

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

**EVALUATION OF THE
RICHMOND DAY REPORTING
CENTER (RDRC)**

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



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APPENDIX A: ITEM 565 OF 1994 BUDGET BILL

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 Richmond 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 Richmond Day Reporting Center (RDRC) began accepting offenders on October 1, 1994. As originally intended, they accept referrals of probation and parole technical violators from the City of Richmond Probation and Parole (District #1) Office, Circuit Court Judges, and Parole Hearing Officers/Parole Examiners. In addition to accepting referrals from the City of Richmond, the RDRC began accepting referrals of appropriate offenders from neighboring Henrico and Chesterfield counties. The RDRC also revised its policies during the first year of operation to accept new parolees and probationers who require the additional supervision and services offered at the RDRC.

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 RDRC 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, an Alcohol and Drug Service (ADS) counselor from the City of Richmond 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 RDRC. In addition to the paid staff members, several individuals and groups provide volunteer services to these offenders.

As of November 30, 1995, 149 offenders have been accepted into the RDRC program. Of these, 57% are currently active cases, 13% successfully completed the program, and 30% have

unsuccessfully terminated the program. Approximately 40-50% of the offenders are contracted to receive educational services, 100% are contracted to receive alcohol and drug treatment services, 100% are contracted to complete community service, and 50% are contracted to complete life skills courses.

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

The purpose of this interim report is to describe the program elements, provide an update on program changes during the first year of operation, review preliminary program use and case outcome data, and present an outline of the data being collected for the final evaluation of the RDRC.

III. PROGRAM DESCRIPTION

Mission and Goals

The Richmond Day Reporting Center originated as a non-residential punishment alternative for probationers and parolees who technically violate the conditions of community supervision. During its first year of operation, the population which the RDRC serves was expanded to include non-technical parole and probation violators who required additional supervision. The RDRC's mission is to serve as an alternative to revocation or incarceration among technical violators and to prevent the occurrence of technical violations among non-technical violators. While pursuing this end, the RDRC 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 RDRC 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 RDRC 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 Richmond 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 Norfolk, Virginia. Both day reporting centers created by the 1994 General Assembly are comparable to the Fairfax Day Reporting Center (see *Evaluation of the Fairfax County 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 Richmond Day Reporting Program for the first year of operation (\$200,000) was less than half of the requested amount of \$482,490. Because of this decreased funding, RDRC revised its program plan by cutting four positions and reducing caseload capacity from 100 to 75 active cases. The RDRC did not restrict its hours of operation because of inadequate funds. However, it must operate in the evening with just one DOC staff member. If a crisis occurs in the evening, the RDRC is not staffed to handle it efficiently.

Administration and Program Structure

Administration

The Richmond Day Reporting Center is administered by the District #1 Probation and Parole Office of the Department of Corrections (Division of Operations). The District #1 Chief Probation and Parole Officer is responsible for the oversight of the RDRC 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 RDRC and supervises its personnel.

Two Probation/Parole Officers. The Probation/Parole Officers develop and implement the offender supervision and treatment plans. They also coordinate services provided by the interagency staff, direct supervision of the RDRC offenders, monitor offender attendance at treatment and educational services, and direct surveillance officers.

Two Probation/Parole Technicians (surveillance officers). The Probation/Parole Technicians monitor the daily activities of offenders in the RDRC program. They accomplish this by conducting personal and community contacts, monitoring offender compliance with his/her itinerary, and conducting on-site alcohol and drug screens. In August 1995, the Probation and Parole Technicians were trained to do drug assessments by the Clinical Supervisor for Substance Abuse Services, City of Richmond Community Services Board. This new dimension of their job responsibilities reduces the burden upon the on-site Alcohol and Drug Services (ADS) staff member (see below).

One clerical support staff.

In order to meet the goals described previously, the RDRC 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 RDRC:

Department of Correctional Education (DCE) teacher. The DCE teacher provides educational assessment and services for RDRC offenders.

City of Richmond Community Services Board Alcohol and Drug Services (ADS) counselor. The ADS counselor provides substance abuse assessment, treatment, and referral services for RDRC offenders.

Offender Aid and Restoration (OAR) of Richmond provider. This person coordinates community services activities, provides employment assistance services, offers life assistance/emergency services, directs life skills curricula, and administers an impact of crime course for offenders in the RDRC program.

In addition to the paid DOC staff and the contracted service providers, several volunteer programs operate and provide services at the RDRC. Descriptions of treatment and volunteer services are provided in Program Operations (see pages 6-10).

Program Structure

The original intended length of the Richmond Day Reporting Program for an offender was approximately 90 days. The length of the program has been expanded to 120 days. 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. In general, assessment occurs in Phase 1, the bulk of offender treatment occurs in Phase 2, and transition occurs in Phase 3. Offenders graduate to the next level of the program based on the assessments of the RDRC supervision and treatment staffs. Offenders who do not satisfactorily complete the reporting and treatment requirements can be terminated at any point during the program.

Program Referral and Assessment

The RDRC program originally accepted referrals from the City of Richmond only. However, as of September 1995, the RDRC was officially considered a Metro Day Reporting Center. This change in policy allowed the RDRC to offer services to appropriate offenders from neighboring Henrico and Chesterfield counties (contingent upon appropriate transportation to the RDRC). Prior to this official policy change, offenders from these counties were accepted on a space available basis. As of October 1995, ten RDRC participants had been referred from Henrico County and two were referred from Chesterfield County.

The RDRC was originally intended for Probation or Parole technical violators. Ultimately, the RDRC program was also offered for non-technical violators who required additional supervision because (1) space was available, and (2) the program was considered appropriate for these offenders. Referrals of technical violators come from the following sources:

District #1 Probation/Parole Officers. District #1 Probation/Parole Officers may refer technical probation or parole violators to the RDRC program as a sanction for unacceptable behaviors instead of beginning revocation procedures or violation hearings.

Richmond Circuit Court Judges. A sentencing judge may order a technical probation violator to the RDRC program at the conclusion of a Show Cause (Violation) Hearing as an alternative to incarceration or other punishment.

Parole Hearing Officers or Parole Examiners or Parole Board. After finding probable cause for violation at a Preliminary Parole Violation Hearing, the Parole Hearing Officer can refer technical parole violators to the RDRC instead of recommending that the offender be returned to prison. Also, the Parole Examiners can refer technical violators to the RDRC at the next step in the violation process. Should a case with technical violations go up to the Parole Board, the Board may continue the case on supervision with a sanction/special condition to the RDRC.

The referral process for non-technical violators is somewhat different. These offenders may be referred by the Parole Board, who can require supervision by the RDRC as a condition of release from incarceration. Parole Board referrals were accepted from RDRC program onset. Another source of non-violation referrals has been judges who refer new probationers to the program as a condition of their probation. This avenue of referral was made available to judges as of May 1995.

As of October 1995, the director of the RDRC indicated that approximately two-thirds of the program's participants have been referred by parole sources (Parole Board, Parole Hearing Officers, and Parole Officers). The majority of the remaining participants were technical violators referred by Probation/Parole Officers from District 1.

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

- Be assessed as a low-risk, non-violent offender;
- Be deemed suitable by RDRC staff for the program, if appropriate, and be amenable to the development of a rational treatment program;
- Have no outstanding charges or detainers against him/her;
- Be a technical probation or parole violator unless special circumstances warrant exception as decided by the screening committee;
- Possess the potential for victim restitution or community service;
- Participate in developing a treatment plan and agree, by signature, to abide by its terms and conditions.

For the purposes of the RDRC 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 RDRC supervision and treatment staff. It is the responsibility of the staff to develop a viable plan for the offender which incorporates the RDRC rules, the supervision and reporting requirements developed for the offender, and the elements of the offender's treatment plan. Cases accepted by the RDRC do not remain part of the District #1 caseload, but are transferred to the Probation/Parole Officers in the RDRC program while the offenders participate in the program.

Program Operations

Supervision

In order to assure high standards of public safety, RDRC 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 RDRC includes the following monitoring activities:

- Personal contacts with the offender;
- Visits to the offender's residence;
- Community contacts with treatment staff outside the RDRC;
- Employment verifications;
- Employment contacts with the offender;
- Regular itinerary checks to ensure that the offender is adhering to his/her itinerary (conducted on weekends only);
- Regular screenings for alcohol and drug use;
- Regular records and arrest checks;

- Collateral contacts with the RDRC service staff regarding offender's participation and progress.

The supervision of RDRC offenders is designed with flexibility to address individual offender's risk and supervision needs. Supervision of the offenders is conducted by the entire RDRC staff, although cases are assigned to individual officers for case management responsibilities.

Offender Responsibility

The primary goals of the RDRC focus on fostering positive lifestyle changes among the offenders. Specifically, the RDRC program seeks to cultivate personal responsibility and accountability on the part of the offender. Each offender signs a RDRC contract, which identifies the RDRC 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 RDRC staff as scheduled;
- Submit and adhere to his/her weekend itinerary;
- Be gainfully employed or job-ready and actively seeking employment by the completion of the RDRC 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;
- Satisfactorily complete all treatment programs specified in the individual offender contract.

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 Richmond Day Reporting Center are assessed by the RDRC treatment staff. The service providers develop an individualized treatment plan which is compatible with the overall RDRC requirements. 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 RDRC clients and coordinating educational training as it is needed. As of October 1995, there were three Adult Basic Education groups which met on a weekly basis. The first group meets for three hours twice a week and provides pre-GED tutoring for offenders who are almost ready to take the GED exam. Grade levels in this group range from the seventh to the twelfth. The second group meets for three hours three times a week and focuses on improving all academic areas. Grade levels in this group range from non-reader to sixth grade. The final group meets once a week for two hours and focuses on improving all academic areas until employment is secured. Grade levels in this group range from fourth to seventh. In addition to in-class training, DCE has provided the

RDRC with a computer for program participants. This computer contains a variety of educational software and is available every afternoon for offenders to use individually.

Alcohol and Drug Services (ADS)

The ADS staff member and the recently trained Probation/Parole Technicians evaluate the substance abuse treatment needs of the program participants. ADS staff also provide substance abuse treatment services for RDRC offenders. The ADS counselor provides these services at the RDRC facilities.

There are two basic drug programs offered at RDRC: Intensive Outpatient (IOP) and Outpatient (OP). The IOP program consists of three modules per week; two of these modules focus on drug therapy and one emphasizes drug education. Each module meets for 1.5 hours. The OP program provides less intensive treatment for offenders who are not deeply involved in drug abuse. This module meets for four hours. Half of each session focuses on therapy and the other half emphasizes education and relapse prevention. Three sections of IOP and two sections of OP are offered each week.

An additional drug treatment service is the Multi-Family Drug Therapy Group. This group is facilitated by a licensed clinical social worker as part of RDRC's contract with the Community Services Board. In this setting, approximately four clients and their families meet to discuss how drug use (and related behavior) impacts family members.

In addition to the services provided to the offenders, an Alcoholics Anonymous meeting, which is open to the community, is offered at the RDRC facility. Approximately 75% of the participants in this group are community members. The remainder of the participants are offenders assigned to the RDRC.

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:

- 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, family relationships, and money management skills);
- 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).

The community service segment of the OAR responsibilities applies to every offender who participates in the RDRC. Originally, each offender was required by the program to complete 100 hours of community service. However, after all the treatment services were in place, it became difficult for the offenders to complete both 100 hours of community service and fulfill rather extensive treatment obligations. As of June 1, 1995, the mandatory community service

assignment was reduced to 50 hours. Many offenders complete more than 50 hours because community service is additionally assigned as a sanction for negative behaviors. As of October 1995, RDRC participants had completed a total of more than 2300 hours of community service. Several of the program participants' community service assignments have evolved into regular employment.

In addition to the services provided above, an impact of crime course is administered by the OAR staff member. This class, which is facilitated by volunteers, is described in greater detail below.

Volunteer Services

In addition to the services described above, the RDRC has benefited from several volunteer service providers. The use of volunteers has allowed the RDRC to expand the services available to offenders while keeping operating costs low.

Action Learning Seminars

Early in the operation of the RDRC, The International Network for Action Learning Work and Research, a group affiliated with Virginia Commonwealth University School of Education, volunteered to provide services to RDRC offenders. The services they wished to provide promoted the concept of "action learning". Action learning is a systematic process employed to increase learning within an organization so that the organizational members can more effectively respond to change. The goal of action learning is to empower individuals and to build confidence that an organization or group can work together to solve problems. The Network volunteers acted as facilitators of groups of 4 to 6 offenders. They attempted to promote positive decision-making and problem-solving by the offenders themselves, and to encourage interaction, trust, and respect between the individuals in the group.

Empowerment of Women Offenders Support Group

This group was created as an offshoot of the Action Learning Seminars, and is based on a similar philosophy. This support group focuses on empowering women offenders to "discover their strengths and untangle the many emotional, financial, family, and system stressors in their life so they can plan and act to create a better life for themselves and their children." The group also attempts to provide useful tools for working through stress without resorting to drug use.

Impact of Crime Class

The Impact of Crime class is a seven week course which addresses the impact of crime on crime victims and victims' rights. The course is coordinated by a volunteer. Also, crime victims volunteer to speak to the RDRC participants about their experiences. The Impact of Crime course is highly structured and involves a good deal of homework. Upon course completion, participants are required to complete a community service project involving what they learned in the course.

Offenders who have a history of more violent offenses are enrolled in the Impact of Crime course. Placement in the course can also be used as a sanction. However, the most effective way

of securing willing participants in the course has been to allow offenders to take the Impact of Crime course in lieu of their 50 hours of community service. Course participants still complete community service hours at the conclusion of the course. If the course participants are removed from the course for any reason, they must complete a mandatory 100 hour community service assignment as a sanction.

FAN Free Clinic

Every two months, a program is presented to the offenders which addresses health related information. Topics addressed have included Sexually Transmitted Diseases, Safe Sex, and HIV/AIDS.

Surveillance Officer Assistant

An individual has volunteered his services full time to assist the surveillance officers.

Supervision and Treatment Coordination

The RDRC supervision and treatment staffs meet biweekly to review the cases of offenders participating in the program. Originally, these meetings were used to:

- review program violations committed by participants;
- determine appropriate sanctions for these violations;
- review the progress that offenders are making in the program;
- coordinate development of individualized treatment plans for RDRC offenders.

However, as the number of participants increased, it became impossible to address all of these issues in the two hours allocated for the meeting. Since the DOC and treatment staffs work together on a daily basis, the staff decided that the majority of this agenda should be addressed as situations arise. Currently, the formal biweekly meeting is used to evaluate the cases of offenders who are in transition (from one phase to another or who are near program completion) and to evaluate and discuss troublesome cases.

Sanctions

When offenders violate the program rules and requirements, the RDRC staff may impose sanctions in order to promote offender accountability. Imposed sanctions vary depending upon the severity of the violation. Types of sanctions include community service requirements, imposition of a curfew, increased reporting requirements, home electronic monitoring, or termination from the program. 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 Richmond Day Reporting Center and reporting the results of this evaluation to the General Assembly. The evaluation of the RDRC will be completed for the 1997 legislative session. This section addresses the current status of the RDRC as well as plans for the final evaluation.

Program Implementation

Staff

The Richmond Day Reporting Center began accepting clients on October 1, 1994. At the time operations started, the supervision and DCE components were in place. It took approximately 6 months to complete the placement of the remainder of the treatment staff. An ADS staff member was hired on an hourly basis in January 1995, three months after the center opened. In the interim, Alcohol and Drug Treatment groups were provided by the Community Services Board. Offender Aid and Restoration services began in March 1995.

According to the Program Director, DOC and treatment staff work closely together to form a cooperative and cohesive staff. The director pointed out that it "took a year to get things running smoothly", but everyone is pleased with the final product.

Programs

In addition to the three primary program components, several additional programs were implemented over the course of the first year. RDRC supplemental programs included:

- Action Learning Seminars (provided by volunteers);
- Empowerment of Women Offenders Support Group (provided by volunteers);
- An Open Alcoholics Anonymous group (provided by ADS);
- The Multi-Family Drug Therapy Group (provided by ADS);
- The Impact of Crime Class (provided by volunteers).

There have also been some adjustments in the programs provided. After encountering problems, the Action Learning seminars evolved into the Empowerment of Women Offenders Support Group.

Program Activity for 1995 Fiscal Year

Active Cases and Terminations

As of the end of November 1995, there were 85 offenders on active status at the Richmond Day Reporting Center. Since November 1994, 149 offenders had been accepted into the RDRC program. See Table 1 for a monthly total of active cases and terminations.

Table 1
Active Cases and Terminations for RDRC (November 1994 - September 1995)

Month	Number Active	% of Capacity	# Terminated Successful	# Terminated Unsuccessful	Other Terminations
11/94	5	7	0	0	0
12/94	9	12	0	0	0
01/95	15	20	0	1	0
02/95	18	24	0	1	0
03/95	31	41	0	3	0
04/95	42	56	0	0	0
05/95	58	77	0	2	0
06/95	62	83	0	5	0
07/95	65	87	2	6	0
08/95	79	105	1	14	1
09/95	85	113	3	2	0
10/95	89	119	1	5	0
11/95	85	113	12	6	0
TOTALS			19	45	1

The RDRC reached capacity close to the end of its first year of operation. Before program capacity was reached, RDRC staff were reluctant to discharge successful participants who could continue to benefit from the program. Program completion data are compiled upon termination from the program; therefore, data on successful terminations were not available until July 1995 (see Table 1). In addition, many of the unsuccessful offenders were terminated shortly after they arrived at the RDRC. Because of these factors, statistics regarding completion rates were not available for this report.

As of the end of November 1995, the director of the RDRC estimated that approximately 60-70% of the offenders accepted to the RDRC are terminated unsuccessfully. It should be noted that all of the unsuccessful terminations to date have been for continued drug use, failing to report, and absconding from supervision. According to the RDRC Director, the Richmond Circuit Court Judges require notification on all positive urine screens and the Court has initiated revocation proceedings on some offenders with whom the RDRC would have chosen to continue supervision and treatment efforts.

The Director described the most successful participant in this program as a probation technical violator who realizes that RDRC is the last step before incarceration. The least successful offenders were parolees right out of prison. Typically, clients in this situation are very hostile and feel that they should be given an opportunity to succeed without being placed at the RDRC. Many of these offenders do re-offend quickly and are re-incarcerated because they are sent to

prison if they do not successfully complete the RDRC program. The Director also thought that parolees who were released on regular supervision and were sent to the RDRC on a technical violation were more likely to be successful in the program than parolees straight from prison.

Use of Program Services

Department of Correctional Education Services

According to the RDRC Director, 40-50% 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 received their General Equivalency Degrees.

Alcohol and Drug Services

Drug treatment services have been required in the contracts of all but one offender (effectively 100%).

Offender Aid and Restoration Services

According to the Director, all participants are required to do community service (which is coordinated by OAR). Originally, each participant was contracted to receive life skills training. However, as the population of parolees increased, the percentage of people contracted to receive life skills training dropped to about 50%; parolees have already received this training while incarcerated.

Action Learning Seminars

According to the RDRC Program Director, this program was not successful because the participating offenders attempted to manipulate the program volunteers. In addition, group facilitators lost sight of the fact that RDRC clients are being punished for prior inappropriate behaviors. The philosophy of the Action Learning Seminars was subsequently incorporated into the Empowerment of Women Offenders Support Group.

Empowerment of Women Offenders Support Group

These groups began forming in October 1995.

Impact of Crime

About 30% of the active offenders are taking the impact of crime course. As of October 1995, one Impact of Crime course had been completed. Four of the 10 original participants ultimately completed the course. A second class with 20 participants was in progress as of October 1995.

FAN Free Clinic

This service was available to all offenders who were enrolled in the program. FAN Free Clinic services were scheduled and provided to offenders every two months. Essentially all offenders who were enrolled in the program during the scheduled times received these services.

Collaboration

The RDRC works closely with the District #1 Probation and Parole Office, the City of Richmond Community Services Board and neighboring counties. For example, the current Empowerment of Women Offenders Support Group is attended by 6 women. Three of the participants in this program are not RDRC participants. These women were appropriate clients referred by the Probation and Parole District #1 Office. Similarly, if the Richmond Probation and Parole District #1 Office has a client who needs an immediate drug assessment and is unable to receive it because of a waiting list, the RDRC staff can provide that assessment. The RDRC has also allowed appropriate clients from neighboring Henrico and Chesterfield to enroll in the RDRC.

In addition to working closely with other agencies, the RDRC Director has had extensive communication with the directors of the other day reporting centers in Virginia. According to the director of the RDRC, each day reporting center has designed their programming by considering the experiences of existing centers. Also, the centers advise each other on potential solutions to common problems.

V. EVALUATION PLAN

The final evaluation report will address two areas: the operation of the program and the impact of the program. The program evaluation will address issues such as the efficiency of the RDRC in achieving its goals and objectives. The evaluation of program impact will address the impact of the program on the criminal justice system in the City of Richmond, 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 RDRC program attains its operational goals and objectives. The goals of the RDRC program center on fostering positive lifestyle changes among the RDRC 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 RDRC 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, marital status, employment status, employment history);
- Substance abuse history (seriousness of abuse problem, prior treatment received);
- Education level completed and tested literacy level;
- Type of supervision at time of referral;
- Length of community supervision to be completed;
- Length of suspended incarceration;
- SAQ Adult Probation II test results (i.e., a test that rates offenders in the areas of aggressiveness, stress coping, resistance to treatment, alcohol and drug usage, truthfulness, anti-social behavior, violence, and predicted probability of recidivism).

Program Inputs

Supervision, treatment, and rehabilitative services provided by the RDRC can be considered program inputs for the offenders who participate in RDRC. 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;
- Services provided by volunteer agencies and organizations.

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 RDRC 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 RDRC 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 Richmond. Specifically, the impact evaluation will attempt to address issues related to recidivism, diversion and net-widening, cost savings, and the role of the RDRC 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 and net-widening

The RDRC 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 Richmond City Jail, if the RDRC 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 RDRC program who would have been assigned to community supervision, if the RDRC did not exist, represents an additional cost to the Commonwealth because the RDRC is more expensive than other types of community supervision. This circumstance is referred to as "net-widening". 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 RDRC program.

The criminal justice "continuum of sanctions"

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

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 submitted for the 1997 General Assembly session.

Item	Item Details(\$)		Appropriations(\$)	
	First Year	Second Year	First Year	Second Year
coordination where none exists;				
d. recommend improvements needed for post-incarceration services, and, where no post-incarceration service exists, methods for providing such services; and				
e. develop a time schedule and resources needed to implement the recommendation set forth in this plan.				
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.				
565. Community-Based Custody (3500000).....			\$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.

