program for time served (See Table 12). A small percent (3.9%) were granted early release from the program; 12 participants (9.2%) were listed as AWOL on their SWAP time sheets.

Offender Population (December 94-July 96). According to the time sheets provided by the Madison County SWAP, offenders in the program between December, 1994 and July, 1996, were required to perform an average of 14 days on SWAP (see Table 13). Half of those in the program during that time were required to perform ten or more days on SWAP. The days required ranged from two days to 182 days.

Table 13. Offender Population (December 94-July 96): SWAP Days Required

Number of SWAP Days Required	n	%
1-5 days	89	27.6%
6-10 days	87	26.9%
11-15 days	51	15.8%
16-20 days	31	9.6%
21-25 days	19	5.9%
26-30 days	29	9.0%
31 days or more	17	5.3%
Total	323	100.1% ¹
Average days required: 14.0 days Standard deviation: 15.7 days		Median days required: 10.0 days Range: 2.0-182.0 days

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

Table 14 summarizes the data regarding the percentage of required SWAP days completed by the population of offenders in the program from December, 1994 through July, 1996. Over 70 percent of the offenders completed all of their required SWAP days. A small percent, 2.5 percent, completed none of their days; 9.6 percent completed one-fifth or fewer of their required SWAP days.

Table 14. Offender Population (December 94-July 96): Percent of Days Completed

Percent of SWAP Days Completed	n	%
0 percent	8	2.5%
1-20 percent	31	9.6%
21-40 percent	20	6.2%
41-60 percent	9	2.8%
61-80 percent	7	2.2%
81-99 percent	17	5.3%
100 percent	231	71.5%
Total	323	100.1% ¹
Average percent completed: 81.9% Standard deviation: 33.1%		Median percent completed: 100.0% Range: 0%-100.0%

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

Comparison of the Sample and the Population. Data regarding days required and percentage completion rate were compared to determine whether substantial differences exist between the offender *sample* and the population described above. The average number of days required was 15.4 days for the *sample* and 14.0 for the *population*. Fifty percent of the *sample* were required to perform ten or more SWAP days; fifty percent of the *population* were required to perform nine or more days. The offenders in the *sample* completed a greater percentage of their SWAP days than did those in the *population*. The *sample* averaged 91.8 percent of their required days, while the *population* averaged 81.9 percent days completed. The comparison of the *sample* and offender *population* data on these variables indicate small, but statistically insignificant, differences. Thus some similarity between the *sample* and the *population* exists.

III. The Impact of the Madison County SWAP

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

1. Impact on the Sheriff's Department

The impact of the SWAP on the Madison County Sheriff's Department was assessed in the areas of personnel, finances, and other resources. Since its inception, the SWAP has operated at approximately the same staffing level. The supervisor has always been a full-time Sheriff's Department employee who has taken on SWAP supervision in addition to other pre-existing duties within the department. The supervisor relies heavily on the SWAP coordinator and work crew field supervisor to take care of the day-to-day operations of the SWAP. During an interview, the current SWAP supervisor estimated five to six hours per month of his time is devoted to the SWAP. This is primarily spent on paperwork and reporting related to the grant funding. The supervisor indicated that when he first assumed the duties of SWAP supervisor, the job consumed more of his time. He attributed this to some disorganization in the program documentation and a backlog in required program reports at the time he assumed his duties.

The only new position in the Madison County Sheriff's Department attributable to the SWAP is the coordinator. Initially the coordinator's position was 15 hours per week. Within the first six months of the program, this was expanded to its current level of 20 hours per week. The field supervisor was moved to that position from the jail. The position at the jail left vacant by the SWAP field supervisor was never filled.

The financial burden of the SWAP on the Sheriff's Department has been small in relation to the overall size of the Sheriff's Department budget. Initially, the financial impact of the SWAP was reduced by ICJIA funding. The first year budget provided for a \$50,000 grant

with a \$16,667 local match. In the initial year of SWAP operations, ICJIA funding covered most of the personnel costs and the costs of initial equipment purchases such as a van, tools and trailer. Since then, the SWAP has had little need to purchase additional equipment. Most additional equipment, such as power or hand tools, was donated by recipients of SWAP services. This has freed most of the SWAP budget to cover personnel costs, which primarily consist of the full-time salary of the field supervisor and the part-time salary of the SWAP coordinator. Although ICJIA funding required a 25 percent local match, and then ended completely on September 30, 1996, local funding has been adequate to meet the SWAP's resource needs. In a May 17, 1996 interview, the SWAP supervisor estimated an annual cost of \$50,000 for continued SWAP operations. He believed local funding at this level would have a limited impact on the approximately \$4 million Sheriff's Department budget.

2. Impact on the Jail

The number of offenders removed from the Madison 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 on the jail. Prior to April, 1995, the data regarding the number of offenders removed from the jail by the SWAP were unavailable because up to that time, the courts sentenced offenders directly to the SWAP. There is no way of knowing if offenders sentenced to the SWAP were sentenced in lieu of jail or in lieu of other sentencing options such as more traditional community service requirements. Beginning in April, 1995, all offenders in the SWAP were initially sentenced to jail and then placed in the SWAP through an agreement with the SWAP coordinator and subsequent order of the court. Because of this, all offenders in the SWAP would by definition otherwise have been in the jail. Also, because the type of

offender in the SWAP did not drastically change after April, 1995 it would appear a large percentage of those in the SWAP prior to that date would, otherwise have been in the jail.

Based on the monthly reports submitted by the SWAP to the ICJIA from April 1995 through September 1996, 305 offenders were placed on the SWAP, an average of 16.9 offenders per month. This is further illustrated in Table 15.

Table 15: Offenders Removed From Jail by the SWAP

Time Periods	Number Removed From Jail	Monthly Average
4/95 through 12/95	131	14.6
1/96 through 9/96	174	19.3
Totals	305	16.9

While the SWAP has removed offenders from the Madison County Jail, it has not resulted in any dramatic downward shift in the jail population. In a description of the program submitted by the SWAP to the ICJIA as Exhibit A of Local Agreement #4465, it is stated that sentenced offenders removed by the SWAP have made room for pre-trial detainees who would otherwise have been released on bail, albeit with some reservation. In an interview conducted by the research team on August 1, 1996, the Madison County Jail Superintendent also stated his belief that those removed by the SWAP were being replaced by others, although he offered no opinion about what type of offenders were replacing those removed by the SWAP.

The cost of the SWAP to the jail in terms of resources and staff appears to be minimal. The most significant cost has been the transfer of one person from the jail staff to the SWAP to act as field supervisor. In an interview with the jail superintendent, it was noted that the position had not been filled, but that the jail has "worked around it." Access to the jail, jail records, and the jail inmates afforded to the SWAP coordinator was not noted as a problem.

3. Impact on the Courts

To determine the impact on the courts, interviews were conducted on August 1, 1996, with the two local judges with primary responsibility for criminal cases. These individuals were identified as the judges having the most day-to-day contact with the SWAP. Both indicated broad support for the general idea of the SWAP as well as for the program as it currently exists. In addition, both expressed great faith in the work of the SWAP supervisor and coordinator. Because of this faith, both indicated that little of their time is spent on matters pertaining to the SWAP. Both rely on the SWAP coordinator for reports and draft orders. One judge further noted that while he reviews draft orders for the SWAP placement submitted by the SWAP coordinator he rarely finds reason to change them. With regard to sentencing practices, neither judge believed the existence of the SWAP altered their sentencing practices.

B. Impact on SWAP Participants

The impact of the SWAP participation on the offenders in SWAP has been assessed by two means. Self-reported descriptions of the impact of the SWAP on Madison County participants were solicited through a mailed survey. 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. The Participant Survey

In July, 1996, a short survey with a cover letter was mailed to the 131 SWAP participants in the offender sample. (The survey and cover letter are contained in Appendix C). The cover letter explained to the SWAP participants why the survey was being conducted and

assured them the results of the survey would be anonymous. To allow responses to be anonymous, returns were not tracked. Therefore, only one mailing of the survey was done; no reminder letters or cards were sent. Both the survey and the cover letter were written at a 6th grade reading level to avoid readability problems with a sample who had varying levels of formal education.

Only 13 surveys were returned, a return rate of 9.9 percent. Clearly, one cannot generalize from the 13 returned surveys to the sample of 131. However, the surveys provide the only direct comment by offenders on the SWAP in Madison County.¹¹ Therefore, the survey results have been summarized. (Appendix D contains tables summarizing the characteristics of the thirteen SWAP participants who responded to the survey.)

Introduction to the SWAP. The first substantive section of the survey asked the respondents questions about how they became SWAP participants. All respondents stated they understood participation in the SWAP was voluntary. Ten of the respondents (76.9%) said they were in jail when they were asked to participate in the SWAP; three (23.1%) said they were not (see Table 16). The three who said they were not in jail when asked to participate in the SWAP may represent the small portion of offenders sentenced by judges directly to the SWAP rather than selected from the jail by the SWAP coordinator. In fact, two of the three respondents said their sentencing judge had been the first one to talk to them about the SWAP. A prosecutor had been the first to speak to two others. Most of the respondents had been informed about the SWAP by the SWAP Coordinator or jail personnel. Three of the respondents (23.1%) had known about the SWAP before someone asked them to participate, with each reporting they had known someone who had been on the SWAP.

¹¹ The group of 13 SWAP participants who returned the surveys will be referred to in this discussion as the survey respondents.

Table 16: Respondents' Introduction to the SWAP

Characteristic	n	%
Were you in jail when asked?		
No	3	23.1%
Yes	10	76.9%
Total	13	100.0%
Who first asked you to participate in SWAP?		
Sentencing judge	2	15.4%
Sheriff's Office personnel	9	69.2%
State's Attorney's Office personnel	2	15.4%
Total	13	100.0%
Did you know SWAP before you were asked to participate?		
No	10	76.9%
Yes	3	23.1%
Total	13	100.0%

Offenders who had been incarcerated when approached to participate in the SWAP were asked how many days they had been in jail prior to agreeing to work on the program (See Table 17). On average, the offenders had been in jail 4.5 days when asked to participate in the SWAP, with the number of days ranging from a low of two to a high of thirteen days.

Table 17: Number of Days in Jail Before Being Asked to Participate in the SWAP

Number of days	n	%
2 days	4	40.0%
3 days	2	20.0%
4 days	2	20.0%
10 days	1	10.0%
13 days	1	10.0%
Total	10	100.0%
Average days in jail: 4.5 Median days in jail: 3.0		

When asked whether they had a job after the SWAP, ten respondents said yes (three more than the number who had a job while on SWAP). Most respondents said that the SWAP had no impact on their ability to obtain or keep a job. Three others said their SWAP experience helped them keep a job; one said it helped him/her find a job.

Table 19: SWAP and Employment

Responses	n	%
Did you have a regular job?		
No	6	46.2%
Yes	7	53.8%
Total	13	100.0%
Did the SWAP cause problems with your job?		
No	5	71.4%
Yes	2	28.6%
Total	7	100.0%
Did you have a job after the SWAP?		
No	2	16.7%
Yes	10	83.3%
Total	12	100.0%
Did the SWAP help you find or keep a job?		
No	8	66.7%
Yes - find	1	8.3%
Yes - keep	3	25.0%
Total	12	100.0%

Evaluation of the SWAP. Finally, respondents were asked to evaluate the SWAP (see Table 20). The respondents were unanimous in their support for the SWAP; all 12 said it was a good idea. Several respondents said it was a good alternative for those unable to pay fines and those who had families needing them at home.

Respondents also were asked to describe what they liked and disliked about the SWAP. Eight said they liked the SWAP because it allowed them to get out of jail, although individual reasons for wanting out of jail varied. One said they wanted out of jail because they did not like being incarcerated with people who had committed more serious offenses. Another commented that the SWAP provided a chance to get away from "squabbles in jail." Respondents also said they liked the opportunity to do hard work outdoors and appreciated the chance to do something for the small towns. One female respondent commented on the opportunity to work with a team: "Most of all working with the group of guys I got to be with cause they treated me right. . . ."

Although most respondents said there was nothing they disliked about the SWAP, two mentioned they had been exposed to poison ivy. One other said the work was too hard and another complained that other SWAP offenders had bad attitudes. Further, one respondent disliked the fact that failure to satisfactorily complete the SWAP led to a doubling of their jail sentence.

Table 20: Evaluation of the SWAP

Is SWAP a good idea?	n	%
No	0	0.0%
Yes	12	100.0%
Total	12	100.0%

2. Correlates of Satisfactory Completion

Tables 21, 22, and 23 were developed, using CIMIS data, in order to identify any relationships existing between offender or offense characteristics and the satisfactory completion of the SWAP. Table 21 displays the relationships between offender marital status, gender and racial/ethnic identification. While patterns do emerge from the data, none of the relationships are statistically significant at the .05 level. As discussed earlier, the majority of

Madison SWAP participants are not married, male, and white. Unmarried participants (14.4%) have a higher percent of unsatisfactory SWAP completions than do married offenders (5.9%). Female participants were more likely than male participants to have unsatisfactory completions of their time on the SWAP. The percentage of white offenders with unsatisfactory discharges from SWAP (11.9%) was higher than the percentage of non-white offenders with unsatisfactory discharges (3.3%).

Table 21: Offender Characteristics by Discharge Type

Offender Characteristics	Satisfactory Completion		Unsatisfactory Completion		Total	
	n	%	n	%	n	%
Marital Status						
Married	16	94.1%	1	5.9%	17	100.0%
Not Married	101	85.6%	17	14.4%	118	100.0%
Gender						
Male	103	90.4%	11	9.7%	114	100.1% ¹
Female	15	88.2%	2	11.8%	17	100.0%
Racial Identification						
White	89	88.1%	12	11.9%	101	100.0%
Non-white	29	96.6%	1	3.3%	30	99.9% ¹

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

The potential relationship between discharge type and age, the number of arrests prior to SWAP participation, the number of arrests after SWAP participation, and the length of SWAP time received was examined. Of these variables, both sentence length and prior arrests were related to satisfactory SWAP completion. As detailed in Table 22, those who satisfactorily completed the SWAP averaged a 13.8 day sentence, compared to a 29.1 day average sentence received by offenders who failed to complete the program. Similarly, those with less prior criminal involvement were more likely to satisfactorily complete the SWAP than

were their counterparts with more extensive prior criminal histories. Those who failed to complete the SWAP exhibited greater criminal involvement post-SWAP than did those who satisfactorily completed the program. Additionally, older offenders appear more likely to complete the SWAP than their younger counterparts.

Table 22: Discharge Type by Various Offender and Offense Characteristics

Offender Characteristics		Average	Std. Dev.	Median	Minimum	Maximum
Age at Discharge	Successful	31.24	8.21	30.69	17.0	59.00
	Unsuccessful	26.80	7.90	25.15	18.0	38.00
Number of Prior Arrests ¹ Annualized	Successful	0.39	0.40	0.28	00.0	2.20
	Unsuccessful	1.06	1.13	0.71	0.05	3.64
Number of Post Arrests Annualized	Successful	0.44	0.80	0.00	00.0	4.82
	Unsuccessful	0.91	1.20	0.64	00.0	4.31
Length of SWAP Sentence ¹	Successful	13.84	14.88	8.50	3.00	110.00
	Unsuccessful	29.08	46.68	18.00	5.00	182.00

¹ The difference in means is statistically significant at .05 level.

Two offense characteristics (offense type and offense level) were analyzed to determine their relationship to discharge type. As displayed in Table 23, neither of the offense characteristics had a statistically significant impact (at the .05 level) on the SWAP discharge type; however, some interesting findings were revealed. All participants convicted of drug offenses received satisfactory discharges from the SWAP. Those convicted of driving or procedural offenses had high percentages of completion, 95.6 percent and 94.9 percent respectively. Lower levels of satisfactory completion were attained by offenders who committed offenses against persons (87.0%), property (63.5%) or offenses in the "other" category (71.4%).

There was little variation in the percentages of satisfactory completion for the different SWAP offense levels. They ranged from a low of 82.3 percent, for felony offenders, to a high of 96.2 percent, for those with driving offenses.

Table 23: Offense Characteristics by Discharge Type

Offense Characteristics	Satisfactory Completion		Unsatisfactory Completion		Total	
	n	%	n	%	n	%
SWAP Offense Type						
Person	20	87.0%	3	13.0%	23	100.0%
Property	7	63.6%	4	36.4%	11	100.0%
Drug	5	100.0%	0	0.0%	5	100.0%
Driving	43	95.6%	2	4.4%	45	100.0%
Procedural	37	94.9%	2	5.1%	39	100.0%
Other	5	71.4%	2	28.6%	7	100.0%
SWAP Offense Level						
Felony	14	82.3%	3	17.7%	17	100.0%
Misdemeanor	48	87.3%	7	12.7%	55	100.0%
Traffic	25	96.2%	1	3.9%	26	100.1% ¹
Contempt	31	93.9%	2	6.1%	33	100.0%

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

3. Correlates of Post-SWAP Recidivism

As previously discussed, information was collected on the number of arrests after SWAP participation for each offender in the sample. While the majority of participants remained arrest-free after being involved in the SWAP, more than one-third were re-arrested at least once during the nine-month follow-up period (see Table 24).

Using the same typology developed by the research team, the post-SWAP arrests were categorized and summarized; those results are included in Table 24. Of the 45 individuals who

were arrested one or more times since being placed on the SWAP, the largest category (28.9 percent) was accused of committing a crime against persons, such as assault. Arrests for drug (13.3 percent) and property (15.6 percent) crimes also were common among the SWAP participants.

Table 24. Post-SWAP Arrest Histories

Number of Post-SWAP Arrests	N	%
No post arrests	86	65.6%
1 post arrest	25	19.9%
2 post arrests	12	9.2%
3 post arrests	6	4.6%
4 post arrests	1	0.8%
5 or more post arrests	1	0.8%
Total	131	100.1%
Average number of post-SWAP arrests: .59 Standard deviation: 1.01		
Median number of post-SWAP arrests: 0 Range: 0-6 post-SWAP arrests		
Predominant Type of Post-SWAP Offense		
Person offense	13	28.9%
Property offense	6	13.3%
Drug offense	7	15.6%
Driving offense	4	8.9%
Sex offense	1	2.2%
Mixed offense history	12	26.7%
Other	1	4.4%
Total	45	100.0%

¹Totals above or below 100.0 percent are due to rounding.

When the SWAP participants were categorized according to the predominant offense in their pre-SWAP arrest histories, only one category of offenders was more likely to be rearrested

post-SWAP (see Table 25).¹² Over half of the SWAP participants whose pre-SWAP offense histories contained predominantly offenses against persons were rearrested after they completed the SWAP. Approximately one-third of those whose offense histories were categorized as mixed, other, procedural or property offenses were rearrested. One quarter of those whose offense histories contained predominantly drug offenses were rearrested. Only 18.2 percent of the SWAP participants with no pre-SWAP offenses were rearrested after SWAP participation. As shown in Table 25, participants with at least one offense against persons in their offense history were more likely to be rearrested (39.1 percent) than were those without a person offense in their history.

Table 25: Pre-SWAP Offense History and Post-SWAP Arrests

Predominant Pre-SWAP Offense Type	Rearrested		Not Rearrested		Total	
	n	%	n	%	n	%
Driving offense	3	25.0%	9	75.0%	12	100.0%
Drug offense	2	22.2%	7	77.8%	9	100.0%
Mixed offense history	12	35.3%	22	64.7%	34	100.0%
Other	2	33.3%	4	66.7%	6	100.0%
Person offense	14	51.9%	13	48.1%	27	100.0%
Procedural offense	1	33.3%	2	66.7%	3	100.0%
Property offense	9	31.0%	20	69.0%	29	100.0%
No offense history	2	18.2%	9	81.8%	11	100.0%
Offense History Contained a Person Offense						
No	18	32.1%	38	67.9%	56	100.0%
Yes	25	39.1%	39	60.9%	64	100.0%

¹² The relationship between type of pre-SWAP offense history and being rearrested post-SWAP is not statistically significant at the .05 level. However, given the small number of individuals rearrested and the number of categories for pre-SWAP arrest history, the apparent pattern should be noted even in the absence of a statistically significant relationship.

Table 26 displays the relationship between a variety of participant characteristics and being arrested after SWAP participation. SWAP participants who were married were less likely to be rearrested than those who were not married. Thirty-six percent of male participants were rearrested after SWAP participation while only 23.5 percent of females were. Half of the non-white participants were rearrested after SWAP participation; as were 29.7 percent of the white participants.¹³

Table 26: Participant Characteristics and Post-SWAP Arrests

Characteristics	Not Rearrested After SWAP		Rearrested After SWAP		Total	
	n	%	n	%	n	%
Marital Status						
Married	13	76.5%	4	23.4%	17	100.0%
Not Married	71	63.4%	41	36.6%	112	100.0%
Gender						
Male	73	64.0%	41	36.0%	114	100.0%
Female	13	76.5%	4	23.5%	17	100.0%
Racial Identification¹						
White	71	70.3%	30	29.7%	101	100.0%
Non-white	15	50.0%	15	50.0%	30	100.0%

¹Relationship is statistically significant at the .05 level.

The analysis presented in Table 27 compares the average age of those SWAP participants who were rearrested with the average age of those who were not. Those rearrested, on average, were younger, had more arrests per year before SWAP participation, and had completed less of their required SWAP sentences than had those who were not rearrested. The

¹³ The relationship between race/ethnicity and rearrest persisted when controls for type of offense history and seriousness of offenses were introduced. However, given the small sample size, those relationships ceased to be statistically significant at the .05 level when the third variable was introduced.

average length of SWAP sentence was similar for the two groups, however, sentence length varied more among those rearrested than among those not rearrested. This suggests a portion of those rearrested may be committing more serious offenses or offending more frequently (as shown with the comparison of annualized arrest figures) and thus receiving longer sentences.

When drawing conclusions from these data regarding the post-SWAP arrests of the participant sample, it is important to keep in mind the small size of the sample and the short follow-up period during which these individuals were tracked. It is possible that apparently significant patterns observed here may be a function of a small sample or the short period of observation.

Table 27: Post-SWAP Rearrest by Various Offender and Offense Characteristics

Offender Characteristics		n	Average	Std. Dev.	Median	Minimum	Maximum
Age at Discharge ¹	Not Rearrested	85	32.4	8.0	32.5	17.6	59.4
	Rearrested	45	27.7	8.0	27.1	17.3	47.0
Number of Prior Arrests Annualized ²	Not Rearrested	85	.4	.5	.2	0	3.6
	Rearrested	45	.7	.5	.5	0	2.2
Length of SWAP Sentence	Not Rearrested	86	15.3	16.7	9.5	3.0	110.0
	Rearrested	45	15.5	26.6	9.0	3.0	182.0
Percentage of SWAP Days Completed ¹	Not Rearrested	86	95.5	17.4	100.0	10.0	100.0
	Rearrested	45	84.9	32.3	100.0	3.0	100.0

¹Relationship is statistically significant at the .05 level.

²Relationship is statistically significant at the .001 level.

C. Impact on the Community

As discussed above in the program description, a major goal of the Madison County SWAP was to provide community service. In particular, the program architects envisioned an opportunity to provide workers for public works projects in townships and municipalities that

could not otherwise afford to have the projects completed. Table 28 summarizes the accomplishments of the Madison County SWAP. During the period of January, 1992, through September, 1996, 645 offenders participated in the SWAP. The program averaged 24.6 offenders per month. A total of 365 projects were worked, with a monthly average of 16. These projects totaled 57,346 hours of public service work, averaging 1,274 hours per month.

Table 28: Summary of SWAP Activity: January, 1993-September, 1996

SWAP Activity	Total	Monthly Average	Minimum	Maximum
Offenders in Program	645	24.6	3	32
Projects worked	365	8.1	2	16
Hours worked	57,346	1,274.4	360	2,296

Telephone contact was made with 22 of the work sites in order to obtain their comments and evaluation of the Madison County SWAP. The majority of the work providers contacted were municipalities and townships. Others included departments of county government, private agencies, and not-for-profit organizations. Opportunities for work were provided in three general areas: interior work, exterior work, and community service project participation. Examples of interior work included moving property, stripping and waxing floors, painting hallways, and changing light bulbs. Exterior work included, but was not limited to, lawn care, sandbagging during floods, repairing vandalized 19th century tombstones, highway clean-up, creek and nature preserve clean-up, and fence painting. Work completed for a community service project involved assembling holiday packages.

Of the 22 worksite providers successfully contacted, 16 reported being exceptionally satisfied with the SWAP workers, and six related satisfaction with the work completed. Only

one of the worksite providers reported any indication of a problem with the program: it was difficult to schedule the workers because of the increased demand for SWAP services.

One of the supplementary comments made by some of those interviewed was that the SWAP has been assisting the police department in cleaning up vacant lots, thereby reducing the incidence of criminal activity in those areas. Another respondent indicated the SWAP workers are well-mannered and hard-working and they have been delighted with the program, and hope it continues. A third evaluator reported that she had third graders and SWAP workers on the premises at the same time and was "amazed" at the "group dynamics" of the SWAP workers. Additional comments made included, "they were fantastic. We'd have them back anytime", "The manner in which they get their work done is very professional.", "I'd hire any one of them if they needed work. They're hard-working and neat to talk to.", and "It's a worthwhile program. We've had tremendous success with them."

IV. Conclusions and Recommendations

The Madison County SWAP has fulfilled its initial objectives: (1) removal of inmates from the county jail, and (2) provision of a means for offenders to pay back their debt to society. It appears this has been accomplished while maintaining strict standards for conduct and job performance. Interviews and documents revealed no incidents where community safety has been compromised.

Two major changes have occurred since the inception of the Madison County SWAP. First, the persons in the positions of program supervisor and coordinator have changed, and second, the judiciary no longer sentences offenders directly to the SWAP. Now, the SWAP staff makes the initial determination of program eligibility from the sentenced population in the jail. Based on interviews conducted and data gathered by the research team, both of these changes appear to be positive. The turn-over in staff has, by all accounts, tightened internal controls. By allowing the SWAP staff to make the initial determination of program eligibility, the use of the program as a jail removal tool has been assured. This sentencing change also increased work crew numbers.

The proportion of SWAP offenders who are currently sentenced for a crime against a person should be examined in light of the SWAP's mission to use non-violent offenders. All of the crimes against a person are for either battery or domestic battery. While all of these offenses are misdemeanors, the research team recommends the SWAP re-evaluate whether these are appropriate offenders.

The data gathered indicate SWAP had a impact on the community. Both local government and charitable entities expressed pleasure and gratitude for the work conducted by

the SWAP. They were pleasantly surprised with the discipline exhibited by the SWAP work crews. Certain aspects of the structure of the SWAP are responsible for the good discipline in the program. Structural components which enhance discipline include the agreement by the judiciary to impose a sentence of double the remaining SWAP time for program violations, and the use of pickup orders and warrants drafted by the coordinator to allow relatively swift response to program violations. Also, the structure of the SWAP contributes to the positive community impact. For example, because the SWAP is providing labor and services that would otherwise not be provided, the gratitude of the recipients is fostered by program structure. However, there are also indications that some of the positive discipline and community impacts are the result of the individual qualities of the program coordinator and the field supervisor. While those responsible for hiring these individuals should be commended, efforts should be made to institutionalize these positive aspects to ensure a smooth transition when these individuals eventually leave the SWAP.

Finally, all program personnel and judges interviewed recommended expanding the program to include more offenders. None recommended changing the type of offenders eligible for participation. For the program to be expanded, additional transportation will be required to allow for multiple work crews. Supervisors for those crews would also need to be added.

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

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	619-ill liquor sales		812-juvenile charge (unknown)
114-kidnap related	211-crim tres to land	311-alcohol carry	422-no seatbelts	511-unlawful discharge firearm	621-disturbing peace		813-failure to pay fine
115-home invasion	212-cr dam state prop	312-rec/poss/sell	423-mv acc w/ damage		622-ordinance		814-parole violation
117-unlawful restraint	213-forgery	313-drug paraphenali	424-drive w/o valid lic		623-cruel to animals		
118-vol manslaughter	214-dec prac / fraud	314-use intox comp	426-drive without lights		624-curfew violation		
122-intimidation	215-auto theft	315-ped und influenc	427-careless boat		628-littering		
123-agg battery great bodily harm	216-poss stolen vehic	316-minor poss liq	429-reckless driving		629-contrib to delinq of a minor		
124-agg battery w/gun	217-arson	317-drugs (gen)	430-class/spec regis		630-prowling		
125-attempted robbery	218-known property damage 300-10K	318-unlaw del of alc	431-improper/defective		631-fleeing		
126-agg robbery	219-theft (no \$ listed)		432-limits on backing		632-escape		
127-2 nd degree murder	220-known property damage		433-accident injury / death		633-viol liq con act		
128-att armed robbery	221-attempt burglary		434-dwr risk harm		634-contraband in prison		
132-agg assault w/ deadly weapon	222-attempt burglary		435-drive on rd for tr		635-solicit prostitute		
133-att agg robbery	225-false info on charge slip		436-mv (gen)		636-ill use fireworks		
134-reckless homicide	226-use credit card of another		437-fail to report accident w/ injury		637-ill trans liquor		
135-aggravated arson	227-receive goods/ credit card fraud		438-pass bus		638-elude cop		
136-agg vehicle hijack	228-crim tress (gen)		439-no registration		639-refusing to aid officer		
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 B

Monthly Data Report

4559
DATA

Agreement # 4559
Month/Year November, 1995

Madison 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: Norm Nilsson, S.W .A.P. Coordinator

Date: November 30, 1995

RECEIVED

NOV 1 1995

FEDERAL & STATE GRANT UNIT

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
Driving revoked license	Misd.	4
Theft	Misd.	1
Driving suspended license	Misd.	2
Violation Probation	Misd.	2
Domestic Battery	Misd.	4
Cont. Substance	Felony	1
	Total =	14

Total number of offenders in the program this month	26
---	----

Total number of offenders completing the program this month	
Successfully	14
Unsuccessfully	1
Terminated	0
Total =	15

Number of offenders in the program who would have otherwise received jail sentences	26
---	----

Number of offenders locating permanent jobs this month	Unknown
--	---------

Number of offender hours worked this month	1162 1/2
Number of projects worked on this month	8
Number of projects completed this month	5

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

This month's activities:

Blood drive for American Red Cross, deliver Shore Food Program, Road Food Boxes for Salvation Army, Clear Trees & Bush for Industrial Park, Snow Removal for elderly & disabled Citizens, Trash Removal on county roads, set up and tear down for re-planting of trees, Move Portable stage for fund raise.

Next month's activities:

Snow removal as needed, Bodywork on county owned equipment, Clearing trees and Bush for Ind. Park, Shore Food program. Various duties as called upon.

Problems encountered:

no problems in the field

Appendix C

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

August 13, 1996

Name
Address
City, State, Zip

Dear Name:

The Center for Legal Studies at the University of Illinois in Springfield is evaluating the Madison 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

C-1
UIS

Madison 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 Madison 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 Madison 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 survey 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 where 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 Madison 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 worked on the SWAP, did you live in Madison 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 Madison 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. 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? _____)
- 10a. Did the person who placed you on the SWAP give you a choice?
a. No
b. Yes
- 10a. If they gave you a choice, why did you agree to work on the SWAP?

11. How many days did you work on the SWAP? _____ days
12. What did you like about the SWAP?

13. What did you dislike about the SWAP?

14. How many times have you worked on the SWAP? _____ times
15. What types of work did you do for the SWAP?

16. Did you have a regular job (other than SWAP) when you were working on the SWAP?
- a. No
 - b. Yes

- 16a. If you had a regular job when you were working on the SWAP, did working on the SWAP cause job problems for you?
- a. No
 - b. Yes

16b. If working on the SWAP caused problems, what kind of problems were there?

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 were asked to work for it?
- a. No
 - b. Yes

19a. 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.*

Appendix D

Offender Characteristics - Survey Respondents

Description of the Respondents. The survey began by eliciting information from the respondents about their demographic characteristics. That information is summarized in Table D-1. The respondents were nearly evenly divided by gender: six respondents were female (46.2%) and seven were male (53.8%). Most respondents were white (92.3%); only one identified him/herself as black. All respondents were residents of Madison County.

Table D1: Respondent Demographics

Characteristic	n	%
Gender		
Female	6	46.2%
Male	7	53.8%
Total	13	100.0%
Racial/Ethnic Identification		
Black, non-Hispanic	1	7.7%
White, non-Hispanic	12	92.3%
Total	13	100.0%
Resident of Madison County		
No	0	
Yes	13	100.0%
Total	13	100.0%

Respondents were asked how old they were when they worked on SWAP. (See Table D-2.) The average age of respondents when on SWAP was 34.3 years old. One-quarter were between 22 and 30 years old; half were between 31 and 40 years old. The remainder were between 41 and 48 years old.

Table D-2: Respondents' Age

Characteristic	n	%
Age		
22-30 years	3	25.0%
31-40 years	6	50.0%
41-48 years	3	25.0%
Total	12	100.0%
Average age: 34.3 Standard Deviation: 7.6 years		
Median age: 33.0 years Range: 22.0-48.0 years		

Respondents were asked to indicate the last grade in school they had finished. Their answers are summarized in Table D-3. Approximately 30% of the respondents had not completed high school; 38.5% indicated they had a high school diploma or had completed a GED and three (23.1%) had completed some college. One respondent had completed a bachelor's degree.

Table D-3: Respondents' Education Level

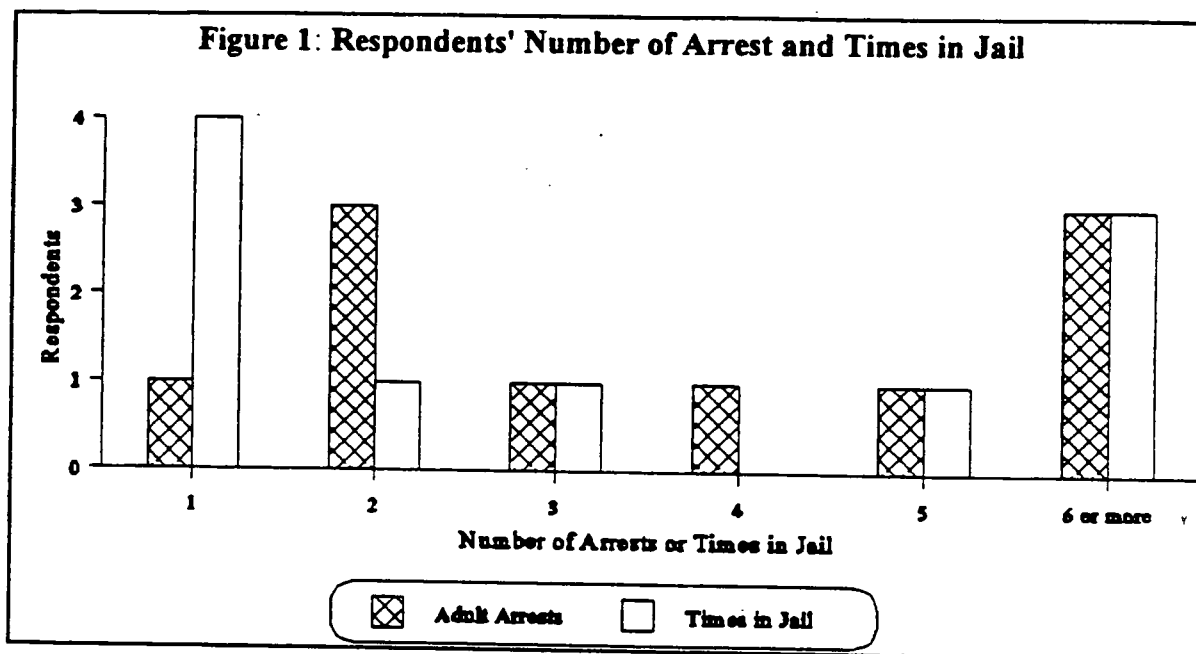
Education Level Completed		
8th or 9th grade	1	7.7%
10th or 11th grade	3	23.1%
High school graduate or GED	5	38.5%
Some college	3	23.1%
College graduate	1	7.7%
Total	13	100.1% ¹

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

Arrest History. Table D-4 and Figure D-1 summarize respondents' answers to questions about their arrest histories. The respondents have been arrested as adults an average of 5.2 times, with the number of arrests range from one to fifteen. Half of the respondents had been arrested 3.5 times or more. Respondents also were asked how many times they had been in jail as an adult. They averaged 4.4 times in jail. The number of times in jail ranged from a low of one (the most frequent response) to a high of ten, with an average of 4.4 times in jail being reported.

Table D-4: Respondents' Arrest History

	Average	Std. Dev.	Median	Minimum	Maximum
Number of adult arrests	5.2	4.7	3.5	1	15
Number of times in jail	4.4	4.1	2.5	1	10



Respondents were asked to indicate the offense for which they had been convicted when they were placed on SWAP. (See D-5) The most common offense reported was that of driving under the influence (36.4%). Three of the respondents (27.3%) were placed on SWAP after failing to pay fines and one was on SWAP for failing to appear in court. Two respondents indicated having been convicted of other unspecified traffic offenses.

Table D-5: Respondents' SWAP Offense

SWAP Offense	N	%
Driving under the influence	4	36.4%
Failure to pay fines	3	27.3%
Unspecified traffic offenses	2	18.2%
Failure to appear	1	9.1%
Probation violation	1	9.1%
Total	11	100.1% ¹

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



**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

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