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The Effectiveness of Day Reporting Centers

In Reducing the Likelihood of Probation Violations

A Research Paper

Presented to

The Faculty of the Department of Occupational and Technical Studies

Old Dominion University

In Partial Fulfillment of the Requirements of

The Degree of Master of Science in

Occupational and Technical Studies

By Ryan E. Petroff July 16, 2002

Signature Page

This research paper was prepared by Ryan E. Petroff under the direction of Dr. John M. Ritz in OTED 636, Problems in Occupational and Technical Studies. It was submitted to the Graduate Program Director as partial fulfillment of the requirements for the degree of Master of Science in Occupational and Technical Studies.

Approved by: m the

Dr. John M. Ritz Research Advisor and Graduate Program Director

Date: 7-16-02

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CHAPTER I

INTRODUCTION

To the layperson, little is known in regards to the judicial system. The general public may believe that when an offender is arrested they are sentenced and placed in the penitentiary system. However, this is a common misconception that is made often. Felony offenders are often placed on community supervision that is supervised by a probation officer in lieu of incarceration. If an offender is given a penitentiary term, they are often released to the supervision of a probation officer in order to assist them in the reentrance to society. Due to the rising rates of recidivism, community corrections officials have attempted to make supervision in the community a more successful means of reintegration.

In the last ten years corrections officials have developed new programs in order to provide the best available and effective rehabilitation of offenders that they are in charge of caring for. A program that has come to light in Virginia for the supervision of offenders has been termed Day Reporting Centers.

Probation is becoming a valuable tool when sentencing defendants of felony convictions. Due to the increase of drug related crimes, probation officer's are needing to supervise offender's at an increased level in order to insure that public safety is not compromised by an offender's placement into the community. Due to high caseloads of regular supervision line officer's, intensive supervision is often a resource that they cannot provide. Day Reporting Centers offer intensive supervision for offenders while incorporating substance abuse counseling, education classes and community service.

Statement of Problem

The purpose of this study was to compare intensive supervision provided by Day Reporting Centers and their effectiveness of reducing violations of probation, as compared to supervision provided by regular supervision line officers, in Rockingham County, Virginia.

Research Goals

The following research goals were established to guide the research and answer the problem:

- Does intensive supervision provided by Day Reporting Centers reduce the likelihood of probationers violating their conditions of probation?
- 2. Is intensive supervision provided by Day Reporting Centers more effective in ensuring public safety then regular supervision?
- 3. Do violations of probation initiated by Day Reporting Centers result in more sentence revocations than violations of offenders on regular supervision?
- 4. Do special programs such as life skills and substance abuse counseling provided by Day Reporting Centers reduce recidivism?

Background and Significance

The concept of Day Reporting Centers originated in Great Britain in the early 1970s (Marciniak, 1998). The first Day Reporting Center to open in Virginia was located in Fairfax County and began operation in 1993. There are currently 10 active Day Reporting Centers in Virginia. The Shenandoah Day Reporting Center opened in 2000. The Day Reporting Center (DRC) is a non-residential program that offers intensive supervision while an offender is in the community. In Rockingham County, where the Shenandoah DRC is located, offenders are placed in the program if they are released into the community after completing the Detention or Diversion Center or if they are referred by a probation/parole officer, judge or parole hearing officer.

The District office provides supervision of offenders, pre-sentence investigation for the court, transfer investigations and brokering of community resources. Offenders are supervised by district offices when they are sentenced to suspended sentences by the court with supervised probation, released on post-release supervision by the Department of Corrections after they served the sentence imposed by the court and when the offender is released by the Parole Board to supervision. The district probation officer also makes referrals to detention centers, diversion centers, boot camps, in-patient substance abuse agencies and mental health institutions when ordered to do so by the court during sentencing events.

Due to current budget issues in Virginia, all state agencies are dealing with the dilemma of 3% to 8% cuts in their current operating budgets. The Department of Corrections is currently reviewing special programs and the need for their existence. Therefore, in order for a special program to be justified, their success rate and effectiveness is being evaluated to determine if the program is indeed providing supervision that will reduce recidivism and increase public safety. A current trend is to incorporate Day Reporting Centers with district probation offices in order to reduce operating costs. Due to the costs associated with operating Day Reporting Centers, it is important to determine if they are more effective than district probation offices.

Limitations

In order to keep this study manageable the following limitations have been provided:

- 1. Recidivism in this study is limited to re-arrest, conviction of an offense or the offenders probation being revoked.
- 2. Recidivism will not include entry into a special program, such as in-patient substance abuse.
- The Shenandoah Day Reporting Center began operation in the year 2000.
 Therefore, there will be a limited number of case's to review against the District 39 probation office.

Assumptions

The following assumptions were made in this study:

- Offenders that are being supervised by the Day Reporting Center are on intensive supervision for which they will be seen by a probation officer at least three times per week.
- 2. Offenders that are being supervised by District 39 are on general supervision for which they are being seen by a probation officer at least once per quarter.
- Caseloads for probation officers at the Day Reporting Center are approximately 30 offenders per officer.
- 4. Caseloads for probation officers at the District 39 probation office are approximately 80 offenders per officer.

 Offenders placed in the Day Reporting Center are assessed for substance abuse treatment and provided treatment at the Center by a certified substance abuse counselor.

Procedures

Data for this research were collected at the Shenandoah Day Reporting Center by sampling random closed cases. Every tenth file will be reviewed and analyzed to determine if the offender committed a violation of probation, was arrested, convicted or tested positive for drug use. Data for this research were collected at the District 39 probation office in the same fashion. However, due to the large volume of closed cases at the office, every fiftieth case will be reviewed for the same variables. Data collected will be used to answer the research goals.

Definition of Terms

The following definitions were used in this study and were important to comprehending this report:

- Day Reporting Center: A non-residential facility that provides intensive supervision of offenders on probation. It provides substance abuse counseling, life skills, educational assistance such as GED, job referrals, vocational services and after care or relapse prevention.
- 2. Detention Center: A residential program that an offender may be placed in by a judge during sentencing, revocation or the parole board when an offender is found in violation of parole. Detention Centers are residential programs that offer Para-Military type structure. They also offer substance abuse education such as

breaking barriers. The offender resides in the program for approximately six months. This program offers a type of incarceration.

- 3. *Diversion Centers:* Is a residential program in which an offender can be employed after two months of residing in the program. The offender may leave the facility for work but must return after his/her shift is completed. This program offers many of the same resources that the detention center offers.
- 4. *General Supervision:* Is a type of probation/parole supervision in which an offender is seen by an officer once every three months.
- 5. *Intensive Supervision:* Is a type of probation/parole supervision in which an offender has increased contact with a probation officer. Depending on factors regarding the offender, contact may be as much as three to five times per week.
- Closed: Are cases that are no longer open or supervised by a probation officer.
 Such cases were closed do to violation, expiration of probation term and transfer to another area.

Overview of Chapter

Chapter I introduced the reader to intensive supervision that is provided by Day Reporting Centers. It also provided the reader a statement of the problem and the importance of the study. Limitations were listed in order to provide boundaries for which the study will adhere. Procedures were listed to explain how the data were collected and assessed. Definitions were explained in order to provide the reader an understanding of unfamiliar terminology.

Chapter II reviewed literature, which directly related to the study of Day Reporting Centers. Chapter III will explain the methods and procedures that were used to obtain the data. Chapter IV presented the reader with the data that were collected for this study and Chapter V provided the reader with a summary, conclusion and recommendations.

CHAPTER II

REVIEW OF LITERATURE

The purpose of this chapter was to review literature that was related to the problem statement and research goals. Included in the review was information collected from journal articles, books and government documents from the Department of Justice and Virginia Department of Corrections. In this chapter, the reader will be provided with an overview of intensive supervision provided by the Shenandoah Day Reporting Center; history of Day Reporting Centers in Virginia and the world; and the success of Day Reporting Centers in the United States of America.

History of Day Reporting Centers

The first Day Reporting Center was opened in 1974 in England when national criminal justice officials wished to provide persistent offenders an alternative to incarceration and provide the offender with social skills that would enable them to become productive members of society (Marciniak, 2000). Twelve years later the first Day Reporting Center was opened in the United States in Hampden County, Massachusetts (Larivee, 1990).

The Virginia Department of Corrections began implementing Day Reporting Centers in 1993 when it opened its first center in Fairfax County. There are currently ten Day Reporting Centers operated in Virginia at locations such as Fairfax, Abingdon, Hampton, Richmond, Norfolk and Wise County. The Shenandoah Valley Day Reporting Center in Harrisonburg, Virginia, opened in 2000 and currently has a compacity of 85 offenders (vadoc.state.va.us).

Program Detail

In contrast to the level of supervision offered by District 29, the Day Reporting Center supervises all offenders at an intensive level. Offenders are seen by their supervising officer on a weekly basis. The Day Reporting Center also offers in house substance abuse counseling, Alcoholics Anonymous, Narcotics Anonymous and job assistance (vadoc.state.va.us).

One of the more proactive services the Day Reporting Center offers is educational assistance. Day Reporting Centers have in house teachers that offer programs such as GED preparation, basic literacy, affective domain life skills and vocational counseling (vcu.edu). While the offender must complete substance abuse counseling, AA/NA, community service and urine screens, they are also required to be evaluated for educational needs. If the offender is a high school graduate, they may be referred to a local vocational program if they are currently under-employed. An offender that is unable to read and has a history of spousal abuse may be taught basic literacy and affective domain skills.

A general supervision officer at the District level will assess the risk/needs of an offender to determine what an offender would benefit from in order to be a productive member of society. The probation/parole officer will then act as a broker of services and refer offenders to substance abuse counseling, sex offender counseling, mental health counseling, AA/NA, anger management and educational/vocational counseling. These services are not offered in house at the District level. One problem that arises is the delay in notification when an offender fails to make a meeting or counseling session. At the Day Reporting Center, the counselor and

probation/parole officer have easy access to each other and can address problems as they occur (Dickey & Smith, 1998).

Intensive Supervision

In a June 1, 1998, report published by *Corrections Compendium*, 45 states either had or were in the process of developing intensive supervision programs (Herrick, 1988). In essence, intensive supervision is a type of supervision that offers "more than routine supervision" (Petersilia, 1987). In *The Effectiveness of the New Intensive Supervision Program*, authored by Bryne, Lurigio and Baird (1989), they described six ways in which intensive supervision is "intensive".

- Supervision is *extensive*. Probation officers have multiple, weekly face to face contacts with offender, as well as collateral contacts with employers, family members and frequent arrest checks.
- Supervision is *focused*. Monitoring activities concentrate on specific behavioral regulations governing curfews, drug use, travel, employment and community service.
- Supervision is *ubiquitous*. Offenders are frequently subjected to random drug tests and unannounced curfew checks.
- Supervision is *graduated*. Offenders commonly proceed through ISP programs in a series of progressive phases-each of which represents a gradual tempering of the proscriptions and requirements of ISP-until they are committed to regular supervision as the final leg of their statutory time on supervision.

- Supervision is strictly *enforced*. Penalties for new arrests and noncompliance with program conditions are generally swift and severe.
- Supervision is *coordinated*. ISP offenders are usually monitored by specially selected and trained officers who are part of a larger specialized, autonomous unit.

Supporters of Intensive supervision often claim that it is cost effective, a diversion from incarceration and improves public safety. In the Bryne, Lurigio and Baird study (1989), they evaluated the intensive supervision programs of Georgia, New Jersey and Massachusetts to determine if in fact they were cost effective, a diversion to prison and improved public safety. In this study, several changes were suggested in order to make intensive supervision more effective. "In view of the current emphasis on offender surveillance and apprehension in many ISP programs, the results of the Massachusetts evaluation have some obvious implications for future resource allocation decisions. If lower recidivism rates are the primary goal, funding should be provided for employment/education and substance abuse treatment, rather than new surveillance equipment (e.g., electronic monitors)" (Bryne, Lurigio & Baird, 1989).

Recidivism

Many feel that probation/parole has failed to do their job if an offender is arrested due to a violation of probation and returned to prison. One key area to consider is that the first responsibility of probation/parole is to insure public safety. Recidivism in regards to probation/parole can be in the form of a new law violation or a *technical* violation (e.g., curfew, drug test failure, non-compliance, etc.). Public safety and community protection from offenders under supervision can be improved when offenders are returned to prison for technical violations (Byrne, Lurigio & Baird, 1989). In a study completed by Pearson in 1987, he reported that in regards to the offenders returned to prison, *75 percent were technical violators*, and drug-test failure is the primary reason for returning ISP offenders. Pearson's main finding from his report suggests that increasing the level of supervision over offenders will improve community protection.

Summary

This review of literature indicated that there is recent information about Day Reporting Centers and Intensive Probation Supervision. This information indicates that Day Reporting Centers in Virginia offer a wide range of programs that are intended to monitor and support the offender. This information also indicates that intensive supervised probation can be a successful tool when programs are implemented to improve the offender's integration into society. It also appears that with increased supervision, a probation/parole officer will discover more technical violations and this may affect the recidivism rate.

State information was provided through the Department of Corrections. However, limited information was available due to the Shenandoah Day Reporting Centers limited time in operation.

The following chapter, Chapter III, will cover the methods and procedures that were used to collect data for this study. This chapter also covers instrument design and administration.

CHAPTER III

METHODS AND PROCEDURES

The researcher used a descriptive research design in order to carry out this study in an organized manner. The study was designed in order to answer the following goals: (1) to identify if supervision provided by Day Reporting Centers reduces the likelihood of probationers violating their conditions of probation, (2) to identify the type of supervision, general or intensive, that is most effective in ensuring public safety, (3) to identify the length to sentence revoked when an offender violates probation in Day Reporting Centers and District Offices and (4) to identify the effectiveness of special programs such as life skills and substance abuse counseling provided by Day Reporting Centers. In this chapter, the population, methods for collecting data and the procedures for analyzing data will be presented.

Population

The population for this study consists of 50 probationers/parolees that were closed from supervision by the Shenandoah Valley Day Reporting Center. The population also consists of 100 probationers/parolees that were closed from supervision from the District 39 Probation and Parole officer located in Harrisonburg, Virginia. Each case participated in either the District office supervision or Day Reporting Center supervision and was closed for either violating probation/parole, completing the program or reaching their minimum date of release.

Methods of Collecting Data

Each case was reviewed by the researcher to determine if they violated probation/parole or were terminated from the Day Reporting Center. The researcher

reviewed each file in order to determine if a new law violation occurred while they were supervised by the District officer or the Day Reporting Center. The researcher identified all cases that were returned to court to determine the amount of suspended sentence that was revoked.

The researcher reviewed 100 random files from the District 39 Probation and Parole Office on April 2, 2002. Each case was reviewed in order to answer if the probationers/parolees completed probation successfully or if a violation occurred. If a violation occurred, it was determined what the outcome of sentence revocation was. The researcher reviewed 50 random files from the Shenandoah Valley Day Reporting Center on April 6, 2002. Each case was reviewed in order to answer if the probationers/parolees completed the program successfully or if a violation occurred. If a violation occurred, it was determined what the outcome of the sentence revocation was. These data indicated the amount of probationers/parolees that successfully competed either the Day Reporting Center program or the District 39 supervision. When each file was reviewed, the researcher did not use any information that was able to identify the subject tested. These data were then compiled and used to answer the research goals.

Analysis of Data

Upon completion of the collection of data, the researcher compiled the data from the files by analyzing the data. The statistical method used to compile the findings will be chi-square. The data were put into three categories. The first category answered how many probationers/parolees from District 39 and Shenandoah Valley Day Reporting Center violated supervision. The second category answered the amount of suspended sentences that were revoked from the offenders that violated supervision. The third category answered how many offenders that were participating in special programs at the time of violation while under supervision of the Shenandoah Valley Day Reporting Center.

Summary

In this chapter, the researcher provided an outline of the methods and procedures that were used to collect data in this research. Data were collected on April 2, 2002, and April 6, 2002. The data collected were used to answer the research goals as outlined in this paper.

CHAPTER IV

FINDINGS

This chapter presents the findings for this study to determine if there is a correlation among the effectiveness of intensive supervision provided by Day Reporting Centers and regular supervision provided by District 39. One hundred closed files were evaluated from the District 39 probation and parole office to answer the research questions. Fifty files were evaluated from the Day Reporting Center to answer the research questions. The findings of this research are presented in this chapter in the following sections: Violation Reduction, Public Safety, Sentencing Revocations and Summary.

Violation Reduction

Does intensive supervision provided by Day Reporting Centers reduce the likelihood of probationers violating their conditions of probation? Twenty-two of the fifty cases evaluated at the Day Reporting Center violated the terms of their probation while being on intensive supervision. Twenty-one of the one-hundred cases evaluated at the District 39 office violated the terms of their probation while being on regular supervision. This information is illustrated in Table 1. Of the one-hundred cases evaluated, 21% of the offenders studied at the District 39 probation and parole office violated their terms and conditions of probation. Of the fifty cases evaluated, 44% of the offenders studied at the Day Reporting Center violated their terms and conditions of probation.

Table 1

Chi-Square Factor Analysis: Intensive Supervision Provided by Day Reporting Centers In Reducing the Likelihood of Probation Violations As Compared to Regular Supervision Provided by District 39

	Violated	Not Violated
DRC	22	28
D-39	21	79

N = 150 $x^2 = 8.62$

Public Safety

Table 2 answers Research Question 2, Is intensive supervision provided by Day Reporting more effective in ensuring public safety as compared to regular supervision? Six of the fifty cases evaluated at the Day Reporting Center committed new criminal offenses while being supervised under intensive supervision. Seventeen of the onehundred cases evaluated at the District 39 Office committed new criminal offenses while being supervised on regular supervision. All fifty cases evaluated at the Day Reporting Center received programs such as life skills and substance abuse counseling while participating in intensive supervision provided by Day Reporting Center program. Therefore, chi square analysis in Table 2 also applies to Research Question 4; Do special programs such as life skills and substance abuse counseling the participating provided by Day Reporting Centers reduce recidivism. Out of the one-hundred cases evaluated, 17% of the offenders committed a new criminal offense while under probation supervision with the District 39 probation and parole office. Out of the fifty cases evaluated, 12% of the offenders committed a new criminal offense while under probation supervision with the Day Reporting Center.

Table 2

Chi Square Factor Analysis: The Effectiveness of Intensive Supervision Provided By Day Reporting Centers in Ensuring Public Safety As Compared to Regular Supervision

	New Crime	No New Crime
	6	44
DRC		
D-39	17	83

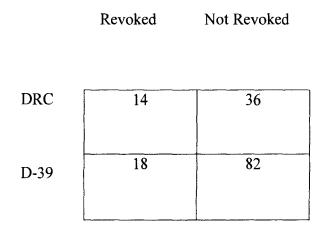
$$N = 150 \quad x^2 = 0.64$$

Sentencing Revocations

Table 3 answers Research Question 3, Do violations of probation initiated by Day Reporting Centers result in more sentencing revocations then violations of offenders on regular supervision? Fourteen cases out of fifty evaluated at the Day Reporting Center were revoked do to a violation of probation. Eighteen cases out of one-hundred evaluated at the District 39 Office were revoked do to violations of probation. Out of the one-hundred cases evaluated, 18% of the offenders returned to court for violating their probation while under supervision at the District 39 probation and parole office had their suspended sentence revoked. Out of the fifty cases evaluated, 28% of the offenders returned to court for violating their probation while under supervision at the Day Reporting Center had their suspended sentence revoked.

Table 3

Chi-Square Factor Analysis: Do Violations of Probation Initiated by Day Reporting Centers Result in More Sentencing Revocations as Compared to Violations of Offenders on Regular Supervision



 $N = 150 \quad x^2 = 1.99$

Summary

One-hundred cases were evaluated at the District 39 Office to determine if they violated probation, if they committed new criminal offenses and if their probation was revoked if they were violated. Fifty cases were evaluated at the Day Reporting Center to

determine if they violated probation, committed new criminal offenses, participated in special programs and if their probation was revoked if they were violated. Research Question 1 was analyzed with Chi-Square to determine if a correlation existed. The calculated x^2 was 8.62. Research Question 2 and 4 were analyzed with Chi-Square to determine if correlations.existed The calculated x^2 was .64. Research Question 3 was analyzed with Chi-Square to determine if a correlation existed. The calculated x^2 was 1.99. The summary, conclusion and recommendations about the results are presented in Chapter V.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

The research conducted in this study is summarized in this chapter and followed with conclusions drawn from the results of data analysis. Recommendations for further study are also presented.

Summary

The Virginia Department of Corrections began implementing Day Reporting Centers in 1993 when it opened its first center in Fairfax County. Day Reporting Centers were opened to provide offenders that are in high risk to re-offend with an intensive supervised program. Day Reporting Centers enable probationers to remain in the community while participating in special programs that focus on substance abuse and educational and vocational assistance. Regular supervision in Virginia is still provided by District Offices located throughout the state. With the current budget problems the state is having, many programs within the Department of Corrections are being evaluated for effectiveness and need. The Day Reporting Center's are currently being evaluated by the Department of Corrections and the DRC may be a special program that is discontinued in the near future.

This study only included cases that were closed in the Day Reporting Center and District 39 Office. A closed case is a case that has completed probation, violated probation or transferred to another district or state. One-hundred cases were evaluated at the District 39 Office. Fifty cases were evaluated at the Day Reporting Center. Cases that were transferred were not evaluated due to the fact violation material was not in the office file. The purpose of this study was to compare intensive supervision provided by Day Reporting Centers and their effectiveness of reducing violations of probation, as compared to supervision provided by regular supervision line officers, in Rockingham County, Virginia. The following goals were established to guide the research and answer the problem:

- Does intensive supervision provided by Day Reporting Centers reduce the likelihood of probationers violating their conditions of probation?
- 2. Is intensive supervision provided by Day Reporting Centers more effective in ensuring public safety than regular supervision?
- 3. Do violations of probation initiated by Day Reporting Centers result in more sentencing revocations than violations of offenders on regular supervision?
- 4. Do special programs such as life skills and substance abuse counseling provided by Day Reporting Centers reduce recidivism?

In order to keep this study manageable the following limitations have been provided:

- 1. Recidivism in this study is limited to re-arrest, conviction of an offense or the offenders probation being revoked.
- 2. Recidivism will not include entry into a special program, such as in-patient substance abuse.

The Shenandoah Day Reporting Center began operation in the year 2000.
 Therefore, there will be a limited number of case's to review against the District 39 probation office.

Conclusions

This research was guided by the following research questions:

- Does intensive supervision provided by Day Reporting Centers reduce the likelihood of probationers violating their conditions of probation? *The Chi-Square factor analysis, x² = 8.62 does surpass the critical value of 6.640 at .01 level of significance. This research indicates that there is a correlation between Day Reporting Centers reducing the likelihood of probationers violating their conditions of probation.*
- 2. Is intensive supervision provided by Day Reporting Centers more effective in ensuring public safety as compared to regular supervision? The Chi-Square factor analysis, x² = .64 does not surpass the critical value of 3.84 at .05 level of significance. This research indicates that there is no correlation between Day Reporting Centers being more effective in ensuring public safety as compared to supervision provided by regular supervision at the District 39.
- Do violations of probation initiated by Day Reporting Centers result in more sentencing revocations than violations of offenders on regular supervision? The Chi-Square factor analysis, x² = 1.99 does not surpass the critical value of 3.84 at .05 level of significance. This research indicates that there is no correlation

between violations initiated by Day Reporting Centers resulting in more sentencing revocations than violations of offenders on regular supervision.

4. Do special programs such as life skills and substance abuse counseling provided by Day Reporting Centers reduce recidivism? *The Chi-Square factor analysis,* x² = .64 does not surpass the critical value of 3.84 at .05 level of significance. This research indicates that there is no correlation between special programs provided by the Day Reporting Center in reducing recidivism.

Recommendations

It does appear that intensive supervision provided by Day Reporting Centers reduces violations of probation. Therefore, intensive supervision is beneficial to probationers and the community. It is not more effective in ensuring public safety; this may in part be due to the fact that all new offenses were considered in this study. It may be beneficial in future studies to differentiate between misdemeanor and felony offenses when comparing intensive supervision to regular supervision. It may also be helpful in future research to evaluate a Day Reporting Center that was in operation longer than the one studied in this research project.

Day Reporting Centers reduce the caseloads of District Offices; therefore the results of future studies in Virginia may be different if Day Reporting Centers are discontinued. Higher case loads translate to less supervision provided to the offender and the community.

Do to the current budget issues in Virginia, it may be helpful to once again combined intensive supervision with District Offices. This would help in reducing the caseloads that are currently being carried by regular supervision line officers. The future of the Day Reporting Centers in reality does not rely in its effectiveness to serve the community. The future of Day Reporting Centers is directly linked to what programs can be sacrificed in order to lower the operating budget of the Department of Corrections. The future may see Day Reporting Centers combined with District Offices for the simple fact that it will cost less to operate two separate buildings. It is obvious that intensive supervision is needed but to what extent is unknown.

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