

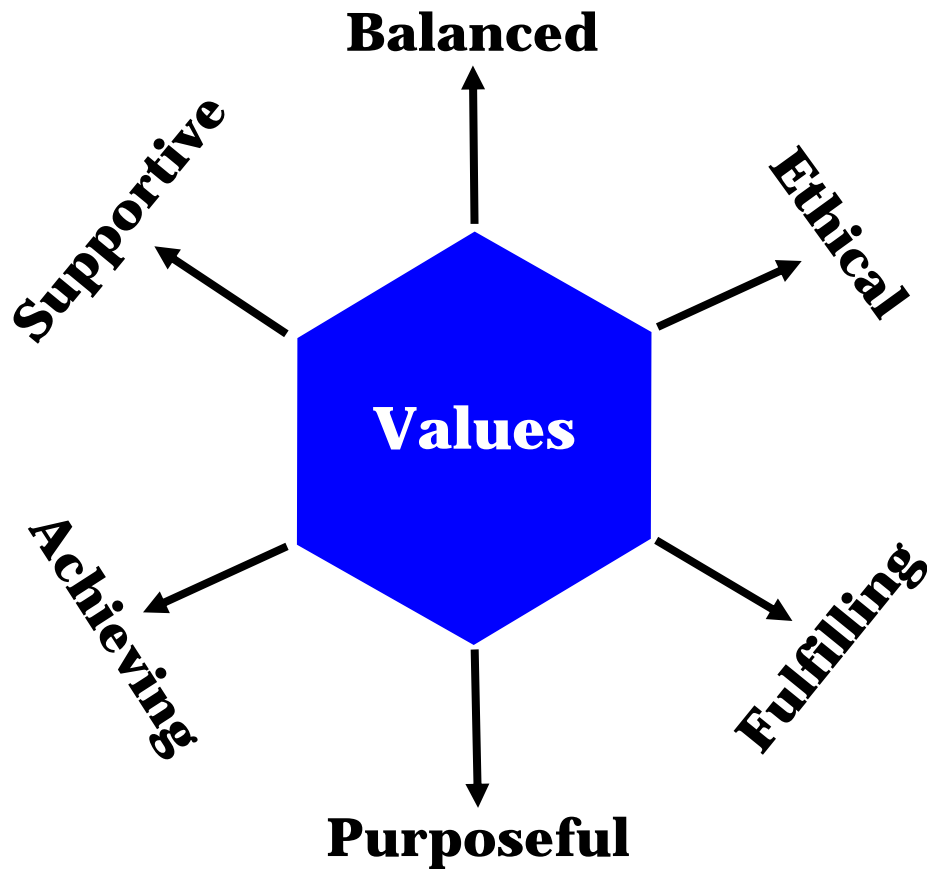
Department of Corrections



Community Corrections



“A Balanced Approach”



Status Report

July 1, 2005 - June 30, 2006

Gene M. Johnson, Director

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COMMONWEALTH of VIRGINIA

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August 25, 2006

This is a status report on the **Statewide Community-based Corrections System** as required by the 2006 Appropriations Act, Chapter 3, Item 383-A.

FY 2006 was dominated by discussions and actions designed to address the interrelated issues of technical probation and parole violators returning to prison, prisoner re-entry services, introduction of evidence-based practices (EBP), and the emerging issues of sexual offender supervision and monitoring. However, we had some significant accomplishments which included:

- increased successful compliance with supervision conditions
- significant inroads to reduce outstanding absconder warrants
- completion of an EBP study of our Day Reporting Programs
- development of an instrument and process for assessing EBP
- a program review of our Diversion and Detention Center Programs
- advancement of our Human Capital project which is focused on developing and rewarding staff competencies
- conducting a review of our staff training needs
- revising of our Sex Offender Supervision Practices manual
- achieving 100% compliance with American Correctional Association's standards by our Southampton Men's Detention Center
- extensive collaboration with other agencies on the above issues

Much remains to be done. We are confronted with large workloads including many offenders re-entering communities from prison with significant barriers to housing, jobs and supportive services. Sexual offenders, mentally disordered offenders, illegal aliens and substance abusers require extensive and intensive services and monitoring.

Despite these major challenges at all levels of our Division, our central mission to "supervise and assist" offenders to live pro-socially and our fundamental "Balanced Approach" supervision principles have **not** changed.

We will continue to:

- identify offender risks and needs and give priority to those offenders who pose the greatest risk to public safety
- develop and follow-up supervision plans which address identified risks and needs
- exhaust every available evidence-based service to respond to individual needs and reduce the risk of recidivism
- quickly and assertively respond to non-compliance with proportionate sanctions

When an offender's documented habitual non-compliance or overt actions threaten public safety, we will act decisively to exercise our arrest authority and advise the Court or Parole Board of recommended actions and sanctions.

It remains the province of the judiciary and Parole Board to determine whether to docket "show cause" or final violation hearings and decide the type and duration of any sanction.

We will continue our efforts to seek adequate resources, emphasize "evidence based practices" in our services, focus on "value added" activities, collaborate with other agencies, reduce barriers to full civic participation, develop a computerized offender management system and incorporate new validated methods to achieve our mission.

We are a nationally recognized and accredited Community Corrections agency. Our people's work is important and vital to the public safety of the Commonwealth. This contribution was recognized by the Governor and the General Assembly through the provision of additional program options in the FY 2007 budget.



James R. Camache, Deputy Director
Division of Community Corrections

cc: Mr. Gene Johnson
Mr. Karl Hade, Executive Director, Supreme Court of Virginia
Ms. Helen Fahey, Chair, Virginia Parole Board
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**COMMUNITY CORRECTIONS
REFERRAL GUIDE – NON-RESIDENTIAL OPTIONS**

| State Probation and Parole | Intensive Supervision (ISP) | Monitoring Through Technology (MTT) |
|---|---|---|
| <ul style="list-style-type: none"> ◆ Code Section 53.1-145 ◆ Felons with suspended sentences to incarceration ◆ Placed on probation, parole, postrelease supervision or conditional pardon ◆ Available in all localities ◆ <u>Services:</u> <ul style="list-style-type: none"> ⇒ Substance Abuse Screening and Assessment ⇒ Case supervision ⇒ Surveillance ⇒ Home Visits ⇒ Investigations ⇒ Arrest Record Checks ⇒ Urinalysis ⇒ Referral to or direct provision of treatment services ⇒ Capacity to transfer supervision to other localities or states | <ul style="list-style-type: none"> ◆ Code Section 53.1-145 ◆ Felons with violent or predatory sexual backgrounds ◆ Boot Camp, Diversion, Detention and Youthful Offender graduates ◆ Members of hate groups ◆ Offenders exhibiting delinquent behavior ◆ Accepted by local screening ◆ Limited caseload capacity ◆ Available in all jurisdictions ◆ <u>Services:</u> <ul style="list-style-type: none"> ⇒ Increased surveillance ⇒ More frequent offender contacts ⇒ Frequent record checks ⇒ Urinalysis ⇒ Referral to or provision of treatment services ⇒ Capacity to transfer supervision to other states | <ul style="list-style-type: none"> ◆ Code Section 53.1-131.2 ◆ Same as ISP type offenders ◆ Must have stable residence ◆ Requires basic telephone service ◆ HEM and GPS available in all jurisdictions ◆ Length of stay - up to 90 days is preferred ◆ Global Positioning by Satellite (GPS) is mandated for certain sex offenders ◆ Eastern Region shares web-based information with law enforcement ◆ <u>Services:</u> <ul style="list-style-type: none"> ⇒ Computerized random checks and GPS tracking data ⇒ Supplements and complements regular and intensive supervision services |
| Day Reporting Programs (DRP) | | Drug Treatment Courts |
| <ul style="list-style-type: none"> ◆ Code Section 53.1-145 ◆ Exhibits delinquent behavior ◆ Has access to transportation ◆ Has stable residence ◆ Accepted by Screening Committee ◆ Mentally/physically able to handle activities of daily living ◆ Available in <u>12</u> Districts: <i>Abingdon, Fairfax, Fredericksburg, Harrisonburg, Martinsville, Newport News/Hampton, Norfolk, Roanoke, Suffolk, Winchester, Wise County, and Tazewell</i> ◆ Rated Capacity 1,150 ◆ Length of stay - 3 to 5 months <p style="text-align: center;">Note: An Evidence-Based Practices (EBP) study was completed in FY 2006.</p> | | <ul style="list-style-type: none"> ◆ Targets felony drug offenders ◆ Interactive with sentencing Judge ◆ Offenders must be non-violent with no mental health problems ◆ Intensive outpatient treatment ◆ Length of stay ranges from 12-24 months ◆ Ongoing judicial oversight ◆ Immediate and definite sanctions upon relapse or non-compliance with rules of programs ◆ Located in: Charlottesville, Chesapeake, Fredericksburg, Newport News, Norfolk, Richmond, Roanoke, and Suffolk ◆ Conducted in partnership with localities ◆ <u>Services:</u> <ul style="list-style-type: none"> ⇒ Intensive supervision ⇒ Continual drug testing ⇒ Intensive substance abuse counseling ⇒ Incentives for compliance ⇒ System of sanctions <p style="text-align: center;">FUNDING REDUCED – FY 2003</p> |

COMMUNITY CORRECTIONS REFERRAL GUIDE - RESIDENTIAL OPTIONS

| Community Residential Program | Boot Camp (Shock Probation) | Youthful Offender Program |
|---|---|--|
| <ul style="list-style-type: none"> ◆ Code Section 53.1-179 ◆ No pattern of violence ◆ Mentally and physically able to participate ◆ Requires greater substance abuse treatment intervention ◆ Lacks stable residence or needs transition from incarceration ◆ Must meet facility criteria ◆ Up to <u>140</u> contractual bed spaces in <u>8</u> facilities are funded ◆ Available statewide ◆ Length of stay - 90 days ◆ <u>Services:</u> <ul style="list-style-type: none"> ⇒ Food and Shelter ⇒ Urinalysis ⇒ Basic life skills ⇒ Substance abuse education/treatment ⇒ Individual/group counseling ⇒ Job placement ◆ Facilities are located in: Richmond, Charlottesville, Lebanon, Newport News, Norfolk and Harrisonburg ◆ Harrisonburg, Roanoke, Richmond, Arlington and Newport News are sites for residential transition therapeutic communities (TTC) | <ul style="list-style-type: none"> ◆ Code Section 19.2-316.1 ◆ Southampton - <i>Men</i> Michigan - <i>Women</i> ◆ Must be condition of probation in lieu of incarceration for non-violent offenders ◆ Mentally/physically able to participate ◆ Not previously incarcerated as felon ◆ 24 years or younger at conviction ◆ Should be assessed by DOC prior to final disposition ◆ Available to all Courts ◆ Minimum security with fence ◆ <u>Services:</u> <ul style="list-style-type: none"> ⇒ 120 day military-style regimen ⇒ Basic education ⇒ Substance abuse education ⇒ Life Skills ⇒ Public service work ⇒ Transition plans ◆ Intensive Supervision upon release <p style="text-align: center;">CLOSED – May 24, 2002</p> | <ul style="list-style-type: none"> ◆ Code Section 19.2-311 ◆ Chesapeake - <i>Men</i> Goochland - <i>Women</i> ◆ Available to all Courts ◆ Committed offense prior to Age 21 ◆ Did not commit Class 1 Felony or assaultive misdemeanor ◆ Capable of being rehabilitated ◆ Evaluated locally and accepted by DOC prior to sentencing ◆ Four (4) year term plus suspended time ◆ Immediately parole eligible ◆ Term can be four (4) years plus revocation of suspended time upon violation ◆ Medium security with fence ◆ <u>Services:</u> <ul style="list-style-type: none"> ⇒ Remedial education ⇒ Therapeutic Community ⇒ Substance abuse education ⇒ Life skills ⇒ Military regimen ⇒ AA/NA ⇒ Vocational training <ul style="list-style-type: none"> - Auto mechanics/repair - Carpentry/plumbing - Printing ◆ Intensive Supervision for at least 1½ years upon release |
| Diversion Center Incarceration Program | | Detention Center Incarceration Program |
| <ul style="list-style-type: none"> ◆ Code Section 19.2-316.3 ◆ Non-violent felon offenders (<i>See Boot Camp definition</i>) ◆ <i>Women</i> - Chesterfield (110 beds) ◆ <i>Men</i> - Chatham (100 beds) Harrisonburg (108 beds) Stafford (104 beds) White Post (150 beds) ◆ Mentally/physically able to do activities of daily living ◆ Must be accepted by DOC prior to sentencing ◆ Must be a condition of probation or parole in lieu of incarceration ◆ Available to all Courts and Parole Board ◆ Length of stay - 4 to 6 months ◆ Minimum security | <ul style="list-style-type: none"> ◆ <u>Services:</u> <ul style="list-style-type: none"> ⇒ Remedial education ⇒ Substance abuse education ⇒ Life skills, e.g., job readiness ⇒ Parenting and other special topic groups ⇒ Employment in private sector ⇒ Community service ⇒ Urinalysis ⇒ Transition Plans ◆ Intensive Supervision upon release | <ul style="list-style-type: none"> ◆ Code Section 19.2-316.2 ◆ Non-violent felon offenders (<i>See Boot Camp definition</i>) ◆ <i>Women</i> - Richmond (40 beds) ◆ <i>Men</i> - Appalachian (106 beds) Southampton (150 beds) White Post (104 beds) ◆ Physically/mentally able to work ◆ Must be accepted prior to sentencing ◆ Must be a condition of probation or parole in lieu of incarceration ◆ Length of stay - 4 to 6 months ◆ Minimum security with fence ◆ Available to all Courts and Parole Board ◆ <u>Services:</u> <ul style="list-style-type: none"> ⇒ Military style regimen ⇒ Remedial education ⇒ Life skills ⇒ Substance abuse education ⇒ Work on public projects ◆ Intensive Supervision upon release |

Critical Issues

The number of probation and parole violators returning to prison is nearly one-half of the incoming offender population. Between one-quarter and one-third of the Virginia prison population are recidivists. This is a national and state issue. Although the potential population of recidivists is huge and the proportion of technical violators is relatively small, the sheer volume of the offender population threatens to overwhelm prison capacity. In addition, there are new responsibilities for the supervision and monitoring of sexual offenders which make up over 5% of the active caseload.

In coping with these realities, Community Corrections will continue to focus its energies and resources on these vital issues and opportunities:

- ❖ Growing and changing workload including non-English speaking offenders
- ❖ Testing and treating drug and alcohol involved offenders
- ❖ Recruiting, training and retaining top quality staff
- ❖ Using technology to best advantage
- ❖ Managing violent, sexual, high risk and high needs offenders including security threat groups
- ❖ Developing transitional services for offenders re-entering communities
- ❖ Expanding the array of effective, evidence-based sentencing options and sanctions
- ❖ Increasing community awareness of and collaboration on public safety issues
- ❖ Evaluating and assessing programs and services
- ❖ Managing Fair Labor Standards Act (FLSA) requirements
- ❖ Promoting staff safety practices including critical incident management

We will continue working collaboratively with other agencies and organizations which share our interest in promoting pro-social behavior and enhancing public safety.

Goals

The Division of Community Corrections actively participated in the development and implementation of the Department of Corrections' Strategic Plan for 2006 through 2008.

Our goals are to:

1. Provide national leadership in public safety and be a model agency in the control, supervision and management of offenders.
2. Ensure a safe, secure and healthy environment at all Department work sites.
3. Be a leader in corrections by recruiting, developing and retaining a highly effective workforce which has the highest professional standards.
4. Communicate the Department's Vision, Mission and Achievements on the management of offenders to the community at large and specific stakeholders.

The Division continues to be an active partner in the interagency Virginia Prisoner Re-Entry Policy Academy sponsored by the National Governors Association and will work closely with the SJ 126 Joint Committee on this important initiative.

We continued a pilot project in four (4) locations – Charlottesville, Winchester, Lynchburg and Williamsburg – in partnership with the Department of Criminal Justice Services and its four (4) local Community Corrections Act Programs to implement evidence-based practices (EBP). In addition, an EBP assessment instrument which can be used to determine the presence of evidence-based practices was developed and training on its use is planned. Our Day Reporting Programs were in the vanguard of this assessment effort. A Memorandum of Agreement with Virginia Commonwealth University (VCU) and a Federal Byrne grant have been approved to support this effort.

In concert with VCU's L. Douglas Wilder School of Government and Public Affairs, the Department of Corrections conducted a multi-agency summit in April 2006 on Evidence-Based Practices (EBP) in which the Maryland Division of Probation and Parole as a major field practitioner and a number of academics shared their findings with the attendees.

Our statewide Probation and Parole Services, Roanoke Day Reporting Program and Southampton Men's Detention Center have been nationally accredited by the American Correctional Association. This is a tribute to the quality of our staff and their work.

We moved forward on our Human Capital project which is designed to identify the core competencies and credentials needed to carry the responsibilities of the various service delivery and supervisory positions in our organization. We believe this will allow us to more adequately focus upon the recruitment and development of people who have the desired competencies to carry out their duties and responsibilities more effectively.



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Evidence-Based Practices

GOAL: Reduce risks of recidivism

HOW: Challenging distorted thinking and practicing pro-social behaviors

WHAT: Using “Evidence-Based Practices” (EBP) or “What Works” programs and services such as Therapeutic Communities with community-based aftercare

WHY: EBP are based on evidence/research which supports effective changes in thinking and behaving

WHO: DOC staff, local staff and service providers supported by VCU and other EBP experts

WHERE: DOC Community Corrections, Institutions and local Community Corrections Act Programs

WHEN: Underway in 5 pilot sites – Charlottesville, Winchester, Lynchburg, Williamsburg and Wallens Ridge State Prison

- KEY PRINCIPLES OF EVIDENCE-BASED PRACTICES**
- ❖ Identify distorted thinking and anti-social behavior patterns
 - ❖ Prioritize offenders who pose the greatest risks
 - ❖ Engage offenders to plan and participate in appropriate programs and services
 - ❖ Train staff and service providers to use EBP
 - ❖ Stay faithful to proven EBP programs and services
 - ❖ Continue EBP programs and services long enough to effect behavioral change
 - ❖ Determine and measure benchmarks and behavioral outcomes

Evidence-Based Practices in Action

The mission of the Division of Community Corrections is to enhance public safety. The traditional correctional practice has been centered upon the offender's compliance with institutional rules and conditions of supervision. Our people have accomplished much even with a growing and difficult-to-manage caseload.

By embracing EBP, we hope to further improve public safety by focusing our efforts on the offenders who pose the most risk of re-offending. As we assess and address the offenders with the most needs through proven techniques, which challenge distorted thinking and teach more pro-social behavior, those offenders who learn new ways of thinking and behaving have a better chance of staying crime-free without correctional restraints.

We recognize that inculcating EBP into our programs and services will be an arduous undertaking. During FY 2006, there has been substantial work on implementing EBP and preparing the ground for future expansion. These actions included:

- adoption of the Department of Corrections' Strategic Plan for 2006 through 2008 which lays out the expansion of EBP throughout the agency
- development of a Divisional Action Plan
- establishment of a Divisional EBP Steering Committee
- renewal of the Memorandum of Agreement with Virginia Commonwealth University
- presentation of an EBP Summit in partnership with Virginia Commonwealth University's L. Douglas Wilder School of Government and Public Affairs
- continuation of pilot projects in collaboration with local Community Corrections Act programs in Charlottesville, Winchester, Lynchburg, Williamsburg and Wallens Ridge State Prison
- completion of an EBP review of ten (10) Day Reporting Programs (DRP)
- preparation of an EBP site analysis and assessment instrument and process
- provision of additional training on EBP and in Motivational Interviewing, which is a basic EBP skill
- completion of a study of Diversion and Detention Center programs and services and commencement of a major revamping of the program and services at White Post, Richmond and Chesterfield
- agreement upon a Department-wide Risk and Needs instrument to be piloted
- creation of a Case Planning and Treatment Plan curriculum
- initiation of an EBP evaluation

We have a long journey but we have been encouraged by the response of our people and believe we are on the right course.

**Department of Corrections
Division of Community Corrections
FY 2006**

| Program/Services | Probationers | Post Release / Parolees | Total | Inmates | Operating Plan |
|--|---------------------|--------------------------------|---------------|----------------|-----------------------|
| <u>43</u> Districts | 41,121 | 7,062 | 48,183 | 0 | \$ 65,219,513 |
| <u>12</u> Day Reporting Programs | 1,246 | 42 | 1,288 | 0 | \$ 4,050,377 |
| <u>34</u> Intensive Supervision Programs | 2,300 | 419 | 2,719 | 0 | See District Total |
| <u>9</u> Sex Offender Pilot Projects | 832 | 145 | 977 | 0 | \$ 500,000 |
| <u>29</u> Home Electronic Monitoring Units | Unknown | Unknown | 28 | 0 | \$ 195,000 |
| <u>1</u> Active GPS Units | Unknown | Unknown | 1 | 0 | See HEM Total |
| <u>4</u> Passive GPS Units | Unknown | Unknown | 4 | 0 | See HEM Total |
| <u>8</u> Community Residential Programs | 82 | 8 | 90 | 0 | \$ 1,542,433 |
| <u>6</u> Residential Transitional Thera. Comm. | 66 | 17 | 83 | 74 | \$ 4,028,609 |
| <u>1</u> Diversion Center (Women) | 80 | 0 | 80 | 0 | See Men's Total |
| <u>4</u> Diversion Centers (Men) | 386 | 1 | 387 | 0 | \$ 10,866,034 |
| <u>1</u> Detention Center (Women) | 48 | 0 | 48 | 0 | See Men's Total |
| <u>3</u> Detention Centers (Men) | 255 | 0 | 255 | 0 | \$ 8,426,915 |
| TOTAL CASELOAD | 46,416 | 7,694 | 54,110 | 74 | |

| | | | |
|-----------------------------------|--|-----------------------------|-----------------------------|
| INVESTIGATIONS AND REPORTS | Presentence / Postsentence: <u>14,819</u> | Other: <u>63,727</u> | Total: <u>78,546</u> |
|-----------------------------------|--|-----------------------------|-----------------------------|

| | | | | |
|------------------------------------|------------------------------------|-----------------------------|---|--------------------------|
| FIELD OFFICERS (Filled FTE) | Senior Officers: <u>103</u> | Officers: <u>524</u> | Surveillance Officers: <u>52</u> | Total: <u>679</u> |
|------------------------------------|------------------------------------|-----------------------------|---|--------------------------|

Treatment Services

In FY 2006, the Division of Community Corrections allocated the amounts below for substance abuse and sexual offender assessment, testing, polygraphy, and a variety of non-residential and residential treatment services.

Substance Abuse Services **Allocation**

- ❖ Residential and Non-Residential General Funds \$ 1,941,521
 - 7 Private Residential Service Contractors
 - 27 Private Non-Residential Service Contractors
 - 39 Memoranda of Agreement with Community Service Boards

- ❖ Urinalysis \$ 568,000

- ❖ Residential Transition Therapeutic Communities \$ 4,028,609
 - 6 Private Contractors

Sex Offender Services

- ❖ Assessment, Treatment, Polygraphy \$ 1,367,359
 - 31 Private Assessment and Treatment Contractors
 - 6 Private Polygraphy Contractors

Community Residential Programs

- 6 Private Contractors \$ 1,542,433

Virginia Serious and Violent Offender Re-entry Initiative

- 3 Year of 3-year Federal Grant \$ 2,396,647
- 2 Programs – Fairfax County and Newport News

General Substance Abuse Services Continuum

| SERVICES | PROGRAM COMPONENTS | OUTPUTS (OBJECTIVES) | OUTCOMES (GOALS) |
|---|--|--|---|
| Orientation – Introduction to group process and substance abuse services available. | What services are available in the Department, Program, Facility or Community | A person must recognize the need for treatment. To make a person aware of substance abuse issues, the services available and how to access these services. | A person should be willingness to participate in treatment. |
| <p>Psycho Education-Didactic groups about the process of addiction and the process of recovery.</p> <p>Note: A minimum of 8 to 25 participants, unless otherwise approved by Unit Head.</p> | <ol style="list-style-type: none"> 1. Opening Group 2. The Addictive Disease Process 3. The Effects of Addiction and Substance Abuse 4. The Effects of Substance Abuse on Others 5. Addition and Criminality 6. Behavior Change 7. Denial and Defense Mechanisms 8. Twelve Step Programs 9. Recovery 10. HIV/AIDS Prevention 11. Relapse Prevention 12. Treatment Programs 13. Summation and Next Steps | To improve the participant's level of functioning, replace previously held myths and reduce the level of denial. | Initiate recovery and/or participate in continued treatment. |
| Outpatient Group Counseling-Process managing the recovery process. Indeterminate length based on meeting treatment plan goals. | Offender is being alcohol/drug tested. Group counseling should be based on individualized treatment plan. The offender will participate in an acceptable theoretical model. | Make progress toward the individualized objectives of the treatment plan. | Complete the individualized treatment plan. |
| Intensive Outpatient Counseling-process groups and/or one on one counseling. | (9) hours of service per week to include process groups, phycho educational groups and one on one counseling if necessary for a minimum of six (6) weeks. | Make progress toward the individualized objectives of the treatment plan. | Complete the individualized treatment plan. |
| Social – Detoxification | 24-hour staff monitored social setting detox, initial SA Education, Group Therapy, Referral, Case Management and Medical back-up. | 3-7 days of safe withdrawal triage, evaluation; referral to further treatment and support. | Offenders willing to pursue further treatment and recovery goals. |
| Medical – Detoxification | Supervised by health care professionals. | | Reduces acute physiological effects of substance use; precursor to further treatment. |
| Residential Treatment – On Site Primary Care. Length of stay based on meeting treatment plan goals. | 24-hour supervised treatment, group and individual counseling, vocational services, SA education, discharge planning, follow-up care plan, case management and drug screens. | A minimum of 28 days in a therapeutic setting to encourage longer term recovery. | Offenders willing to commit to long-term treatment and recovery plan. |
| Residential Treatment – Transitional Halfway House. Length of stay based on meeting treatment plan goals. | 24-hour supervised treatment, group therapy and individual counseling, self help, vocational, occupational educational services and SA education. Discharge planning, follow-up care plan, case management and drug screens. | 1-9 months of stabilization and rehabilitation with focus on continuing recovery, obtaining employment and staying employed. | Offenders willing to commit to long-term treatment and recovery plan. |
| Peer Support Groups – Therapeutic Community Treatment support groups offered as part of the program and available post-release as a support and maintenance program | Led by a peer with a professional facilitator for offenders. It will include personal sharing, problem solving, group planning, social support for motivation and facilitation of continued behavioral change and helping self by helping others utilizing therapeutic community (TC) tools. | Support re-entry from the therapeutic community into society utilizing therapeutic community (TC) tools. | Pro-social behavior and long term recovery during living independently. |
| Relapse Prevention (Recovery Training) | 1 x weekly/24 weeks open enrollment, for offenders who have completed an SA rehab. program, discuss issues and problems. | Remain drug free and maintain employment. To develop an individual relapse prevention plan that identifies personal cues and triggers. | Reduce recidivism, remain drug/alcohol free. |
| Drug/Alcohol Testing | Unannounced, random sampling throughout Continuum. | Identify substance deter use, promote subsidiary. | Remain drug/alcohol free. |

NATIONAL INSTITUTE ON DRUG ABUSE TREATMENT PRINCIPLES

1. No single treatment works for all.
2. Treatment needs to be readily available.
3. Treatment plans must address multiple needs
4. Treatment plans should be continually re-assessed.
5. Remain in treatment for an adequate time.
6. Medical (or social) detoxification is a first step only.
7. Group and individual counseling are critical components.
8. Medication coupled with counseling may be needed.
9. Dual diagnosed people need integrated treatment.
10. Treatment does not need to be voluntary.
11. Drug/alcohol use must be continually monitored.
12. Treatment should address infectious diseases.
13. Recovery from addiction is a long-term process often with multiple treatment episodes.

Community Corrections Facilities

The Diversion Center and Detention Center Incarceration Programs were established as a part of the “abolition of parole” legislative package in 1994. These programs were designed to offer Circuit Court judges an alternative incarceration option for non-violent felon offenders, at both initial sentencing and revocation proceedings. The Parole Board was later authorized to refer parole and postrelease violators.

Both programs offer a short-term four (4) to six (6) month residential stay with intensive substance abuse education, life skills, and community service work. The Detention Centers have a military regimen as well. The Department of Correctional Education provides basic education and transition preparation services. The DOC Office of Health Services manages health services.

In late FY 2006, the five (5) Diversion Centers and four (4) Detention Centers were consolidated administratively under the management and direction of an Assistant Director for Community Facilities. This will foster a more consistent approach to programs and services and allow for more concentrated follow-up on the unique operational issues attendant to residential facilities including food services, transportation, medical services, and sanitation.

The Centers had these results in FY 2006:

- *Capacity* – 972
- *Census* – 769
- *Admissions* – 2,151
- *Terminations* – 213
- *Graduations* – 2,046
- *Community Service Hours* – 122,457
- *General Education Diplomas* – 114

Full utilization of these Facilities has been a problem especially since the advent of technical violation guidelines. One of the unintended consequences has been the additional paperwork and the demands on staff time for court proceedings. The pilot “direct referral” project, which allowed alleged probation and parole violators to voluntarily participate in lieu of Court or Parole Board revocation proceedings, produced some system efficiencies and improved utilization. Another factor was the statutory change to disallow Courts to add Diversion or Detention Center sentences to active state responsible prison sentences, which we supported.

The facility programs and services were reviewed by a select committee which considered a number of factors and developed a model program design. Program and service enhancements are underway with major changes initiated at the White Post Men’s Diversion and Detention Centers, the Richmond Women’s Detention Center, and the Chesterfield Women’s Diversion Center. The Harrisonburg Diversion Center safely continued its pilot project to serve participants on anti-depressant medications. Southampton Men’s Detention Center achieved 100% compliance with American Correctional Association standards.

Return-to-Custody Pilot Project

The 2005 Appropriations Act directed the Department of Corrections to establish a jail based and a DOC based Return-to-Custody (RTC) for probation technical violators in cooperation with the Virginia Criminal Sentencing Commission.

The decision was taken to begin RTC programs at the Norfolk City Jail and the Southampton Correctional Center and pilot their use with the Norfolk Circuit Court.

The management and staff of Norfolk Probation and Parole District 2, the Offender Re-Entry program, the Norfolk Sheriff's Office, the Southampton Correctional Center, the Eastern Regional Office and the Virginia Criminal Sentencing Commission worked closely together to set-up the RTC programs.

The programs which were based on the jail based offender re-entry program and the DOC work centers were 30 days and 30 to 60 days in duration, respectively, with Norfolk Probation and Parole Services providing the community re-entry phase.

The court chose not to use either RTC program and the enabling language was not included in the FY 2007 and FY 2008 Appropriations Act.

**DEPARTMENT OF CORRECTIONS
DIVISION OF COMMUNITY CORRECTIONS**

Supervising Sex Offenders

LARGE POPULATION

- About 13,000 persons on Registry.
- About 20% (2,699) are under Probation and Parole supervision.
- About 51,475 other felons are under Probation and Parole supervision.

SUPERVISION AND MONITORING ARE LABOR INTENSIVE

- All eligible sexual offenders are registered at intake and prior to release from DOC institutions.
- Victims who request notification about sexual offenders leaving prison are notified.
- Eligible sexual offender registrants are monitored to determine if they have registered.
- Registry requirements are posted in District public areas.
- Department of State Police is assisted in their investigations of alleged non-registrants.
- Global Positioning by Satellite (GPS) is underway. GPS requires active staff follow-up to alerts.
- All active sexual offenders are initially assigned to Level I (Intensive Supervision). Special instructions are imposed.
- Probation and Parole Districts maintain photo albums of sex offenders.

TREATMENT CAN REDUCE RISKS

- Sexual Offender Residential Treatment (SORT) at the Brunswick Correctional Center has 78 beds. An expansion is proposed in FY 2007.
- All sexually violent offenders are assessed for possible civil commitment prior to prison release.
- Civilly committed SVP's are supervised by Petersburg District 7.
- Community Corrections operates nine (9) pilot projects to provide sexual offender containment supervision – Richmond, Suffolk, Danville, Roanoke, Newport News, Bedford, Virginia Beach, Fairfax and Prince William. Containment combines intensive supervision, treatment and polygraph.
- There are 31 contracts for sexual offender assessment and treatment.
- There are 6 contracts for polygraphs.
- An in-house workgroup has completed a revision of sex offender supervision practices.

Sex Offender Containment Supervision Pilot Project

The pilot sex offender supervision sites have developed an enhanced supervision model for sexual offenders. The **nine (9)** locations are Prince William County, Newport News, Virginia Beach, Fairfax County, Richmond, Danville, Roanoke, Bedford County and Suffolk. The Community Corrections' Psychology Supervisor coordinated this project which has developed a prototype sex offender containment supervision manual and reports an overall re-arrest rate of about **7.4%**, of which less than **1%** were for new sexual offenses. There were **21** absconders. There was an active caseload of **977** offenders on June 30, 2006 with **174** others successfully discharged from supervision. Our initial evaluation affirmed the program's effectiveness.

Five hundred thousand dollars (\$500,000) and **four (4)** Senior Officer positions were appropriated for the pilot project and were supplemented by Community Corrections with **20** additional staff and treatment funds. Funding limitations will impact the availability of offender assessment, treatment and polygraphy funds. There will be an increased reliance on offenders paying more of the costs. Funds for an additional **five (5)** sites have been appropriated for FY 2007.

There are **31** contracts statewide providing sexual offender assessment and treatment and **6** vendors providing polygraph services. A total of **\$1,219,876** was spent on assessment, treatment and polygraphy in all Districts including the pilot sites.

In addition, the sexually violent predator (SVP) civil commitment process began in Spring 2003. It has continued to grow as SVP's enter the civil commitment facility or are placed on "conditional release." The demands of this statutory requirement along with global positioning system (GPS) for sex offender registry violators will require the additional resources appropriated for FY 2007.

Sexual offenders are among the most demanding cases under supervision. The sexual offender specialist staff must monitor offender behavior, check and modify the living environment as needed, work closely with sexual offender treatment providers and polygraphers and cope with victim trauma. It is a stressful assignment.

The demands of offender supervision have impacted the capacity of specialist staff to devote time to develop and deliver training services to revise supervision procedures and technologies as more evidence based practices emerge. This is a significant concern.

Currently, there are nearly **3,000** adult probation and parole offenders who are required to register on the Sex Offender and Crimes against Minors Registry. The Division of Community Corrections has been proactive in developing effective supervision and monitoring practices for this difficult population. A committee of field practitioners completed a review of the current supervision practices and recommendations for strengthening our efforts have been adopted.

Virginia Prisoner Re-Entry Policy Academy

Since May 2003, the Division of Community Corrections, in partnership with the Division of Operations, the Department of Correctional Education, the Department of Social Services, the Department of Juvenile Justice, the Department of Criminal Justice Services, the Virginia Employment Commission, the Department of Mental Health, Mental Retardation and Substance Abuse Services, the Department of Health and the Department of Housing and Community Development, under the leadership of Mr. Barry Green, Director of Juvenile Justice and Mr. Clyde Cristman, Deputy Secretary of Public Safety have developed a Strategic Plan to improve the quality and availability of programs and services for the **12,811** offenders who returned to community life in FY 2006. Of these, **10,902 (85%)** had community supervision following incarceration. Governor Tim Kaine signed Executive Order Number 22 which formally authorized and endorsed the work of the Academy and directing the participation of affected executive branch agencies to:

- Provide ongoing coordination of re-entry initiatives
- Explore programs that will aid with offender reintegration
- Address policies and procedures which impede successful reintegration
- Work collaboratively to implement new policies and procedures

The Strategic Plan developed under the auspices of the National Governors' Association centered on **seven (7)** key elements which pilot projects are working to implement:

1. **Begin re-entry planning at Intake**
2. **Strengthen relationships/reduce tensions between offenders and families**
3. **Increase employment opportunities for re-entering offenders**
4. **Reduce failure of releasees to meet court costs, fine, restitution, child support arrearage, financial obligations and to increase overall collections**
5. **Improve long-term housing opportunities for offenders**
6. **Health, mental health and substance abuse needs of offenders**
7. **Other cross-cutting strategies**

The 2006 General Assembly re-established a Joint Subcommittee (SJ 126) to study and report on re-entry efforts and issues. We will continue to work closely with local and state agencies and organizations to strengthen and expand institutional programs and services and enhance the access and availability of programs and services in the community.

DEPARTMENT OF CORRECTIONS

“Preparing Offenders for Release”

| Institution-Based Programming | | |
|--|--|---|
| • Anger Management | • Rational/Emotive Therapies | • Agribusiness Work Opportunities |
| • Productive Citizenship | • Cognitive Restructuring | • Correctional Enterprises Work Opportunities |
| • Substance Abuse Psycho-Education | • Substance Abuse Therapeutic Communities (TC) | • Volunteer Services |
| • Collaboration with DCE and Offender Re-Entry and Transition Services | • Sex Offender Residential Treatment (SORT) | • Religious Services |
| • DSS Pilot Re-Entry Transition Services | • Educational and Vocational Services | • Capital Construction Work Opportunities |
| | • Cognitive Communities | • Highway Labor |

| Community-Based Programming | | |
|---|--|--|
| • Residential Transition Therapeutic Communities | • Offender Re-Entry Program | • Jail Contract Work Release Beds |
| – TC Graduates placed in Institutions’ Programs | – Stable, Non-violent Inmates – within 90-120 days of release | – Within 12 months of Release |
| – 6-Month Residential program | – Classified to local/regional jails – 45 day follow-up upon release | – 150-bed capacity |
| – DOC Contract facilities | – Coordinated by Classification and Probation & Parole Services | – Contracts with local and regional jails |
| 1. Bethany Hall (Roanoke) | 1. Arlington | – Coordinated by Classification |
| 2. Gemeinschaft Home (Harrisonburg) | 2. Blue Ridge | – Generally followed by Probation & Parole Supervision |
| 3. Hegira House (Roanoke) | 3. Charlottesville/Albemarle | |
| 4. Rubicon (Richmond) | 4. Chesapeake | |
| 5. Serenity House (Newport News) | 5. Danville | |
| 6. Vanguard Services (Arlington) | 6. Hampton | |
| – Probation and Parole Supervision | 7. Hampton Roads | |
| | 8. Henrico | |
| | 9. New River (Dublin) | |
| | 10. Norfolk | |
| | 11. Northwest | |
| | 12. Pamunkey | |
| | 13. Rappahannock | |
| | 14. Riverside (Prince George) | |
| | 15. Roanoke City | |
| | 16. Southampton (Women) | |
| • Day Reporting Programs | • Violent Serious Offender Re-Entry Initiative (VASAVOR) | • Community Residential Programs |
| – Located in: Abingdon, Fairfax, Fredericksburg, Harrisonburg, Martinsville, Newport News, Norfolk, Roanoke, Suffolk, Winchester, Wise County, and Tazewell | – Federal Grant | – Stable, healthy offenders. Some violent or sex offenders are eligible. |
| – Probation & Parole Supervision | – Serious, Violent Offenders | – Probation & Parole Supervision |
| – Non-Residential | – Home plan in Fairfax County | – Contract Residential Facilities |
| – Specialized Services on Site | – Classified to Fairfax Jail | 1. Charlottesville |
| – Educational Services (DCE) | – Home plan in Newport News | 2. Lebanon (Russell County) |
| – Life Skills | – Classified to Newport News Jail | 3. Richmond |
| – Substance Abuse Education/Treatment | – Substance Abuse and Mental Health Services | – 3 to 6 months length of stay |
| – Urinalysis | – Residential Services | – Job Placement Services |
| | – Technological Monitoring and Urinalysis | – Urinalysis |
| | – Job Placement Services | |
| | – Followed by Probation & Parole Supervision | |

Interstate Compact for Adult Offender Supervision

Governor Mark Warner signed the above styled Interstate Compact into law as approved by the 2004 General Assembly. The new Compact took effect on July 1, 2004.

The Compact encompasses all other states, territories and the District of Columbia. It is a major national effort to improve the system for transferring adult offenders among the several states and the District of Columbia. It established a National Commission with a full-time staff in association with the Council of State Governments.

A major feature of the Compact is a state council that includes members of the executive, legislative and judicial branches of government, a representative of crime victims and the Virginia Compact Administrator. The members are James R. Camache, Compact Administrator and National Commission Member, Barry R. Green, Director, Department of Juvenile Justice, Ruth G. Micklem, Co-Director, Virginia Sexual and Domestic Violence Action Alliance, E. M. Miller, Jr., Director, Division of Legislative Services and The Honorable Lee A. Harris, Jr., Judge, Henrico Circuit Court.

Sex offender supervision and monitoring is a national issue. The Virginia Compact Administrator along with his colleagues from Arizona, Tennessee, Missouri, Kansas and Georgia studied this issue as an ad-hoc ICAOS committee. Several rule changes were recommended for consideration by the Rules Committee.

As with all changes, there are different rules, different forms and evolving operating procedures. This has been a challenge for our leadership but we are confident it has been done well. In fact, the rules of the Compact have the effect of federal law and are enforceable in the federal courts. Accordingly, the demands and liability for non-compliance put significant pressure on our system. We are hard pressed at present and anticipate the need for more staff and Internet based computer capacity to handle the volume.

On June 30, 2006, there were **7,225** Virginia offenders under supervision or investigation in other states and **3,530** out-of-state cases in Virginia.

A web-based National Adult Compact Information System (NACIS) is being developed for use by all the member jurisdictions. This will enable the computerized transfer of case action requests and supporting documentation. Planning is underway for implementation by early 2007.

The 2006 revised edition of the **Interstate Compact Bench Book** is available on the web at:

<http://www.interstatecompact.org/legal/benchbook.pdf>

Staff Safety and Security Unit

The Staff Safety and Security Unit is comprised of a Unit Manager, Community Corrections Canine (K-9) and Fugitive Recovery. FY 2006 accomplishments for this unit include:

- Facilitating enhancements in safety policy, procedures and practices through a Safety Committee that maintains the agency's Strategies, Training, Equipment and Policy (STEP) manual.
- Since January 1, 2005, provided Incident Command System training to **3** Districts/Facilities. State and local law enforcement were included in the training. Staff are now completing National Incident Management computer based training.
- Provided Staff Safety/Simulations training to approximately **28** Virginia personnel and **8** Deputy U.S. Marshals.
- Reviewed and analyzed a total of **97** Serious Incident Reports involving offenders under supervision. It is worth noting that of **65** incidents of violence, **41** were committed by offenders with no history of violence.

Fugitive Recovery Unit (F.R.U.)

- In FY 2006, **106** parole violators were located and **106** were arrested.
- In FY 2006, **238** probation violators were located and **238** have been arrested.
- In September 2005, the F.R.U. began assignments with the Blue Ridge Fugitive Apprehension Strike Team (BRFAST) sponsored by the United States Marshals Service. The efforts of BRFAST have produced **320** fugitive arrests and cleared **456** warrants in the Western Virginia area.
- The number of re-incarcerated violators improved public safety.

Canine Unit

The Canine Unit assisted with **2** Operation Consequences this year. The unit was in training a total of **5 weeks** and provided regular statewide drug "sniffs" for Virginia Community Corrections. The drug sniffs included:

- Chatham Men's Diversion Center x 2 (on 2 occasions)
- Chesterfield Women's Diversion Center x 5
- Harrisonburg Men's Diversion Center x 5
- Stafford Men's Diversion Center x 7
- White Post Diversion/Detention Centers x 2

- Appalachian Men's Detention Center x 1
- Richmond Women's Detention Center x 6
- Southampton Men's Detention Center x 3
- Gemeinschaft x 2
- Bethany Hall x 1
- Guest House x 1
- Hegira House x 2
- Piedmont House x 11
- Rubicon (Male) x 3
- Rubicon (Female) x 5
- Serenity House x 3
- Virginia Correctional Center for Women x 1

The Canine Unit also provided drug sniffs during evening group sessions for:

- Alexandria District 36
- Henrico District 32
- Richmond District 1
- Peninsula Day Reporting Program, Newport News

Additionally, the unit provided assistance to Institutional Canine Staff, other law enforcement agencies and gives demonstrations upon request.

Department of Correctional Education

The Departments of Corrections and Correctional Education have a memorandum of agreement which underpins their partnership to provide educational, vocational and transitional services to adult offenders. The Community Corrections and Correctional Education Steering Committee meets several times annually to discuss issues, share information and coordinate activities. In May 2003, July 2004, and September 2005, joint training sessions were conducted for staff from both agencies with another session planned for Spring 2007.

The Department of Correctional Education (DCE) prepares youth and adults for success after incarceration. Academic and vocational training are means to an end – the return to school, the pursuit of higher education, and employment upon release. The agency strives to provide quality educational programs that enable incarcerated youth and adults to become responsible, productive, tax-paying members of their communities. Its website address is: www.dce.virginia.gov.

The Department of Correctional Education, a separate executive branch agency, is an independent school district with its own school board that operates in cooperation with the Department of Corrections and Department of Juvenile Justice.

DCE provides educational services in adult and youth correctional facilities throughout Virginia. All academic and vocational teachers meet state certification and endorsement standards. The General Assembly extended DCE's statutory authority to serve Diversion and Detention Center programs.

Educational programs and related services are offered statewide in:

- Day Reporting Programs
- Diversion Centers
- Detention Centers
- Reception Centers
- Adult Correctional Centers
- Adult Correctional Field Units
- Juvenile Correctional Centers

The Department of Correctional Education programs are geared toward helping individuals realize their potential and become productive members of society. The public benefits from the educational programs provided to inmates because productive and taxpaying citizens make positive contributions to society and, most importantly, do not create victims through criminal acts.

Adult Programs:

- Literacy Incentive Program (LIP)

- Special Education
- Apprenticeship Programs
- Cognitive Skills Training
- Library Services
- Adult Basic Education (GED)
- Vocational/Technical Education
- Career Readiness
- Transitional Services/Live Skills Education (Productive Citizenship)
- Job/Employability Skills Training

Juvenile Programs:

- Academic Education/High School Diploma/GED
- Vocational/Technical Education
- Pre-Apprenticeship and Apprenticeship Programs
- Social Skills Training
- Special Education
- SAT/College Preparation
- Job/Employment Skills Training
- Library Services

DCE also coordinates the preparation and distribution of statewide “Community Resources Directory” which lists a variety of basic human services within each Probation and Parole Services District and partners with DOC for Special Olympics. It recruits and uses both outside and offender volunteers (**420**).

In FY 2006, the average monthly enrollment was **661** offenders in one or more classes at Community Corrections’ centers and programs served by DCE.

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