

**INTERIM REPORT OF THE DEPARTMENT OF
CRIMINAL JUSTICE SERVICES ON**

**EVALUATION OF THE NORFOLK
DAY REPORTING CENTER
(NDRC)**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



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I. AUTHORITY FOR STUDY

Item 565 of the 1994 General Assembly Budget Bill directed the Department of Corrections to "establish day reporting centers in the City of Richmond and the City of Norfolk for probation and parole technical violators who are under the supervision of the Richmond and Norfolk District Probation and Parole Offices." Item 565 also directed the Department of Criminal Justice Services to evaluate these programs.

II. EXECUTIVE SUMMARY

In 1994, the General Assembly authorized funding for the development of a day reporting program in the City of Norfolk for probation and parole technical violators. Like similar day reporting programs in Virginia, the purpose of this program was to provide non-residential punishment which assured high standards of public safety and fostered positive lifestyle changes among participants. Ideally, the day reporting center program, which is the final step on a continuum of alternative sanctions, would reserve costly correctional bed space for more violent offenders. It would also provide the education, drug services, and other assistance necessary to prevent recidivism in non-violent offenders.

The Norfolk Day Reporting Center began accepting offenders on April 3, 1995. The NDRC accepts referrals of probation and parole technical violators from the District #2 Probation and Parole Office, Circuit Court Judges, and Parole Hearing Officers/Parole Examiners. As of October 1995, the NDRC began accepting referrals from the District #3, District #23, and District #31 Probation and Parole Offices, and had also accepted three offenders from boot camps and one parolee referred by the Parole Board. The remainder of the participants in the program are technical violators.

The 1994 Acts of Assembly (Chapter 966, Item 565) specified appropriations of \$200,000 for Fiscal Year 1995 and \$375,000 for Fiscal Year 1996. Much of these funds are allocated for staff. The NDRC is operated by six Department of Corrections (DOC) staff (1 director, 1 clerical staff, 2 probation/parole officers and 2 probation/parole technicians) and three contracted service providers. Service providers include a Department of Correctional Education (DCE) teacher, a Substance Abuse Services (SAS) counselor from the City of Norfolk Community Services Board, and a staff member from Offender Aid and Restoration (OAR) of Richmond. These three staff members provide the educational, drug treatment, community service, and life skills assistance which is required as treatment for most of the offenders assigned to the NDRC.

As of October 1995, 128 offenders had been accepted into the NDRC program. Of these, 74% are currently active cases. Of the 33 cases which have been terminated, 70% successfully completed the program and 30% have terminated unsuccessfully. Approximately 50% of the offenders are contracted to receive educational services, 75% are contracted to receive substance

abuse services, 100% are contracted to complete community service, 95% are contracted to complete life skills courses, and 80% are contracted to complete an impact of crime course.

As required by legislation, the Department of Criminal Justice Services (DCJS) will evaluate the Norfolk Day Reporting Center program and report the results to the General Assembly. The evaluation of the NDRC program will address two domains: program operations and program impact. Evaluation of program operations will assess the effectiveness and efficiency with which the NDRC program achieves its operational goals and objectives. Evaluation of program impact will investigate the effect of the program on criminal justice system functioning in the City of Norfolk, specifically relating to issues of diversion, recidivism, bed space, and cost savings. Evaluation of the NDRC is scheduled to be completed by the 1997 General Assembly session.

The purpose of this interim report is to describe the program, provide an update on program changes in the first 6 months of operation, review preliminary program use and outcome data, and present an outline of the data being collected for the final evaluation of the NDRC.

III. PROGRAM DESCRIPTION

Mission and Goals

The Norfolk Day Reporting Center is a non-residential alternative punishment for probationers and parolees who technically violate the conditions of community supervision. The program serves the District #2, District #3, District #23, and District #31 Probation and Parole Offices. The NDRC's mission is to serve as an alternative to revocation or incarceration among technical violators. While meeting these goals, the NDRC strives to assure high standards of public safety, foster positive lifestyle changes among program participants, and operate with a high degree of integrity and professionalism. The NDRC program strives to accomplish its mission by meeting three program objectives:

- To provide constructive daily surveillance and supervision of offenders;
- To offer support and encouragement for positive behavior and immediate sanctions for negative behavior;
- To identify and address offender needs by providing on-site individualized treatment and rehabilitative services or referrals to appropriate community resources.

By meeting these objectives, the NDRC program pursues attainment of four goals for its participants. Upon successful completion of the program, the graduate should:

- Be crime free;
- Be drug free, or be able to demonstrate a significant decrease in the level of substance abuse;
- Demonstrate improved compliance with supervision requirements, and positive attitude and behavioral changes;
- Be employed or be job-ready and actively seeking employment.

Funding

Funding for the Norfolk Day Reporting Center was provided by the 1994 Virginia Acts of the Assembly. Chapter 966 (Item 565) of the Acts authorized \$200,000 for Fiscal Year 1995 and \$375,000 for Fiscal Year 1996 to be apportioned from the Commonwealth's general funds. During the 1994 General Assembly, identical provisions were authorized for a similar program in Richmond, Virginia. Both day reporting centers created by the 1994 General Assembly are comparable to the Fairfax Day Reporting Center (see *Evaluation of the Fairfax Day Reporting Center, Evaluation Status Report, December 1994*). The Department of Criminal Justice Services is charged with evaluating each of these three programs.

The funding provided to the Norfolk Day Reporting Program for the first year of operation (\$200,000) was less than the requested amount of \$365,175. Because of this decreased funding, a budget addendum request of \$30,399 was submitted to the 1995 General Assembly. Because this request was not approved, the NDRC changed the Substance Abuse Services (SAS) counselor position from full-time to part-time status.

Administration and Program Structure

Administration

The Norfolk Day Reporting Center is administered by the District #2 Probation and Parole Office of the Department of Corrections (Division of Field Operations). The District #2 Chief Probation and Parole Officer is responsible for the oversight of the NDRC program. There are six Department of Corrections personnel who staff the day reporting center:

Program Director. The Program Director monitors the daily operations of the NDRC, coordinates services provided by the interagency staff, directs surveillance officers, and supervises NDRC personnel.

Two Probation/Parole Officers. The Probation/Parole Officers develop and implement the offender supervision and treatment plans. They also direct supervision of the NDRC offenders.

Two Probation/Parole Technicians (surveillance officers). The Probation/Parole Technicians monitor the daily activities of offenders in the NDRC program. They accomplish this by conducting personal and community contacts, monitoring offender compliance with his/her itinerary, monitoring attendance at treatment and educational services, and conducting on-site alcohol and drug screens.

One clerical support staff.

In order to meet the goals described previously, the NDRC apportioned its budget to contract with external state and local agencies to provide on-site treatment, rehabilitative services, and

expert referrals to the program participants. In addition to the six DOC staff members, three service personnel work at the NDRC: a Department of Correctional Education (DCE) teacher, a City of Norfolk Community Services Board Substance Abuse Services (SAS) counselor, and an Offender Aid and Restoration (OAR) of Richmond provider. Descriptions of treatment services are provided in Program Operations (see pages 5-7).

Program Structure

The length of the Norfolk Day Reporting Program is approximately 90 days. If necessary, a participant may receive an extension of up to 30 days in order to complete the conditions of the contract. The program is structured to provide a three level supervision and treatment strategy. Offenders are initially placed in Phase 1, moving to Phase 2 and Phase 3 as they progress through the program. Phases are defined in terms of the number and types of contacts required, and treatment and services received. Specifically, assessment occurs in Phase 1, treatment occurs in Phase 2, and reintegration occurs in Phase 3. Offenders graduate to the next level of the program based on the assessments of the NDRC supervision and treatment staffs. Offenders who do not satisfactorily complete the reporting and treatment requirements of the program can be terminated at any point during the program.

Program Referral and Assessment

The NDRC receives referrals of probation or parole technical violators from the following sources:

District #2 Probation/Parole Officers. District #2 Probation/Parole Officers may refer technical probation or parole violators to the NDRC program as a sanction for unacceptable behaviors instead of beginning revocation procedures or violation hearings.

Norfolk Circuit Court Judges. A sentencing judge may order a technical probation violator to the NDRC program at the conclusion of a Violation Hearing as an alternative to incarceration or other punishment. In addition, judges occasionally release a violator on bond to the NDRC prior to the violation hearing.

Parole Hearing Officers or Parole Examiners. After finding probable cause for violation at a Preliminary Parole Violation Hearing, Parole Officers can refer technical parole violators to the NDRC instead of recommending that the offender's case be referred to the Parole Board for action. Also, a Parole Examiner can refer parole violators to the NDRC at the Final Parole Violation Hearing.

As of October 1995, the director of the NDRC indicated that approximately half of the participants in the NDRC had been referred from Probation and Parole Officers. Judges had referred an estimated 40% of the offenders, and approximately 8% had been referred during preliminary parole hearings. The remainder of the referrals have included three boot camp graduates and one direct referral from the Parole Board (i.e., non-technical violator).

A referral to the NDRC is not sufficient for acceptance to the program. To be accepted, each offender must meet criteria which have been established for participation in the program. Each NDRC offender shall:

- Be identified as a technical probation or parole violator;
- Be assessed as a low-risk, non-violent offender;
- Have no outstanding charges or detainers against him/her.

For the purposes of the NDRC program, non-violent denotes that the offense for which the offender is currently under supervision did not involve premeditated bodily harm or threat of bodily harm. Low-risk signifies that the offender does not pose a continuing threat of violence to the victim or the community.

Upon acceptance into the program, each case is assessed and evaluated by the NDRC supervision and treatment staff. It is the responsibility of the staff to develop a viable plan for the offender which incorporates the NDRC rules, the supervision and reporting requirements developed for the offender, and the elements of the offender's treatment plan. The offender must agree by signature to abide by the conditions of the plan. Cases accepted by the NDRC remain a part of the District #2 caseload. While the offender is at the NDRC, he or she is placed on waiver status and is supervised by the Probation/Parole Officers in the NDRC program.

Program Operations

Supervision

In order to assure high standards of public safety, NDRC participants are monitored through daily surveillance of their activities. Supervision is most intense when a participant initially enters the program. As the offender progresses through the program, the degree of supervision is diminished gradually. The supervision component of the NDRC includes the following monitoring activities:

- Personal contacts with the offender;
- Visits to the offender's residence;
- Community contacts with on-site service providers and non-NDRC treatment staff;
- Employment verifications;
- Employment contacts with the offender;
- Regular itinerary checks to ensure that the offender is adhering to his/her daily itinerary (for unemployed offenders only);
- Regular screenings for alcohol and drug use;
- Regular records checks.

The supervision of NDRC offenders is designed with flexibility to address each individual offender's risk and supervision needs. Supervision of the offenders is conducted by a Probation Officer/Surveillance Technician team, with constant input and communication with other program staff.

Offender Responsibility

The primary goals of the NDRC are centered on fostering positive lifestyle changes among the offenders. Specifically, the NDRC program seeks to cultivate personal responsibility and accountability on the part of the offender. Each offender signs an NDRC contract, which identifies the NDRC program rules and requirements as well as the required elements of the offender's individualized treatment plan. Each offender is expected to:

- Report or call in to the NDRC staff as scheduled;
- Submit and adhere to his/her itinerary, if applicable;
- Be gainfully employed or job-ready and actively seeking employment by the completion of the NDRC program;
- Remain drug and alcohol-free for the duration of the program and submit to regular alcohol and drug screens;
- Perform all required community service hours.

Offenders who do not satisfactorily fulfill the contract requirements are subject to termination from the program, revocation proceedings, and possible incarceration.

Treatment Services

The service and treatment needs of offenders who participate in the Norfolk Day Reporting Center are assessed by the NDRC treatment staff. The service providers develop an individualized treatment plan which is compatible with the overall NDRC requirements. The services provided by each of the three treatment personnel are outlined below.

Department of Correctional Education (DCE)

The DCE teacher is responsible for evaluating the educational needs of the NDRC clients and coordinating educational training as needed. The DCE teacher teaches three different groups: basic literacy and basic education instruction, remedial education, and pre-GED preparation.

Substance Abuse Services (SAS)

SAS staff evaluate substance abuse treatment needs and provide treatment services for NDRC offenders. When possible, the SAS counselor provides treatment services at the NDRC facilities (in the form of individual or group therapy). If necessary, an offender can be referred to the City of Norfolk Community Services Board for detoxification or intensive day treatment programs.

Offender Aid and Restoration (OAR)

Offender services staff, who provide community service coordination, employment assistance, and life assistance services, are provided by OAR of Richmond. The offender services staff person is responsible for the following activities:

- Coordinating community service activities of the offenders;
- Providing employment assistance services (such as job preparation classes, employment advice, and job search materials);

- Directing life skills curricula (which addresses personal issues such as conflict resolution, stress management, health education, parenting skills, family relationships, and money management skills);
- Administering an impact of crime course which focuses upon victims rights, and how being victimized affects the life of the victim;
- Providing life assistance services (e.g., assistance with housing, food, clothing, transportation or utilities payments, or knowledgeable referrals to community resources where the offender can receive assistance).

Supervision and Treatment Coordination

The NDRC supervision and treatment staffs meet weekly to review the assessments of new clients and to establish their contract requirements. Since DOC and treatment staffs work together on a daily basis, the majority of the coordination of offender supervision, sanctioning, and treatment occurs outside of this weekly meeting.

Sanctions

When offenders violate the program rules and requirements, NDRC staff may impose sanctions in order to promote offender accountability. Imposed sanctions vary depending upon the severity of the violation. Types of sanctions include additional community service requirements, imposition of a curfew, increased reporting requirements, home electronic monitoring, or termination from the program. In District #2, a structured continuum of sanctions exists that is used by the NDRC. The purpose of sanctioning negative behaviors is to support positive behavior by swiftly punishing negative behaviors.

IV. INTERIM EVALUATION ACTIVITIES

The Department of Criminal Justice Services is charged with evaluating the Norfolk Day Reporting Center and reporting the results of this evaluation to the General Assembly. The evaluation of the NDRC will be completed for the 1997 legislative session. This section addresses the current status of the NDRC as well as plans for the final evaluation.

Program Implementation

Staff

All of the contracted service staff were in place when the NDRC started providing services. According to the Program Director, the program staff have become a cohesive group.

Programs

There have been almost no changes to NDRC programming during the first 6 months of operation, largely because the NDRC has had extensive communication with the other day reporting centers in Virginia. According to the NDRC Program Director, this day reporting center has designed its programming by considering the experiences of existing centers. By taking this step, the NDRC was able to open its doors with a final product, not a program which required extensive adjustments to become fully operational.

Program Activity for 1995 Fiscal Year

Active Cases and Terminations

As of the end of October 1995, there were 95 offenders on active status at the Norfolk Day Reporting Center. Since April 1995, 128 offenders had been accepted into the NDRC program. See Table 1 for a monthly total of active cases and terminations.

Table 1 Active Cases and Terminations for NDRC (April 1995 - October 1995)			
Month	Number Active	# Terminated Successfully	# Terminated Unsuccessfully
April 1995	20	0	0
May 1995	35	0	0
June 1995	59	1	0
July 1995	62	3	0
August 1995	72	5	6
September 1995	88	8	3
October 1995	95	6	1
TOTAL		23	10

According to the NDRC Director, most of the offenders referred to the NDRC are drug or property crime offenders (with the majority being drug offenders). The director of the NDRC indicated that offenders who terminate successfully tend to have a stable residence, stable employment, and have completed substance abuse counseling. These offenders have not typically had positive drug screens or new arrests. Clients who terminate unsuccessfully have often had continued drug abuse or have absconded. Two offenders who have terminated unsuccessfully have had new charges.

Use of Program Services

Department of Correctional Education (DCE) Services

According to the NDRC Director, at least half of the offenders at the day reporting center are contracted to receive educational services. Since the beginning of the program, three individuals who received training from the DCE teacher have subsequently taken the test to receive their General Equivalency Degrees; two of these offenders have passed the exam.

Substance Abuse Services (SAS)

Drug treatment services have been required in the contracts of approximately 75% of the offenders.

Offender Aid and Restoration (OAR) Services

Each offender is required to complete a mandatory 6 hours per week community service assignment, which is coordinated by OAR. The percentage of clients contracted to receive life skills training is about 95%. Approximately 80% of NDRC offenders are contracted to receive the impact of crime course.

V. EVALUATION PLAN

The final evaluation report will address two areas: the operations of the program and the impact of the program. The program evaluation will address issues such as the efficiency of the NDRC in achieving its goals and objectives. The evaluation of program impact will address the effect of the program on the criminal justice system in the City of Norfolk, especially as it relates to diversion, recidivism, bed space, and cost savings.

Program Operations

The first domain of the evaluation will examine program operations, specifically, how well the NDRC program attains its operational goals and objectives. The goals of the NDRC program center on fostering positive lifestyle changes among the NDRC offenders, while assuring high standards of public safety. The goal of offender success is explicitly defined by the program's operational goals and objectives. The program evaluation will address several issues related to program operations:

- Profiles of offenders entering the NDRC program;
- Profiles of program inputs relating to supervision, treatment, and rehabilitative services;
- Program outcomes;
- Implementation/process issues.

Offender Profiles

Data on client demographics and offender characteristics will be collected for analysis. With this offender profile information, evaluators can determine the types of offenders entering the program and their assessed supervision and service needs. The profiles will provide the following information:

- Basic demographics (race, sex, age, etc.);
- Substance abuse history (seriousness of abuse problem, prior treatment received);
- Education level completed and tested literacy level;
- Type of supervision at time of referral.

Program Inputs

Supervision, treatment, and rehabilitative services provided by the NDRC can be considered program inputs for the offenders who participate in NDRC. Program inputs include:

- Intensity of supervision;
- Sanctioning for unacceptable behaviors;
- Substance abuse treatment services;
- Educational services;
- Life skills training;
- Life assistance/emergency services;
- Employment assistance services.

Program Outcomes

The explicit program outcomes discussed in this portion of the evaluation relate directly to the program objectives. The outcomes to be analyzed will likely include the following:

- Violations of program requirements and NDRC sanctions imposed in response;
- Improved compliance with supervision requirements;
- Changes in patterns of alcohol and drug abuse;
- Educational attainment by the offender;
- Life skills course completion;
- Employment status;
- Completion of required community service;
- New arrests/offenses during program;
- Successful/unsuccessful terminations;
- Reasons for terminations;
- Sanctions taken against unsuccessful offenders.

Implementation/Process Issues

A discussion of implementation and process issues will explore the efficiency of different aspects of NDRC operations, obstacles that may affect the program's implementation, and consistency of program activities with established goals and objectives. Topics in this component of the evaluation will include at least the following:

- The referral process;

- The offender population;
- Coordination of services;
- Obstacles to implementation.

Program Impact

The second domain of the evaluation will investigate the program's impact on criminal justice system functioning in the City of Norfolk. Specifically, the impact evaluation will attempt to address issues related to recidivism, diversion, cost savings, and the role of the NDRC in the criminal justice “continuum of sanctions.”

Recidivism

Evaluators will attempt to assess recidivism of program graduates while they remain on active supervision after terminating the program. Offender recidivism patterns will also be examined for the period after discharge from active supervision.

Diversion

The NDRC is believed to serve as an alternative to incarceration for these offenders. Therefore, it can be assumed that these offenders would have been incarcerated in the DOC or in the Norfolk City Jail, if the NDRC program did not exist. Diversions from incarceration represent cost savings to the Commonwealth, since it is more costly to place an offender in prison or jail than to supervise the offender in the community. Conversely, an offender referred to the NDRC program who would have been assigned to community supervision, if the NDRC did not exist, represents an additional cost to the Commonwealth because the NDRC is more expensive than other types of community supervision. The impact evaluation will attempt to address these topics.

Bed Space and Cost Savings

Using the information obtained through the recidivism and diversion analyses, the evaluation will attempt to estimate potential cost savings resulting from the NDRC program.

The Criminal Justice "Continuum of Sanctions"

The City of Norfolk has a range of criminal justice sanctions available for punishment of its state responsible offenders, extending from payment of fines or court costs, to regular probation supervision, intensive community supervision, Day Reporting Centers, Home Electronic Monitoring (HEM), jail, or imprisonment in the Department of Corrections. If possible, the evaluation will assess the role and function of this “continuum of sanctions” as it operates in the City of Norfolk.

Final Report

Evaluation activities during the next year will include all feasible activities necessary to fulfill the evaluation plan. A final report summarizing the findings of the evaluation and providing recommendations regarding the program will be produced for the 1997 General Assembly session.

Item	Item Details(B)		Appropriations(B)		
	First Year	Second Year	First Year	Second Year	
<p>coordination where none exists;</p> <p>d. recommend improvements needed for post-incarceration services, and, where no post-incarceration service exists, methods for providing such services; and</p> <p>e. develop a time schedule and resources needed to implement the recommendation set forth in this plan.</p> <p>B. The Department of Corrections shall study the feasibility and cost of allowing state responsible offenders to participate in local correctional facilities' work release programs. The Department shall also recommend methods to implement such a program, including changes to the Code of Virginia that are necessary and incentives for local participation. These findings and recommendations shall be presented to the Governor and the Chairmen of the Senate Finance and House Appropriations Committees by October 1, 1995.</p>					
565.	Community-Based Custody (350000).....			\$11,197,517	\$13,547,517
	Community Non-Residential Custody and Treatment (3500400).....	\$719,855	\$1,069,855		
	Community Custody and Treatment Services Local Grants and Contracts (3500500).....	\$10,216,130	\$12,216,130		
	Community Custody and Treatment Services Coordination (3500600).....	\$261,532	\$261,532		
	Fund Sources: General.....	\$11,197,517	\$13,547,517		

Authority: §§ 53.1-179 through 53.1-185.1, Code of Virginia.

A. The state payment for the diversion of any misdemeanants beyond the average number of misdemeanants for which state payments were made in either of the fiscal years 1989 or 1990, whichever is greater, shall require cash matching funds from non-state sources equal to 10 percent of the payment the state would otherwise make.

B. The Department of Corrections shall report to the Governor and Chairmen of the Senate Finance and House Appropriations Committees, by September 1, 1994, on implementation of the Fairfax County Day Reporting Center.

C. Included within this appropriation is \$400,000 the first year and \$750,000 the second year to establish pilot day reporting centers in the City of Richmond and the City of Norfolk for probation and parole technical violators who are under the supervision of the Richmond and Norfolk District Probation and Parole Offices. Out of these amounts the Department shall provide \$47,980 the first year and \$90,536 the second year to the Department of Correctional Education for education services. The Department of Corrections shall present a preliminary report on implementation of these centers to the Governor and the Chairmen of the House Appropriations and Senate Finance Committees by October 1, 1994. The Department of Criminal Justice Services shall evaluate these programs.

D. Included within this appropriation is \$50,000 the first year and \$2,050,000 the second year for the Department of Corrections to contract for the private site selection, construction, financing, maintenance and operation of up to four, 500-bed minimum security, pre-release or return-to-custody facilities for adult male offenders. The Department shall request such additional funds as may be necessary for the cost of contract(s) for such a facility(ies) as part of the 1994-96 interim budget request.

