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Research &  
Evaluation Unit

# Intensive Supervision Program (ISP)

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Final Evaluation Report:

## Client Characteristics & Supervision Outcomes - A Caseload Comparison

Virginia Department of Corrections  
Planning & Engineering Services  
January, 1988



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## EXECUTIVE SUMMARY

Given existing levels of jail and prison overcrowding and the inherent risks to public safety posed by felony probation, it has been suggested that intensive supervision programs may be one of the most significant criminal justice experiments in the next decade.

The goal of Virginia's Intensive Supervision Program is to offer an alternative to incarceration which protects the public safety and cost-effectively addresses identified offender needs in the least restrictive setting. It is designed as a community corrections option less costly and less restrictive than prison, yet providing stricter supervision and sanctions than conventional probation. Three pilot programs began in 1985 although most of the 19 programs were funded July 1, 1986, making the program relatively new in Virginia.

This is the first formal evaluation of the program. The project assesses the similarity of ISP clients to incarcerated offenders and analyzes cases terminated during FY 87. Major findings relate to:

- o ISP clients and incarcerated offenders;
- o Program activities of ISP terminated cases;
- o ISP case assignments;
- o Norfolk two-person model; and,
- o Comparison of successful and unsuccessful cases.

The findings capture the experience of the program after 676 clients were screened for participation during FY 1987. Approximately two-thirds (453) entered the program and 189 had terminated during that same period.

### ISP clients and incarcerated offenders

ISP clients appeared similar to incarcerated offenders on the basis of descriptive comparisons of personal characteristics and current offenses.

### Program activities of ISP terminated cases

Assuming ISP clients would have been incarcerated but for the program, their program activity suggests economic benefits to taxpayers and clients alike in that the majority of clients:

- o Were employed and
- o Utilized one or more community resources.

Additional economic benefits were derived from the more than one-third (36%) of the clients who had financial obligations and paid them, at least in part.

Based on review of personal officer/client contacts, the level of contacts per client appeared high.

#### ISP case assignments

Analysis of case assignments reveals that:

- o Referrals to the program were primarily from existing probation/parole caseloads, although judges and the Parole Board have also utilized the program.
- o Most offenders assigned to the program met the criterion of moderately high or high risk, as established by the standard risk assessment instrument.
- o Approximately one-half of the offenders assigned were under supervision for the property offenses of burglary, larceny and fraud while another one-quarter were under supervision for robbery, rape and assault.

#### Norfolk two-person model

There appear to be some differences in the characteristics of cases assigned to the two-person model program in that:

- o A higher percentage of these clients were Black, male, or parolees;
- o Their average age was older;
- o A lower percentage had completed high school; and,
- o Referral was more often from court or the Parole Board.

However, these differences may characterize the Norfolk offender population rather than other ISP case assignments.

Also, a higher percentage of the Norfolk cases were terminated successfully. This finding should be interpreted with caution since it may be influenced by factors such as length of program operation. Programs in operation for longer periods of time may show higher percentages of successful outcomes due to reassignment to regular supervision or discharge from supervision.

#### ISP Supervision Outcomes

Findings support those frequently found in other studies of

community supervision programs:

- o Whites, females, older offenders, married offenders and those who completed high school were more often successful than other ISP clients;
- o Successful clients had lower average numbers of prior periods of probation and parole supervision.

Differences between probationer and parolee outcomes may be summarized as follows:

- o Parolees had higher percentages of new felony and misdemeanor offenses;
- o Probationers had higher percentages of program terminations for technical violations and for absconding from supervision; and,
- o Overall, parolees had a slightly higher rate of success.

Assuming the program diverts only those who would otherwise have occupied a jail or prison bed, the direct and indirect costs of incarceration have been avoided for the 76 offenders who successfully completed the program.

Answers to questions related to public safety, effectiveness with specific offender groups and impact on reducing recidivism remain inconclusive given the relative youth of the program. Strategies are offered to enhance the evaluation process as the program matures.

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## PROJECT SCOPE

The Probation and Parole Support Services Manager in the Division of Adult Community Corrections requested that the Research and Evaluation Unit:

- o Assess the similarity of Intensive Supervision Program (ISP) clients to incarcerated offenders; and,
- o Analyze ISP cases terminated during FY 1987.

## PROJECT BACKGROUND

As a result of general appropriation funding made available July 1, 1986, the project requester anticipates legislative interest in evaluation findings during the 1988 session of the General Assembly.

Specifically included in the evaluation request is an assessment of the two-person model in Probation and Parole District 2 (Norfolk). The two-person model features a surveillance officer teamed with a probation and parole officer and is grant-funded by the Department of Criminal Justice Services (DCJS).

Program evaluation is an integral part of ISP. Objectives stated in the Intensive Supervision Program Guide include the collection of precise data for comparative analyses and program evaluation.

## PROGRAM BACKGROUND

Intensive supervision provides an incarceration alternative designed to protect public safety and cost-effectively address offender needs in a less restrictive setting. Increased supervision of selected offenders is matched with community resources to meet offender needs. The program provides an intermediate step between conventional probation/parole supervision and incarceration.

Throughout the country, intensive supervision programs have generally been designed either to provide an incarceration alternative for probationers or to provide for early release of those already incarcerated. Virginia is somewhat unique in designing its intensive supervision program to serve both purposes. Either probationers or parolees who are administratively deemed in need of intense supervision may be assigned to the program. Additionally, a release component is built into the program through Parole Board referrals.

Beginning in early 1985, three pilot caseloads were established in Lynchburg, Newport News, and Norfolk. In July, 1986, general

appropriation funding for 16 additional intensive supervision officers enabled the program to expand. The expansion took place gradually as replacement officers were recruited and trained to take over the caseloads of experienced officers who transferred to the Intensive Supervision Program. Currently, the Intensive Supervision Program is operational in 17 probation and parole districts.

Intensive supervision officers are assigned smaller caseloads than regular probation and parole officers, with usually no more than 20 offenders per caseload. Although one probation and parole manager has expressed the view that the caseload minimum might be raised to 30 without harming the program, currently there are no plans to raise the limit. National authorities advocate strict caseload limits.

The clients are referred from existing caseloads, circuit courts, or the Parole Board. Referrals from existing caseloads are made at the point revocation proceedings are under consideration. The district screening committee, using case information and risk/needs assessments, selects the participants. Offenders whose numeric risk scores are 15 or greater (scores in the moderately high to high range) are targeted. After selection, a comprehensive supervision plan is developed and a monitoring system initiated.

This monitoring system provides for assessment of the progress of the offender as needed, but a formal review is made at least quarterly. The client is initially placed in the first of two program phases. If, after a minimum of three months, the client is responding positively to supervision, assignment to the second phase of the program may take place where he/she is supervised less intensely.

After spending three to 12 months in the Phase 2, an offender who continues to respond positively will usually be reassigned to regular supervision, if his/her supervision period has not already expired. Options for dealing with an offender who is not responding positively in Phase 2 include a return to Phase 1, probation or parole revocation proceedings for technical violations or new felony or misdemeanor convictions, and, possibly, incarceration.

During FY 87, 676 offenders were screened for program entry. Approximately two-thirds, or 453, of those screened were assigned to the program. Including the already active pilot caseloads, a total of 488 clients participated in ISP during the fiscal year. As of June 30, 1987, there were 299 active intensive supervision cases.



## METHODOLOGY

Consistent with program objectives set forth by the Division of Adult Community Corrections in its Intensive Supervision Program Guide (see Appendix A), the evaluation design for this project was linked to five major areas:

- o Similarity between ISP clients and incarcerated offenders;
- o Identification of program activities of ISP clients up to the time of their termination from the program;
- o Identification of characteristics of ISP case assignments;
- o Performance of the Norfolk two-person model program; and,
- o Comparison of successful and unsuccessful ISP cases.

Following is a brief description of each of these areas.

### Similarity Between ISP Clients and Incarcerated Offenders

Since ISP serves as an incarceration alternative, the evaluation design includes a comparison of ISP clients whose ISP cases were terminated during FY 1987 with three other offender groups. Pre-program data, principally current offense and personal characteristics, are the basis for the comparisons between:

- o ISP clients and new commitments to Department of Corrections (DOC) institutions;
- o ISP probationers and probation violators; and,
- o ISP parolees and parole violators.

### Program Activities of ISP Clients

Various program activities were examined in relation to the program objectives and standards. In order to assess compliance with the program objective of "decreasing costs to the taxpayer", both the number and percentage of clients employed while in the program were determined. Obligations owed and paid were analyzed while the client was being supervised in the community versus in prison.

In order to assess the program objective of "increased focus on offenders' needs", the number of services purchased and community resources utilized were analyzed in terms of minimum, medium, and maximum level client needs (see Appendix C).

Program standards address the number of contacts required per

month for various types of contacts, according to phase of the program. In order to estimate whether the standards were met, the average number of contacts by type were computed. Differences in number of contacts for successful and unsuccessful clients were evaluated to assess potential differences in the level of supervision provided.

#### ISP Case Assignments

In analyzing case assignments, the evaluation focus was to:

- o Develop a profile of ISP clients based on personal characteristics and current offense information;
- o Describe the types of offenses for which ISP clients were under supervision;
- o Examine the types of offenses for which moderate and low risk clients were assigned to the program, in view of the target population (see Appendix C); and,
- o Analyze risk and needs scores of probationers as compared to parolees and all ISP clients (see Appendices C and D).

#### Two-person model

Characteristics of the 22 cases terminated from the two-person model were compared to those of the remaining ISP terminated cases. Types of characteristics compared include personal characteristics, current offense, risk/needs scores, and case outcomes.

#### Comparison of Successful and Unsuccessful Cases

A final evaluation objective was to determine the kinds of cases in which ISP clients successfully completed the program:

- o Successful terminations were defined as cases closed due to the client's reassignment to regular supervision or discharge from supervision;
- o Unsuccessful terminations were defined as cases closed due to technical violations, new misdemeanor convictions, felony convictions, or the clients' absconson; and,
- o Cases terminated because of transfer to another district or for other reasons comprise a small group which was classified as "other".

By these definitions, there were 75 successful and 96 unsuccessful clients. The remaining 18 clients comprised the "other" group.

In order to highlight the differences between successful and unsuccessful terminations, some analyses exclude the 18 clients terminated for "other" reasons.

Success rates for case terminations were calculated by offense, offense type, and client characteristics. Rates were derived by dividing the number of successful case terminations by the combined total of successful and unsuccessful case closings. Findings related to profiles of successful and unsuccessful clients or success rates may be influenced by differing periods of operation of programs in the various districts.

### Data Collection

The source of data for Intensive Supervision clients are the Case Summary Report (see Appendix C), completed by the intensive supervision officer for each case closing during FY 1987. Data regarding DOC new commitments, probation violators and parole violators are extracted from the Pre/Post Sentence Investigation (PSI) data base.

The comparison groups are comprised of only those offenders who were sentenced between July 1, 1986, and June 30, 1987, from one of the 21 courts where Intensive Supervision programs are in operation. Current offenses were classified as either person, property, drug or other.

The Case Summary Report includes information from the risk assessment instrument. This instrument is widely-utilized by probation and parole staff to determine a client's level of community risk. Categories of risk (and score ranges) are: low (0-7), moderate (8-14), moderately high (15-24) and high (25 and above).

Needs assessment information is also included on the summary reports. The needs assessment instrument is likewise used by field staff to determine a client's level of needs. Categories (and score ranges) are: minimum (0-14), medium (15-29) and maximum (30 and above).

### Data Analysis

Case Summary Reports provide the basis for describing and analyzing terminated cases. These reports have been edited by Research and Evaluation staff to ensure that the data were as complete and consistent as possible and ready for data entry. Intensive supervision officers were contacted periodically to help ensure consistency in reporting.

Although the Case Summary Report includes several items pertaining to offender prior record, attempts at reconciling

conflicting data revealed reporting discrepancies on prior convictions data; some officers included juvenile offenses while others reported only adult convictions. Therefore, prior convictions data has not been analyzed.

Also, PSI data, used for comparing ISP clients and incarcerated offenders, was not compatible with information from the Case Summary Report. This precluded comparison of criminal record information.

However, for purposes of comparing successful and unsuccessful cases, information on offenders' youth record, as well as prior periods of probation and parole supervision, were determined reliable for data analysis.

Also, criminal history data intended for comparisons between ISP clients and incarcerated offenders were not compatible with criminal history data from the Case Summary Report. Data drawn from the Pre/Post Sentence Investigation (PSI) automated data base are used for comparisons on personal characteristics, but incompatibility to Case Summary Report prior record information precluded their use in analysis of offender criminal history.

## FINDINGS: ISP CLIENTS & INCARCERATED OFFENDERS

If ISP serves as an alternative to incarceration, ISP clients should be similar to new commitments. When these two groups were compared in terms of the personal characteristics of race, sex, age, educational level and marital status, they showed similarities. The current offenses for which offenders were under supervision were categorized and compared, and again, the groups showed similarities.

Since ISP includes both probationers and parolees, differences between them could be expected. Therefore, ISP probationers were compared to probation violators and ISP parolees to parole violators. Some differences were consistent with conventional knowledge about community supervision programs. For instance, a higher percentage of parolees were Black males under supervision for person offenses. On the average, parolees tended to be older than probationers.

All groups-- probationers, probation violators, parolees and parole violators-- appeared similar in many respects. For example, educational level was not a distinguishing characteristic. Current offense comparisons were problematic due to the majority of probation violators' offenses falling into the "other" category.

Specific findings in this section are presented as comparisons in the following order:

- o ISP Clients and DOC New Commitments;
- o ISP Probationers and Probation Violators; and,
- o ISP Parolees and Parole Violators.

Comparison: DOC New Commitments (See Table I.)

In comparing ISP clients and new commitments to the Department of Corrections:

- o There was very little difference between ISP clients and new commitments on the variables of race and age.
- o A lower percentage of ISP clients than new commitments:
  - were married;
  - had completed high school; and,
  - were convicted of drug offenses.
- o A higher percentage of ISP clients than new commitments were:
  - convicted of person offenses; and
  - convicted of property offenses.

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Table I: COMPARISON OF ISP CLIENTS AND DOC NEW COMMITMENTS  
ON PERSONAL AND OFFENSE CHARACTERISTICS

	ISP (N=189)	NEW COMMITMENTS (N=6091)
RACE (Black)	97 (51.3%)	3222 (52.9%)
SEX (Male)	163 (86.2%)	5092 (83.6%)
AVERAGE AGE	Mean = 28.1	Mean = 28.9
HIGH SCHOOL GRAD.	49 (25.7%)	2363 (38.8%)
MARRIED	28 (14.8%)	1163 (19.1%)
CURRENT OFFENSE		
PERSON	48 (25.4%)	1310 (21.5%)
PROPERTY	100 (52.9%)	2966 (48.7%)
DRUG	28 (14.8%)	1261 (20.7%)
OTHER	13 ( 6.9%)	554 ( 9.1%)

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**Comparison: Probation Violators (See Table II.)**

In comparing ISP probationers to probation violators:

- o The average age was approximately the same for ISP probationers and probation violators.
- o A lower percentage of ISP probationers than probation violators:
  - were Black;
  - were male; and,
  - had completed high school.
- o A higher percentage of ISP probationers than probation violators were convicted of:
  - person offenses;
  - property offenses; and,
  - drug offenses.

The majority of probation violators who fell into the "other offenses" category were convicted of probation violation.

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**Table II: COMPARISON OF ISP PROBATIONERS AND PROBATION VIOLATORS ON PERSONAL AND OFFENSE CHARACTERISTICS**

	ISP PROBATIONERS (N=106)	PROBATION VIOLATORS (N=802)
RACE (Black)	49 (46.2%)	446 (55.6%)
SEX (Male)	91 (86.2%)	703 (87.7%)
AVERAGE AGE	Mean = 27.8	Mean = 27.9
HIGH SCHOOL GRAD.	23 (21.6%)	243 (30.4%)
MARRIED	17 (16.0%)	104 (13.0%)
CURRENT OFFENSE		
PERSON	21 (19.8%)	76 ( 9.5%)
PROPERTY	65 (61.3%)	250 (31.2%)
DRUG	15 (14.2%)	53 ( 6.6%)
OTHER	5 ( 4.7%)	423 (52.7%)

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**Comparison: Parole Violators (See Table III.)**

In comparing ISP parolees to parole violators:

- o The average age of ISP parolees was younger than that of parole violators;
- o The ratio of males to females was very similar for ISP parolees and parole violators;
- o Approximately the same percentage of ISP parolees and parole violators were married;
- o A lower percentage of ISP parolees than parole violators:
  - were Black; and,
  - were convicted of property offenses.
- o A higher percentage of ISP parolees than parole violators:
  - completed high school;
  - were convicted of person offenses; and,
  - were convicted of drug offenses.

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**Table III: COMPARISON OF ISP CLIENTS AND PAROLE VIOLATORS  
ON PERSONAL AND OFFENSE CHARACTERISTICS**

	ISP PAROLEES (N=83)	PAROLE VIOLATORS (N=197)
RACE (Black)	48 (57.8%)	154 (78.2%)
SEX (Male)	78 (94.0%)	189 (95.9%)
AVERAGE AGE	Mean = 28.4	Mean = 30.5
HIGH SCHOOL GRAD.	25 (30.1%)	52 (26.3%)
MARRIED	11 (13.3%)	27 (13.7%)
CURRENT OFFENSE		
PERSON	27 (32.5%)	46 (23.4%)
PROPERTY	35 (42.2%)	109 (55.3%)
DRUG	13 (15.7%)	23 (11.7%)
OTHER	8 ( 9.6%)	19 ( 9.6%)

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## FINDINGS: PROGRAM ACTIVITIES OF ISP TERMINATED CASES

Findings indicate that a majority of ISP clients were employed full time while in the program. The majority of clients owed costs and over one-third of those paid all or part of the costs owed. Fewer clients owed fines, restitution, and community service hours. Services purchased reflect not only program activities to meet offender needs, but also costs of the program. Although more services were purchased for more successful clients, this may reflect the longer period of time spent in the program by successful clients.

The level of community resource utilization was directly related to the assessed level of offender need regardless of the success in termination. The percentage of clients in the maximum need category for whom at least one community resource is utilized was higher than that of medium needs clients, which, in turn, was higher than minimum needs clients.

Program standards pertain to the number and type of contacts required. The findings indicate that, in general, the required number of personal contacts was exceeded. Data was less clear for the average number of record checks, employment contacts and other contacts.

Specific findings in this section are presented in the following order:

- o Employment;
- o Obligations;
- o Services Purchased;
- o Community Services Utilization; and,
- o Client Contacts.

Employment (See Table IV.)

Of the 189 clients terminated from the program in FY 87, 122 (or 65%) were either employed full time or in training.

Table IV: TERMINATED CLIENTS EMPLOYED OR IN TRAINING FULL TIME WHILE IN ISP PROGRAM

STATUS	Number	Percent
Full time employment	109	58
Training in lieu of a job	13	7
Full time employment and/or training	122	65

Obligations (See Table V.)

Of the 189 ISP terminated cases in which clients owed obligations:

- o The most frequent type of obligation owed was costs (59%, or 111 of 189 clients).
- o Fines were the least frequent type of obligation owed (3%, or 5 of 189).
- o Community service hours constituted the most frequently paid type of obligation (70%, or 7 of 10).
- o The type of obligation least frequently paid was restitution (29%, or 11 of 38).

Table V: OBLIGATIONS OWED AND PAID BY CLIENTS AT TIME OF ISP TERMINATION

OBLIGATION	OWED N=189	PAID (all or part)
Fines	5 (3%)	2 (40% of 5)
Costs	111 (59%)	42 (38% of 111)
Restitution	38 (20%)	11 (29% of 38)
Community Serv. Hours	10 (5%)	7 (70% of 10)
Supervision Fees	*	43 (23% of 189)

\* No data were collected on supervision fees owed

### Services Purchased (See Table VI.)

Services were purchased in 23 (or 12%) of the 189 terminated ISP cases for:

- o 9% (9 of 96) of the unsuccessfully terminated clients; and,
- o 19% (14 of 75) of the successfully terminated clients.

The number of clients for whom services were purchased and the dollar amount of services purchased was greatest for the medium needs category (the largest category of need for both unsuccessful and successful clients).

Table VI: NUMBER CLIENT SERVICES PURCHASED BY NEEDS CATEGORY AND STATUS AT TIME OF ISP TERMINATION

Total		Maximum		Medium		Minimum	
#	\$	#	\$	#	\$	#	\$
Successful (N=75)							
14	\$1856	4	\$ 414	9	\$1309	1	\$133
Unsuccessful (N=96)							
9	\$1005	2	\$ 330	7	\$ 675	0	\$ 0

### Community Resources Utilization (See Table VII.)

Utilization of community resources occurred in 171 (90%) of the 189 terminated ISP cases:

- o A higher percentage of maximum need clients utilized one or more community resources within both the successful and unsuccessful groups. Thus, the percentage of utilization of one or more community resources was directly related to need categories;
- o The percentage of all successful clients utilizing one or more community resources was identical to that of successful clients in the medium need category; and
- o Similarly, the percentage of all unsuccessful clients utilizing one or more community resources was identical to that of unsuccessful clients in the medium need category.

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**Table VII: COMMUNITY RESOURCES UTILIZED BY CLIENTS BY NEEDS CATEGORY**

All Need Categories		Maximum Need		Medium Need		Minimum Need	
#	%	#	%	#	%	#	%
Successful (N=74: Score not recorded for one client)							
		N=11		N=43		N=20	
58	77	10	91	33	77	14	70
Unsuccessful (N=96)							
		N=21		N=57		N=18	
76	79	20	95	12	79	11	61

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**Client Contacts (See Table VIII.)**

Comparing the frequency of client contacts between unsuccessful and successful ISP terminations:

- o The average number of personal contacts per client per month was higher for successful than unsuccessful clients.
- o For both successful and unsuccessful clients, the average number of personal contacts per client per month met that required for Phase 1 participants (one to five personal contacts each week).

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**Table VIII: AVERAGE CLIENT CONTACTS PER MONTH BY STATUS AT TIME OF ISP TERMINATION**

Status	Personal	Records	Employment	Other
Successful	5.7	0.4	1.7	7.3
Unsuccessful	4.2	0.2	0.7	10.0

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## FINDINGS: ISP CASE ASSIGNMENTS

Approximately one-quarter of the committing offenses of ISP clients were person offenses, including murder, rape and robbery. The majority of committing offenses were the property offenses of burglary, larceny, and fraud.

The data were analyzed by more specific offense categories and presented by spreadsheet. The majority of offenses in all offense categories were committed by males and were referred from existing probation and parole caseloads. With the exception of robbery, the majority of clients for each offense category were probationers.

Clients convicted of sex offenses other than rape had the lowest average risk score and the highest average age. They also had the highest percentage of high school completion. Clients convicted of robbery had the highest percentage for youth record and the highest percentage of parolees. The offense category with the highest percentage of females was fraud.

There were 27 clients whose risk scores fell in the low and moderate risk categories, and thus, not in the target range.

When risk and needs scores of clients were analyzed, the average risk score of parolees was higher; however, the average needs score of probationers was higher. Whereas the majority of the risk scores for both probationers and parolees were in the moderately high to high categories, the majority of needs scores for both groups were in the medium needs category.

Specific findings in this section are presented in the following order:

- o Committing Offenses;
- o Offenses and Client Characteristics;
- o Risk Scores and Offenses; and,
- o Risk Scores and Needs Scores.

Committing Offenses (See Table IX.)

Of the 188 committing offenses attributed to the ISP clients:

- o Larceny and burglary were reported as the most frequently committed offenses; and
- o Larceny and burglary offenses each comprise approximately one-fifth of all the offenses.

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Table IX: COMMITTING OFFENSES FOR ALL CLIENTS  
WHO TERMINATED ISP PROGRAM DURING FY87

OFFENSE	NUMBER	PERCENTAGE
Murder	2	1.1
Rape	11	5.9
Robbery	25	13.3
Assault	10	5.3
Burglary	39	20.7
Larceny	41	21.8
Arson	2	1.1
Sex	2	1.1
Fraud	18	9.6
Narcotics	28	14.9
Probation Violation	3	1.6
License	3	1.6
Telephone	1	0.5
Trespass	1	0.5
Weapon	1	0.5
Driving w/ Intoxicated	1	0.5
	188*	100.0

\* One client offense missing--percentages based on N=188.

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Offenses and Client Characteristics (See Table X.)

A sense of the population represented by 171 terminated intensive supervision clients is presented with current offense as a useful point of reference in distinguishing patterns of client characteristics:

Race -- Blacks accounted for the majority of ISP clients whose primary committing offense was either murder (only one), rape, robbery, burglary, larceny or arson (only one).

Whites accounted for the majority of ISP clients whose committing offense was either a sex offense (other than rape), assault, narcotics offense or fraud.

Table X: ISP CLIENT OFFENSES BY CASE CHARACTERISTICS  
FOR CLIENTS WHO TERMINATED DURING FY87

CHARACTERISTIC	MURDER	RAPE	ROBBERY	ASSAULT	BURGLARY	LARCENY	ARSON	SEX	FRAUD	NARCOTICS
RACE										
Black	1 (100%)	6 (54.5%)	18 (75.0%)	3 (33.3%)	20 (57.1%)	21 (58.3%)	1 (100%)	0 (0.0%)	7 (43.8%)	10 (38.5%)
Non-black	0 (0.0)	5 (45.5)	6 (25.0)	6 (66.7)	15 (42.9)	15 (41.7)	0 (0.0%)	2 (100.0)	9 (56.3)	16 (61.5)
SEX										
Male	1 (100.0)	11 (100.0)	23 (95.8)	7 (77.8)	34 (97.1)	30 (83.3)	1 (100.0)	2 (100.0)	10 (62.5)	20 (83.3)
Female	0 (0.0)	0 (0.0)	1 (4.2)	2 (22.2)	1 (2.9)	6 (16.7)	0 (0.0)	0 (0.0)	6 (37.5)	4 (16.7)
AVERAGE AGE	32.0	30.7	29.7	27.8	25.5	27.4	33.0	37.5	26.8	27.9
AVG EDUC YEARS	10.0	9.7	9.7	9.5	9.4	9.1	7.0	8.5	10.6	10.0
MARITAL STATUS										
Married	0 (0.0)	2 (18.2)	5 (20.8)	1 (11.1)	5 (14.3)	2 (5.6)	0 (0.0)	1 (50.0)	2 (12.5)	6 (23.1)
Single	1 (100.0)	9 (81.8)	19 (79.2)	8 (88.9)	30 (85.7)	34 (94.4)	1 (100.0)	1 (50.0)	14 (87.5)	20 (76.9)
AVG RISK SCORE	24.0	26.2	30.0	33.7	25.9	24.7	31.0	17.0	24.9	21.1
YOUTH RECORD										
No	1 (100.0)	6 (54.5)	6 (25.0)	5 (55.6)	14 (40.0)	13 (36.1)	0 (0.0)			
Yes	0 (0.0)	5 (45.5)	18 (75.0)	4 (44.4)	21 (60.0)	23 (63.9)	1 (100.0)	2.0	6.1	6.2
REFERRAL SOURCE										
Court	0 (0.0)	4 (36.4)	1 (4.2)	2 (22.2)	5 (14.3)	13 (36.1)	1 (100.0)	1 (50.0)	10 (62.5)	12 (46.2)
Parole Board	0 (0.0)	0 (0.0)	6 (25.0)	1 (11.1)	7 (20.0)	7 (19.4)	0 (0.0)	1 (50.0)	6 (37.5)	14 (53.8)
Existing Client	1 (100.0)	7 (63.6)	17 (70.8)	6 (66.7)	23 (65.7)	16 (44.4)	0 (0.0)			
TYPE OF CLIENT										
Probation	1 (100.0)	8 (72.7)	3 (12.5)	7 (77.8)	18 (51.4)	27 (75.0)	1 (100.0)	0 (0.0)	1 (6.3)	6 (23.1)
Parole	0 (0.0)	3 (27.3)	21 (87.5)	2 (22.2)	17 (48.6)	9 (25.0)	0 (0.0)	2 (100.0)	0 (0.0)	4 (15.4)

Sex -- Male ISP clients accounted for the majority of committing offenses in all categories; the highest percentage of female offenders were found in the fraud category.

Age -- The average client age ranged from 25.5 (burglary) to 37.5 (sex offenses other than rape).

Education -- A lower percentage of clients convicted of fraud, narcotics offenses, and murder (only one client) had completed high school. A higher percentage of clients convicted of sex offenses (other than rape) and arson (only one client) had completed high school.

Risk Score -- Clients who committed a sex offense (other than rape) had the lowest average initial risk score. Clients with assault offenses had the highest average initial risk score.

Youth Record -- The highest percentage of offenders with a youth record had committed a robbery.

Referral Source -- Except for the categories of larceny and arson (only one client) the majority of the ISP clients were referred from existing probation and parole caseloads.

Client Status -- Nearly nine out of 10 ISP clients whose committing offense was Robbery were parolees while probationers comprised the majority of all other offense categories.

#### Risk Scores and Offenses (See Table XI.)

Consideration of ISP clients whose risk scores were outside the target range shows:

- o The larceny category consisted of the highest number of ISP clients whose initial risk score fell into the Low Risk range of scores;
- o Larceny and narcotics offense categories consisted of the highest number of clients whose initial risk score fell into the low and moderate risk range; and
- o A total of 27 clients had an initial risk score which fell into either the low or moderate risk range.



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**Table XI: LOW AND MODERATE CLIENT RISK SCORES BY OFFENSE  
 FOR CLIENTS WHO TERMINATED ISP**

OFFENSE	LOW RISK	MODERATE RISK
Robbery	1	1
Burglary	0	3
Larceny	5	2
Sex	0	1
Fraud	2	3
Narcotics	2	5
License	0	1
Trespass	0	1
	<u>10</u>	<u>17</u>

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Risk Scores and Needs Scores (See Table XII.)

A review of scores for the 106 probationers and 83 parolees shows:

- o The average risk score of parolees was higher than that of probationers;

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**Table XII: RISK/NEEDS SCORES AND PERCENTAGES FOR ISP  
 PROBATIONERS AND PAROLEES**

	ALL N=189	PROBATIONER N=106	PAROLEE N=83
RISK MEAN	25.6	23.8	28.0
RANGE	0-52	0-52	6-48
RISK CATEGORIES			
HIGH (25+)	104 (55.0%)	50 (47.2%)	54 (65.1%)
M.H. (15-24)	58 (30.7)	35 (33.0)	23 (27.7)
MOD (8-14)	17 (9.0)	13 (12.3)	4 (4.8)
LOW (0-7)	10 (5.3)	8 (7.5)	2 (2.4)
NEEDS MEAN	22.6	23.5	21.4
RANGE	1-53	3-53	1-46
NEEDS CATEGORIES:			
MAX (30+)	42 (22.3%)	27 (25.5%)	15 (18.3%)
MED (15-29)	106 (56.4)	59 (55.7)	47 (57.3)
MIN (0-14)	40 (21.3)	20 (18.9)	20 (24.4)

-----

- o The range of risk scores was similar for probationers and parolees;
- o Over 80% of the risk scores for both probationers and parolees were in the moderately high to high categories;
- o The average needs score of parolees was lower than that of probationers;
- o The range of needs scores was similar for probationers and parolees; and,
- o Over 80% of the needs scores for both probationers and parolees were in the medium needs category.

## **FINDINGS: NORFOLK TWO-PERSON MODEL**

A comparison between clients successfully terminating from the two-person surveillance model program and other ISP clients indicates that a higher percentage of the clients selected for the surveillance program were Black, male, older, parolees, clients with fewer number years of education, and clients referred by the court or Parole Board. They appeared to be more successful and a higher percentage of them were reassigned to regular supervision.

Specific findings in this section are presented in the following order as comparisons between:

- o Termination Outcomes and
- o Case Characteristics.

**Comparison: Termination Outcomes (See Table XIII.)**

A review of the data available on the 22 terminations from the two-person model and the 149 other ISP terminations shows:

- o The majority of the two-person model cases were successfully terminated; and,
- o The majority of all other cases were unsuccessfully terminated.

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**Table XIII: COMPARISON OF TWO-PERSON MODEL AND OTHER ISP CASES ON TERMINATION OUTCOMES**

	TWO-PERSON MODEL (N=22)		ALL OTHER ISP (N=149)	
SUCCESSFUL	12	54.5%	63	42.3%
UNSUCCESSFUL	10	45.5%	86	57.7%

NOTE: Excludes those who transferred or whose cases were terminated for "other" reasons.

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**Comparison: Case Characteristics (See Table XIV.)**

The two-person surveillance caseload consisted of 22 cases while a total of 167 cases were on the other ISP caseloads. A review of these two models shows that:

- o A higher percentage of two-person model clients were Black, male, parolees, and under supervision for person offenses;
- o The average two-person model client was older than the average ISP client;
- o A smaller percentage of two-person model than other ISP clients were high school graduates;
- o The average risk score and needs score were similar for two-person model cases and all other ISP clients;
- o A lower percentage of two-person model cases were referred from existing caseloads;
- o Only one client (4.5%) was terminated due to technical violation(s) and only one client (4.5%) was terminated for a new felony; and,

- o A higher percentage of two-person model clients were reassigned to regular supervision, possibly due the program's length of time in operation.

Table XIV: COMPARISON OF TWO-PERSON MODEL AND OTHER ISP CLIENTS ON CASE CHARACTERISTICS

	<u>Two-Person Model</u>		<u>All Other ISP</u>	
	N = 22		N = 167	
	N	%	N	%
Race (Black)	17	77.3%	80	47.9%
Sex (Male)	21	95.5%	141	84.4%
Average Age		29.6		27.8
High School Graduate	3	15.8%	45	27.6%
Married	4	18.2%	24	14.4%
Offense Type				
Person	8	36.4%	40	24.0%
Property	9	40.9%	91	54.5%
Drug	3	13.6%	25	15.0%
Other	2	9.1%	11	6.6%
Type of Client				
Probationer	11	50.0%	95	56.9%
Parolee	11	50.0%	72	43.1%
Average Risk	Mean = 26.0		Mean = 26.5	
Average Needs	Mean = 23.1		Mean = 22.5	
Referral Source				
Court	7	31.8%	27	16.2%
Parole Board	6	27.3%	26	15.6%
Existing Client	9	40.9%	114	68.3%
Reason Terminated				
Reassigned	8	36.4%	30	18.0%
Discharged	4	18.2%	33	19.8%
New Felony	1	4.5%	14	8.4%
New Misdemeanor	4	18.2%	16	9.6%
Technical Violation Only	1	4.5%	31	18.6%
Absconded	4	18.2%	25	15.0%
Transfer	0	0.0%	10	6.0%
Other	0	0.0%	8	4.8%

## **FINDINGS: COMPARISON OF SUCCESSFUL AND UNSUCCESSFUL ISP CASES**

Profiles of successful and unsuccessful ISP cases were drawn from client characteristics and current offense data.

The findings indicate that a higher percentage of successful clients were older, completed high school and were under supervision for person offenses. The most evident difference between successful and unsuccessful clients appeared to be marital status. The percentage of married clients who successfully completed the program was seven times that of clients who were unmarried (single, widowed, divorced).

The successful clients also appeared to have had less extensive criminal histories, as this group had a lower average of prior periods of probation or parole supervision.

The seven reasons for case termination were analyzed in terms of the clients' status as either probationer or parolee. Parolees had a higher percentage of convictions for new felony and misdemeanor offenses. They also were more often discharged from supervision. A higher percentage of probationers were revoked for technical violations or for absconding.

When a rate of successful termination was calculated by type of offense, those under supervision for "other" offenses had the highest rate, while property offenders had the lowest rate.

Time spent in the program indicates the number of months not spent in a local jail or state prison. In FY 1987, successful clients were in the program approximately two months longer than unsuccessful clients. As the program continues in operation, this trend may continue. Successful cases already terminated may have been clients who entered the program close to their discharge date.

A comparison of risk/needs scores between cases successfully and unsuccessfully terminated indicated little difference between scores of each type of case.

Specific findings are presented in the following order:

- o Personal and Offense Characteristics;
- o Supervision Status and Terminations;
- o Supervision Status and Outcomes;
- o Successful Outcomes and Offense Types;
- o Outcomes and Supervision Time;
- o Outcomes and Risk Scores;
- o Outcomes and Needs Scores;
- o Success Rates and Offenses; and,
- o Success and Selected Case Characteristics.

**Comparison: Personal & Offense Characteristics (See Table XV.)**

A review of the 75 successful and 96 unsuccessful ISP cases indicates that:

Race -- A higher percentage of Black than White clients were unsuccessfully terminated from ISP.

Sex -- The ratio of males to females was very similar for successful and unsuccessful clients.

Age -- The average age of successful clients was 2.4 years older than that of unsuccessful clients.

The percentage of 17-20 year old ISP clients successfully terminated from the program was considerably lower than the percentage who terminated unsuccessfully.

Education -- A higher percentage of successfully terminated clients than unsuccessfully terminated completed high school.

Marital Status -- The percentage of married clients successfully terminated from the program was seven times that of those unsuccessfully terminated.

Offense Type -- A higher percentage of offenders convicted of crimes against person were successful in completing the program than were unsuccessful.

A lower percentage of offenders convicted of property offenses were successful in completing the program than were unsuccessful.

Criminal History -- Clients who successfully terminated from the program had less extensive criminal records as evidenced by their lower average of:

- o Prior periods of probation supervision and
- o Prior periods of parole supervision.

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**Table XV: COMPARISON OF SUCCESSFUL AND UNSUCCESSFUL ISP CLIENTS  
 ON PERSONAL AND OFFENSE CHARACTERISTICS**

	SUCCESSFUL N=75	UNSUCCESSFUL N=96
RACE (Black)	35 (46.7%)	55 (57.3%)
SEX (Male)	66 (88.0%)	84 (87.5%)
AVERAGE AGE	Mean = 29.1	Mean = 26.7
17-20	5 ( 6.8%)	16 (17.6%)
21-30	46 (62.2%)	53 (58.2%)
Over 30	23 (31.1%)	22 (24.2%)
HIGH SCHOOL GRAD.	23 (30.7%)	20 (20.0%)
MARRIED	21 (28.0%)	4 ( 4.2%)
OFFENSE TYPE		
PERSON	26 (34.7%)	19 (19.8%)
PROPERTY	28 (37.3%)	60 (62.5%)
DRUG	13 (17.3%)	13 (13.5%)
OTHER	8 (10.7%)	4 ( 4.2%)
AVERAGE PRIOR PERIODS OF PROBATION	Mean = 0.8	Mean = 1.0
AVERAGE PRIOR PERIODS OF PAROLE	Mean = 0.3	Mean = 0.3

-----

**Comparison: Supervision Status and Terminations (See Table XVI.)**

A review of the 189 ISP termination cases indicates that:

- o A higher percentage of probationers than parolees:
  - Were unsuccessful in completing the program;
  - Were revoked for technical violations; and,
  - Absconded from supervision;
- o Parolees had a higher percentage of convictions for new felony and misdemeanor offenses;
- o Of the 13 new felony convictions for which the offense is known, eight (62%) were property offenses, four were new person offense convictions (one kidnapping/ abduction, one assault and two robberies) and one was a drug offense.



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**Table XVI: ISP PROBATIONERS AND PAROLEES BY TERMINATIONS IN FY87**

	ALL N=189	PROBATIONER N=106	PAROLEE N=83
REASSIGNED TO REGULAR SUPERVISION	38 (20.1%)	23 (21.7%)	15 (18.1%)
DISCHARGED FROM SUPERVISION	37 (19.6)	15 (14.2)	22 (26.5)
NEW FELONY CONVICTION	15 ( 7.9)	8 ( 7.5)	7 ( 8.4)
NEW MISDEMEANOR CONVICTION	20 (10.6)	10 ( 9.4)	10 (12.0)
REVOKED FOR TECHNICAL VIOLATION	32 (16.9)	21 (19.8)	11 (13.3)
ABSCONDED	29 (15.3)	21 (19.8)	8 ( 9.6)
TRANSFERRED	10 ( 5.3)	5 ( 4.7)	5 ( 6.0)
OTHER	8 ( 4.2)	3 ( 2.8)	5 ( 6.0)

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Comparison: Supervision Status and Outcome (See Table XVII.)

A higher percentage of parolee than probationer cases were successfully terminated.

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**Table XVII: ISP PROBATIONERS AND PAROLEES BY TYPE OUTCOME**

	ALL % N=189	PROBATIONER % N=106	PAROLEE % N=83
SUCCESSFUL (N=75)	39.7	35.8	44.6
UNSUCCESSFUL (N=96)	56.1	61.4	49.4
OTHER (N=18)	4.2	2.8	6.0

Successful - Reassigned to regular supervision or discharged.

Unsuccessful - Revocation or absconded.

Other - Transferred and other reasons for case termination.

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**Comparison: Successful Outcomes and Offense Type (See Table XVIII.)**

A ranking of successful outcomes by offense type indicates that successfully terminated clients whose current offense was classified as "other":

- o Succeeded at a higher rate than the other three categories; and,
- o Succeeded more than twice as frequently as those whose offenses were classified as property offenses.

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**Table XVIII: SUCCESSFUL OUTCOMES FROM ISP RANKED BY OFFENSE TYPE**

	Total number	#Successfully terminated	Success rate
Other	13	8	61.5%
Person	48	26	54.2%
Drug	28	13	46.4%
Property	100	28	28.0%
TOTAL	189	75	39.7%

-----

**Comparison: Outcomes and Supervision Time (See Table XIX.)**

Time spent in the Intensive Supervision Program represents time not spent occupying a bed in a local jail or state prison. A review of time spent in ISP supervision by outcomes shows that:

- o A total of 33,308 days, or 1,094 months were spent by the clients in the program, not in a jail or prison bed;
- o The 75 persons who successfully completed ISP did not occupy jail or prison bedspace for a total of 16,590 days, or 545 months, for an average of 221.2 days, or 7.3 months per client; and
- o The 96 clients who were unsuccessfully terminated from ISP and went on to occupy jail/prison bedspace delayed that occurrence for a total of 15,128 days, or 497 months. The average time spent in the program and not in a jail or prison bed was 157.6 days, or 5.2 months.

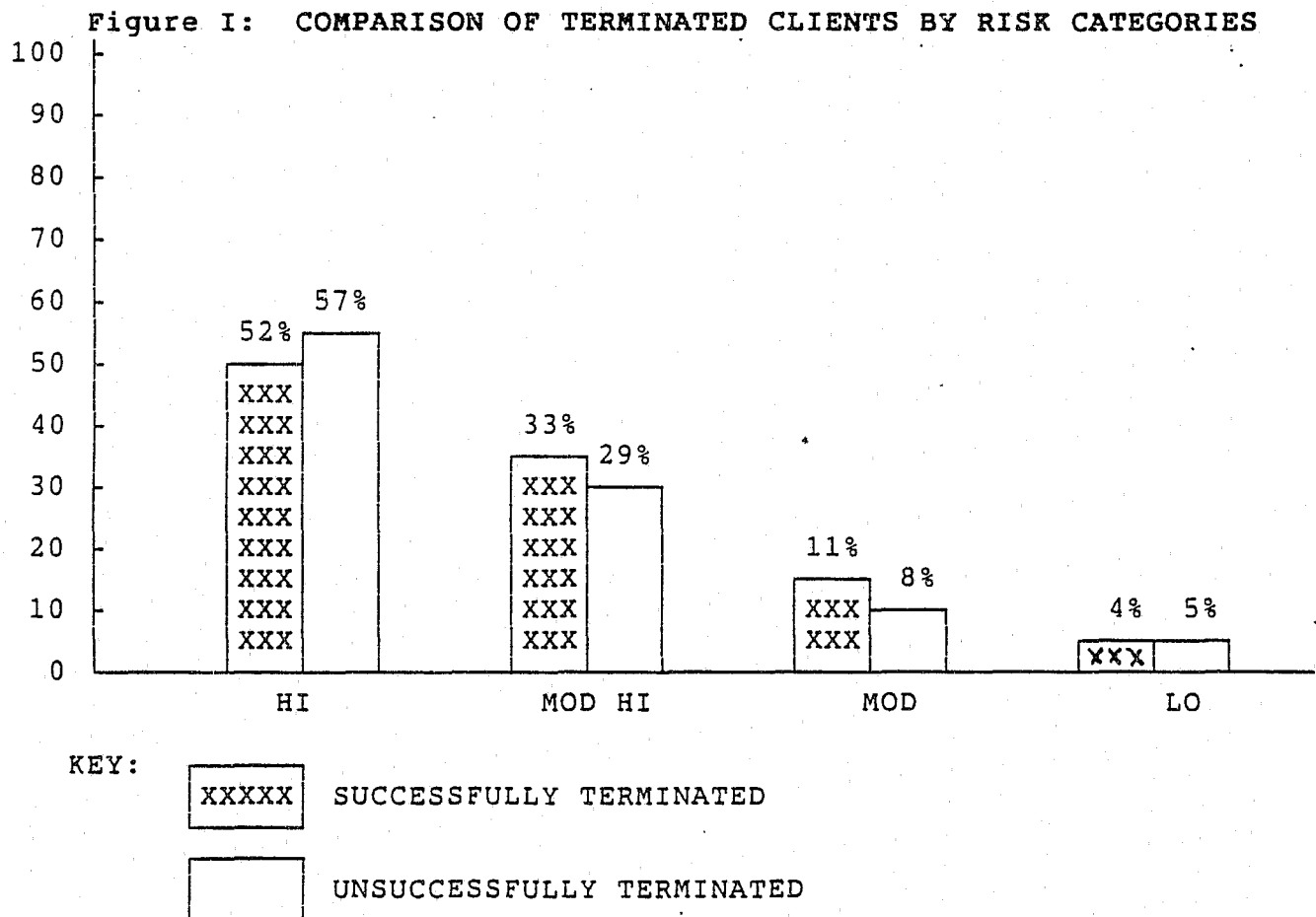
Table XIX: TIME SPENT IN INTENSIVE SUPERVISION BY OUTCOMES

<u>CLIENT TYPE</u>	<u>TOTAL DAYS</u>	<u>#CLIENTS</u>	<u>X̄ DAYS</u>
SUCCESSFUL	16,590	75	221.2
UNSUCCESSFUL	15,128	96	157.6
OTHER	1,590	18	88.3
TOTAL	33,308	189	176.2

Comparison: Outcomes and Risk Scores (See Figure I.)

Grouping all ISP terminated cases into the four risk score categories indicates that:

- o There was little difference between successfully and



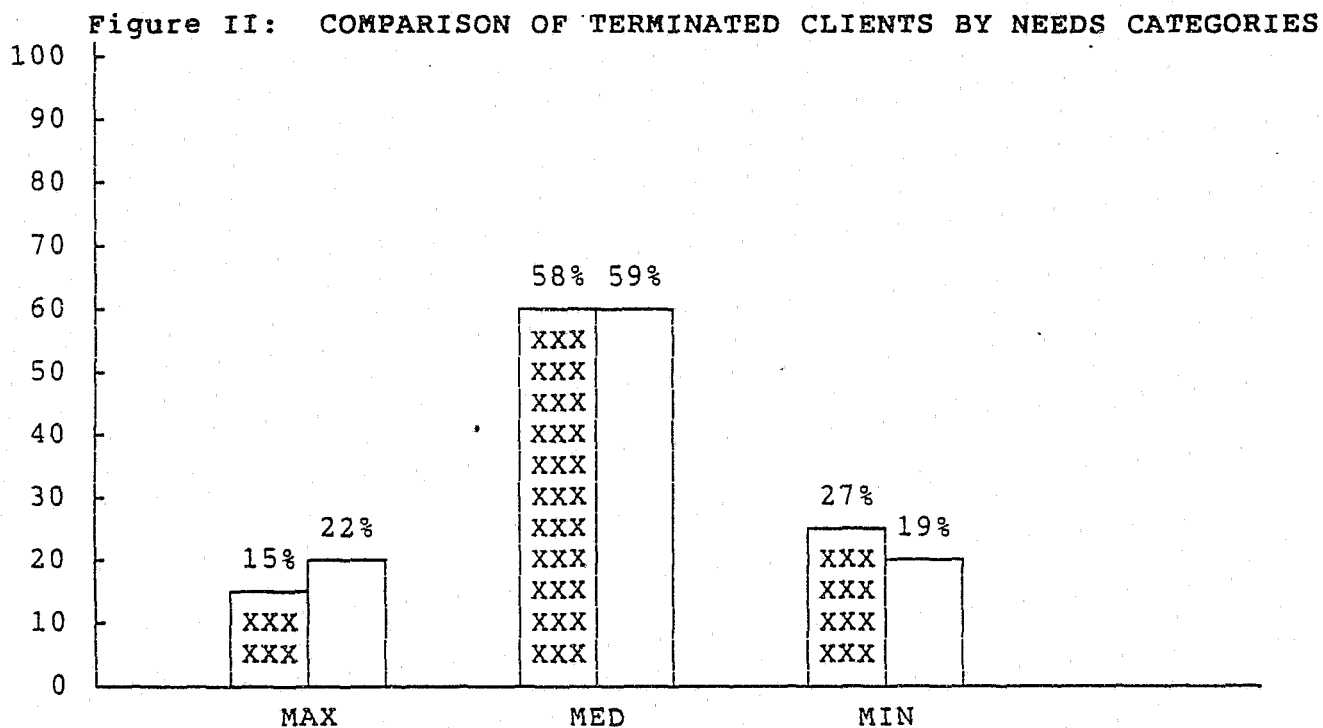
unsuccessfully terminated clients in terms of risk categories;

- o Risk scores of the unsuccessfully terminated group fell into the high risk category more often than those of the successfully terminated group; and,
- o The majority of successful and unsuccessful clients' scores were in the high risk category.

**Comparison: Outcomes and Needs Scores (See Figure II.)**

Grouping all ISP terminated cases into the three needs score categories indicates that:

- o There was little difference between successfully and unsuccessfully terminated clients in terms of needs categories;
- o Needs scores of the unsuccessfully terminated group fell into the maximum needs category more often than those of



KEY:

XXXXXX SUCCESSFULLY TERMINATED

UNSUCCESSFULLY TERMINATED

the successfully terminated group;

- o Needs scores of the successfully terminated group fell in the minimum needs category more often than those of the unsuccessfully terminated group; and,
- o The majority of successful and unsuccessful clients' scores were in the medium needs category.

**Success Rates and Offenses (See Table XX.)**

Breaking down the 75 successful ISP clients by their committing offenses indicates that:

- o Rape and robbery offenders both completed the program successfully more than 60% of the time;
- o Although the numbers of offenders are small, clients whose committing offense was either telephone, trespass, weapon, or a sex offense other than rape were the more successful; and
- o While constituting only a small portion of the ISP client group, clients whose committing offenses were murder or arson were unsuccessful in completing the program.

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**Table XX: SUCCESS RATE OF ISP CLIENTS BY COMMITTING OFFENSES**

OFFENSE	NO. SUCCESSFUL	SUCCESS RATE (%)
* Telephone,		
* Trespass,		
* Weapon	3	100.0
Sex	2	100.0
* License	2	66.7
Rape	7	63.6
Robbery	15	62.5
Narcotics	13	50.0
Assault	4	44.4
Burglary	14	40.0
* Probation Violation	1	33.3
Larceny	10	27.8
Fraud	4	25.0
Murder	0	0.0
Arson	0	0.0

\* In other tables these offenses were summarized as "Other Offenses" due to small number and less serious offense.

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### Success and Selected Case Characteristics (See Table XXI.)

A review of selected case characteristics of the terminated ISP clients yields these findings:

Race -- Blacks were somewhat less successful than those of other races.

Sex -- Females were somewhat less successful than males.

Race/Sex -- Black females were the least successful race/sex combination; white females were the most successful.

Marital Status -- Married offenders were vastly more successful than single offenders. [Statistically significant-- ( $p < .01$ .) Race, sex and type of client were tested and found not significant; other data were not tested.]

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Table XXI: SUCCESS RATES OF CASES WITH SELECTED CHARACTERISTICS

	TOTAL #	NO. SUCCESSFUL	RATE
Race			
Black	90	35	38.9%
Other	81	40	49.4%
Sex			
Male	149	65	43.6%
Female	20	8	40.0%
Black Male	80	32	40.0%
Black Female	10	3	30.0%
White Male	69	33	47.8%
White Female	10	5	50.0%
Marital Status			
Married	25	21	84.0%
Single	146	54	37.0%
Youth Record			
YES	96	36	48.0%
NO	75	39	52.0%
Referral Source			
Parole Board	26	14	53.9%
Existing Caseload	111	49	44.1%
Court	34	12	35.3%
Type of Client			
Probationer	98	38	38.8%
Parolee	73	37	50.7%

---

Youth Record -- Successful clients were almost equally divided between those with and without youth records.

Referral Source -- Clients referred by the Parole Board had the highest success rate; clients referred by the court had the lowest success rate.

Client status -- Parolees succeeded at a higher rate than probationers.

## CONCLUSIONS

### ISP Clients and Incarcerated Offenders

Nationally about half of probationers are under supervision for felony offenses. In Virginia, felons comprise at least eight out of 10 probationers. Not surprising is the fact that offenders who have committed serious offenses were assigned to Intensive Supervision. During FY 1987, 488 of these offenders were participating clients, having been accepted into Intensive Supervision, primarily on the judgment that incarceration was imminent.

Virginia's program also includes parolees at risk for re-incarceration or whose release from prison is contingent on acceptance into the program. These offenders have committed offenses serious enough to warrant incarceration.

Approximately one-quarter of ISP clients whose cases were terminated in FY 1987 were under supervision for the person offenses of robbery, rape and assault; one half were under supervision for the property offenses of burglary, larceny and fraud.

Despite the knowledge that serious offenders populate ISP caseloads, the current evaluation suggests but does not confirm that ISP operates as a true alternative to incarceration. The extent to which, based on key factors, ISP clients resemble incarcerated offenders versus offenders under conventional probation supervision would require more extensive comparable criminal history data and rigorous statistical analysis.

### ISP Client Program Activities

Although the primary goal of the program is to offer an alternative to incarceration which protects public safety, a major objective is to decrease costs to taxpayers as a consequence of client employment and the maintenance of client family relationships.

More than two-thirds of the ISP clients whose cases closed in FY 1987 were employed or in a job-training program. It is more difficult to accurately portray the program's effect on the maintenance of family relationships. Although only 15% of the clients were married, a greater number of clients are likely to have dependents. Fines, costs, restitution, and supervision fees as well as community service hours represented cost benefits to taxpayers.



### ISP Case Assignments

Most of the referrals came from existing probation and parole caseloads, prior to the initiation of revocation proceedings. The program was also utilized by judges and the Parole Board. The majority of offenders selected for participation were among the targeted population of offenders whose risk scores were moderately high to high as defined by the standard risk assessment instrument. Offenders with high needs scores or those in jeopardy of probation revocation may account for some of the 27 low or moderate risk clients accepted into the program.

### Two-Person Model

The grant-funded Norfolk program, which features a surveillance officer teamed with an intensive supervision officer, was of particular evaluation interest. With the exception of this program, guidelines assure similar program design and operation in all the districts where ISP is operational.

There appears to be some differences in the characteristics of cases assigned to the two-person model. A higher percentage were Black, male, parolees, older and had less often completed high school. Also, a higher percentage were referred from court or the Parole Board.

Those findings should, however, be considered preliminary. Although this analysis indicated a somewhat higher success rate, there were only 22 case closings. Additionally, there is reason to believe that this finding was influenced by the length of time the program has been in operation. This interpretation is derived from the relatively high percentage of cases reassigned to regular supervision. The percentage of such cases for all other ISP programs was 18%, whereas in this program, 36% were reassigned. Although the program obtained grant-funding for the surveillance officer position in April, 1986, the pilot program had been in operation since the spring of 1985.

### ISP Supervision Outcomes

Noteworthy are findings related to successful completion of the program. For the most part, findings are consistent with those of other state and national studies: White females, older offenders, those who completed high school, married, or those whose criminal records were shorter more often completed the program successfully.

Findings related to client status as probationer or parolee were less straightforward. Although the success rate for parolees was slightly higher than that of probationers, parolees had a higher percentage of new felony and misdemeanor convictions. A higher

percentage of probationers, however, underwent revocation procedures for technical violations or for absconding from supervision.

Several factors may account for the higher success rate of parolees. First, the average length of time in the program was shorter for parolees than probationers (5.4 months compared to 6.6 months). Second, there are subtle differences in revocation standards for probationers and parolees. The Parole Board is consistent in requiring strong "show cause" evidence prior to revocation; there is more variation in probation revocations.

Comparison of current analysis findings and those of a recent DOC study of the Community Diversion Incentive program (CDI) may be of management interest. The CDI study, entitled Predicting Success in a Post-Sentencing Diversion Program: The Virginia Community Diversion Program, found that older, married offenders succeed in the program at a higher rate. In contrast, however, is the finding that of the four possible race/sex categories, Black females were the most likely to succeed (67%). According to findings of the current ISP analysis, Black females were the least likely to succeed (30%). Also, the CDI study found offenders convicted of fraud offenses to be the most successful (79%), whereas the current analysis found these offenders to be among the least successful (25%). This finding suggests differential program effectiveness with certain offender types.

At this time, the program's impact on recidivism cannot be determined. Although funding for the program became available July 1, 1987, start-up activities delayed full implementation by several months. As a result, the program has not been fully operational for an entire year. Based on a trend identified in the three pilot programs, offenders often participate in the program for more than a year.

Also, the Case Summary Report is prepared upon case closing; but the criminal justice processing of an offender with new charges may not be complete upon case termination. According to a recent Department of Criminal Justice Services study, in 1986, the median case processing time in Virginia was 8.5 months.

Of concomitant evaluation concern is the issue of public safety, a major goal of the program. One method of assessing the maintenance of an acceptable level of public safety is careful monitoring of the frequency and seriousness of new offenses committed by ISP offenders.

Fifty seven ISP clients whose cases were terminated during FY 87 were incarcerated upon case closing. This figure represents 59% of the cases closed with unsuccessful outcomes. However, the legal status of these offenders is unknown. A more accurate

assessment of the program's effect on recidivism and incarceration rates will require tracking offenders. More precise analysis of the program's effect on jail and prison crowding and recidivism rates should evolve as the program matures.

## RECOMMENDATIONS

Six recommendations for enhancing the evaluation process are offered. These recommendations, primarily methodological in nature, address key issues concerning the program's effectiveness in reducing imprisonment rates without risk to public safety.

### Data Collection

It is recommended that for any future evaluation the criminal history portion of the Case Summary Report be modified to report juvenile and adult criminal history data separately.

Both adult and juvenile criminal history are important correlates of offender risk and recidivism. Their usefulness, however, is dependent on their reliability and validity. Additionally, there may be instances in which the juvenile history is not available. To rectify this situation, it is recommended that juvenile and adult information be reported separately. This would be consistent with the manner in which the automated data system is structured.

### Initial Classification Risk Assessment

It is recommended that, in conjunction with any future evaluation, the risk assessment instrument routinely administered to probationers be completed on a cohort of newly-committed inmates.

The risk score is a key factor in the selection of offenders for the Intensive Supervision Program. Risk scores for such a group provide an objective, easy to measure variable on which to compare ISP clients and incarcerated offenders. The risk score weights and summarizes factors associated with risk. A finding that the inmate cohort scores are distributed similarly to those of ISP clients would enhance the claim that the two groups are indeed similar.

Critics in other states have questioned the inclusion of low risk offenders in intensive supervision programs. The current evaluation has found that in 27 of the 189 terminated cases, the client's initial risk score was in the low or moderate category. Implementation of this evaluation strategy elsewhere has confirmed the reality that some low risk offenders are incarcerated too, probably due to the serious nature of their current offenses.

### Diversion

It is recommended that the enhanced data in any future evaluation be analyzed by more powerful tests to determine statistically the extent to which ISP clients resemble incarcerated offenders. The higher the percentage of clients resembling incarcerated offenders

the more likely the program diverts offenders from incarceration rather than widens the criminal justice net.

Demonstration that offenders assigned to a special program would otherwise have occupied jail or prison beds has historically perplexed program administrators and evaluators. One method that has been used to this end for diversion programs, including intensive supervision programs in other states, is discriminant analysis.

#### Tracking

It is recommended that any future evaluation include a component for tracking ISP clients beyond case termination. Analysis of case outcomes resulting in incarceration and objectives related to public safety assessment necessitate such a follow-up period.

The benefit of such an approach is obvious when the intent is to analyze the long-term effects of the program. However, even when the focus is on criminal offenses committed during program participation, subsequent tracking is required due to frequently protracted case processing time.

#### Two-Person Model

It is recommended that any subsequent evaluations expand the comparison between the two-person model and other Intensive Supervision Programs.

With the exception of the two-person program, the Intensive Supervision Programs are relatively homogenous in design. Therefore, this program currently offers the only opportunity to isolate critical program components. This type of comparison, however, can only be made if random assignments to the two-person program and the regular Intensive Supervision Program in the same district are made. Assignments made on a space available basis may also qualify if no systematic differences in the clients or their length of time in the program are evident.

#### Differential Effectiveness

It is recommended for any future evaluation that the needs assessment data already collected on each client be combined with Case Summary Report data to facilitate analysis of differential program effectiveness with specific client groups.

Specific client groups which may respond particularly well to intense supervision include mentally retarded, emotionally disordered, and substance abusing offenders. Although the Case Summary Report contains the needs assessment score, specific needs are indiscernible. Data collection and analysis of successful outcomes as they relate to specific needs would provide valuable

information for management review. For example, evaluation of the Intensive Probation Supervision in Georgia indicated that offenders with a history of drug abuse responded better to the program than to regular probation.

APPENDICES

APPENDIX A



Appendix A: Program Goals and Objectives  
excerpted from the Intensive Supervision Program Guide

The continuum is consistent with the division's philosophy that public safety should be protected and offenders assisted by the least costly means and in the least restrictive environment possible.

- II. Goal and Objectives: The goal of intensive supervision is to offer an alternative to incarceration which protects the public safety and addresses identified offender needs in the most cost-effective and least restrictive way possible.

The objectives include:

- A. Improved utilization of prison and jail bedspace for more dangerous offenders
- B. Reduced new criminal offenses resulting in convictions
- C. Increased collection of supervision fees, fines, costs and restitution
- D. Decreased costs to the taxpayer because the offender's employment, and family relationships are maintained
- E. Equivalent level of public safety at less cost
- F. Greater focus on offenders' needs through better planning, monitoring and follow through with community resources
- G. Heightened public awareness of probation and parole as effective sanctions for criminal behavior
- H. More precise data for comparative analyses and program evaluation

- III. Rationale and History of Intensive Supervision: In recent years, the recognition of the tremendous cost, both financial and human, of imprisonment has led corrections to explore alternative ways of dealing with the ever-increasing prison populations. These alternatives have had to take into account the public view that criminals are already being coddled, the public's greater awareness of the seriousness of the crime problem, and the public's escalating fear of crime and criminals. One of the alternatives which has come to the forefront is intensive supervision (Intensive Parole and Probation Supervision: A Recent Literature Review and Proposed Model, Page 1). Through limiting caseloads, the programs have been designed to serve the dual interest of the protection of society and rehabilitation of the offender. A further thrust has been to provide an alternative sanction to the court and thus divert specific types of clients from incarceration (Erwin, Page 2). Two types of intensive supervision programs have been utilized in areas throughout the country to accomplish these purposes. Intensive probation programs have been designed as alternatives to incarceration and intensive parole programs have been designed to provide for early release of those already incarcerated.

APPENDIX B

## INTENSIVE SUPERVISION CASE SUMMARY REPORT

ISP-2

Report completed by \_\_\_\_\_ (name) Reviewed by \_\_\_\_\_ (name)  
Position/job title \_\_\_\_\_ Position/job title \_\_\_\_\_  
P&P Dist.# \_\_\_\_\_ FIPS # \_\_\_\_\_ (1-3)  
Phone \_\_\_\_\_ Date \_\_\_\_\_ Date \_\_\_\_\_

Client Name \_\_\_\_\_  
(as shown on probation/parole conditions) (Last) (First) (Middle)

Social Sec.# \_\_\_\_\_ (4-12)  
State ID# \_\_\_\_\_ (13-18) VSP# \_\_\_\_\_ (19-24)  
(CCRE#) \_\_\_\_\_

Date of Birth (MM/DD/YY) \_\_\_\_\_ (25-26) (27-28) (29-30)

Sex of Client (check): M \_\_\_\_\_ F \_\_\_\_\_ (31)  
1 2

Race of Client (PSI code): \_\_\_\_\_ (32)

Last school grade completed: \_\_\_\_\_ (33-34)

Marital status: \_\_\_\_\_ (35)

Married \_\_\_\_\_ (1)  
Single \_\_\_\_\_ (2)  
Divorced \_\_\_\_\_ (3)  
Separated \_\_\_\_\_ (4)  
Widowed \_\_\_\_\_ (5)  
Other (specify) \_\_\_\_\_ (6)

Client Status at Program Termination:  
(check) Phase I \_\_\_\_\_ Phase II \_\_\_\_\_ (36)  
1 2

Reason for Program Termination: \_\_\_\_\_ (37)

Reassigned to regular supervision \_\_\_\_\_ (1)  
Discharged from supervision \_\_\_\_\_ (2)

New felony \_\_\_\_\_ (3)  
New misdemeanor \_\_\_\_\_ (4)  
Technical violations only \_\_\_\_\_ (5)  
Absconded \_\_\_\_\_ (6)

Transfer (Where?) \_\_\_\_\_ (7)

Other (Explain) \_\_\_\_\_ (8)

Date terminated \_\_\_\_\_ (38-43)  
(MM/DD/YY)

At time of program termination, \_\_\_\_\_ (44)  
was client incarcerated? Yes \_\_\_\_\_ No \_\_\_\_\_  
1 2

Minimum Expiration Date:  
(Include all periods \_\_\_\_\_ (45-50)  
of supervision) (MM/DD/YY)  
(Enter "Indefinite" if applicable)

Type client (check): \_\_\_\_\_ (51)  
Probationer \_\_\_\_\_ (1) Parolee \_\_\_\_\_ (2)

Referral Source (check): \_\_\_\_\_ (52)  
Court \_\_\_\_\_ (1)  
Parole Board \_\_\_\_\_ (2)  
Existing caseload \_\_\_\_\_ (3)

Was client incarcerated at \_\_\_\_\_ (53)  
time of referral? Yes \_\_\_\_\_ (1) No \_\_\_\_\_ (2)

Was release/diversion from \_\_\_\_\_ (54)  
incarceration contingent on  
acceptance into IS program? Yes \_\_\_\_\_ No \_\_\_\_\_

Date screened for program \_\_\_\_\_  
(MM/DD/YY)

Date assigned to IS program \_\_\_\_\_  
(MM/DD/YY) (55-60)

Date of Risk Assessment: \_\_\_\_\_  
(PPS-14) (MM/DD/YY) Score \_\_\_\_\_ (61-2)

Date of Needs Assessment: \_\_\_\_\_  
(PPS-15) (MM/DD/YY) Score \_\_\_\_\_ (63-4)

Last Risk Re-assessment: Date \_\_\_\_\_  
(PPS-16) (MM/DD/YY) Score \_\_\_\_\_ (65-6)

Current offense(s) for which client  
is under supervision (VCC code(s)):

\_\_\_\_\_ (67-75)

\_\_\_\_\_ (76-84)

Age at first juvenile  
delinquent adjudication \_\_\_\_\_ (85-86)

Prior juvenile and adult criminal history  
(before instant offense):

# Felony convictions \_\_\_\_\_ (87-88)

# Misdemeanor convictions: # Criminal \_\_\_\_\_  
(89-90)

# Criminal Traffic \_\_\_\_\_  
(91-92)

# Periods of probation supervision \_\_\_\_\_  
(93-94)

# Probation revocations \_\_\_\_\_ (95-96)

# Periods of parole supervision \_\_\_\_\_  
(97-98)

# Prior parole revocations \_\_\_\_\_  
(99-100)

## INTENSIVE SUPERVISION CASE SUMMARY REPORT (page 2)

ISP-2

Name \_\_\_\_\_ VSP# \_\_\_\_\_ State ID# \_\_\_\_\_  
(CCRE)

Client employment at program termination:

Full time (30 or more hours per week) \_\_\_\_\_ (1) Part time \_\_\_\_\_ (2) None \_\_\_\_\_ (3) \_\_\_\_\_ (100)

Weeks employed full time (30 or more hours per week) while in program \_\_\_\_\_ (102)

In training at program termination: In lieu of job \_\_\_\_\_ (1) Part time \_\_\_\_\_ (2) No \_\_\_\_\_ (3) (104)

Weeks in training in lieu of job while in program: \_\_\_\_\_ (105-106)

Economic Activity while in program: (To nearest dollar)

A. Gross earnings \$ \_\_\_\_\_ (107-111)

B. Obligations: Total Owed Total Paid/Worked

1. Fines \$ \_\_\_\_\_ (112-116) \$ \_\_\_\_\_ (117-121)

2. Costs \$ \_\_\_\_\_ (122-126) \$ \_\_\_\_\_ (127-131)

3. Restitution \$ \_\_\_\_\_ (132-136) \$ \_\_\_\_\_ (137-141)

4. Supervision Fees \$ N/A \$ \_\_\_\_\_ (142-146)

5. Community Service \_\_\_\_\_ Hours \_\_\_\_\_ Hours  
(147-150) (151-154)

Services Purchased and Costs to Nearest Dollar (Attach additions if needed):

Clothing \$ \_\_\_\_\_ (155-157) Emergency Housing \$ \_\_\_\_\_ (158-161)

Transportation \$ \_\_\_\_\_ (162-165) Medical Services \$ \_\_\_\_\_ (166-169)

Tuition \$ \_\_\_\_\_ (170-173) Other (Explain) \$ \_\_\_\_\_ (174-177)

Community Resources Utilized and Type of Service (Attach additions if needed):

Employment Services \_\_\_\_\_ (178) Alcohol rehab. \_\_\_\_\_ (179)

Pre/Post Incarc.Serv. \_\_\_\_\_ (180) Mental Health \_\_\_\_\_ (181)

Health Services \_\_\_\_\_ (182) Vocational ed. \_\_\_\_\_ (183)

Drug rehabilitation \_\_\_\_\_ (184) General education \_\_\_\_\_ (185)

Other (explain) \_\_\_\_\_ (186)

Agency \_\_\_\_\_ Service \_\_\_\_\_

Agency \_\_\_\_\_ Service \_\_\_\_\_

Number of Contacts by Type of Contact

Personal Contact (PC)\* \_\_\_\_\_ (187-8) Collateral Contact (CC) \_\_\_\_\_ (189-190)

Personal Employment Contact (PEC)\* \_\_\_\_\_ (191-2) Employment Contact (EC) \_\_\_\_\_ (193-194)

Personal Home Contact (PHC)\* \_\_\_\_\_ (195-6) Employment Verification (EV) \_\_\_\_\_ (197-8)

Personal Home Empl. Contact (PHEC)\* \_\_\_\_\_ (199-200) Home Contact (HC) \_\_\_\_\_ (201-202)

Personal Office Contact (POC)\* \_\_\_\_\_ (203-4) Office Contact (OC) \_\_\_\_\_ (205-206)

Correspondence (COR) \_\_\_\_\_ (207-8) Telephone Contact (TC) \_\_\_\_\_ (209-210)

Record check (RC) \_\_\_\_\_ (211-213) Telephone Employment Contact (TEC) \_\_\_\_\_ (214-215)

Number of Urine Screens (if applicable) \_\_\_\_\_ Positive (dirty) readings \_\_\_\_\_  
(216-217) (218-219)

Number Curfew Checks (if applicable) \_\_\_\_\_ Curfew violations \_\_\_\_\_  
\* With client (220-221) (222-223)

APPENDIX C

PPS 14  
(Revised 11-84)

Name of Client \_\_\_\_\_

# RISK ASSESSMENT

Scores  
0-7 Low Risk  
8-14 Moderate Risk  
15-24 Moderately High Risk  
25-Above High Risk

Select the appropriate answer and enter the associated weight in the score column. Total all scores to arrive at the risk assessment score.

		SCORE
Number of Address Changes in Last 12 Months: (Prior to incarceration for parolees)	0 None 2 One 3 Two or more	_____
Percentage of Time Employed in Last 12 Months: (Prior to incarceration for parolees)	0 60% or more 1 40% - 59% 2 Under 40% 3 Not applicable	_____
Alcohol Usage Problems: (Prior to incarceration for parolees)	0 No interference with functioning 2 Occasional abuse; some disruption of functioning 4 Frequent abuse; serious disruption; needs treatment	_____
Other Drug Usage Problems: (Prior to incarceration for parolees)	0 No interference with functioning 1 Occasional abuse; some disruption of functioning 2 Frequent abuse; serious disruption; needs treatment	_____
Attitude:	0 Motivated to change; receptive to assistance 3 Dependent or unwilling to accept responsibility 5 Rationalizes behavior; negative; not motivated to change	_____
Age at First Conviction: (or Juvenile Adjudication)	0 24 or older 2 20 - 23 4 19 or younger	_____
Number of Prior Periods of Probation/Parole Supervision: (Adult or Juvenile)	0 None 4 One or more	_____
Number of Prior Probation/Parole Revocations: (Adult or Juvenile)	0 None 4 One or more	_____
Number of Prior Felony Convictions: (or Juvenile Adjudications)	0 None 2 One 4 Two or more	_____
Convictions or Juvenile Adjudications for: (Select applicable and add for score. Do not exceed a total of 5. Include current offense.)	2 Burglary, theft, auto theft, or robbery 3 Worthless checks or forgery	_____
Conviction or Juvenile Adjudication for Assaultive Offense within Last Five Years: (An offense which involves the use of a weapon, physical force or the threat of force)	15 Yes 0 No	_____

Date of Assessment \_\_\_\_\_

Date of Approval \_\_\_\_\_

Initials \_\_\_\_\_

Initials \_\_\_\_\_

TOTAL \_\_\_\_\_

APPENDIX D

PPS 15  
(Revised 1-84)

Name of Client \_\_\_\_\_

# NEEDS ASSESSMENT

Scores  
0-14 Minimum Needs  
15-29 Medium Needs  
30-Above Maximum Needs

Select the appropriate answer and enter the associated weight in the score column. Higher numbers indicate more severe problems. Total all scores. If client is to be referred to a community resource or to clinical services, check appropriate referral box.

				REFERRAL	SCORE
<b>ACADEMIC/VOCATIONAL SKILLS</b>					
-1 High school or above skill level	0 Adequate skills; able to handle every-day requirements	+2 Low skill level causing minor adjustment problems	+4 Minimal skill level causing serious adjustment problems	<input type="checkbox"/>	_____
<b>EMPLOYMENT</b>					
-1 Satisfactory employment for one year or longer	0 Secure employment; no difficulties reported; or homemaker, student or retired	+3 Unsatisfactory employment; or unemployed but has adequate job skills	+6 Unemployed and virtually unemployable; needs training	<input type="checkbox"/>	_____
<b>FINANCIAL MANAGEMENT</b>					
-1 Long-standing pattern of self-sufficiency; e.g., good credit rating	0 No current difficulties	+3 Situational or minor difficulties	+6 Severe difficulties; may include garnishment, bad checks or bankruptcy	<input type="checkbox"/>	_____
<b>MARITAL/FAMILY RELATIONSHIPS</b>					
-1 Relationships and support exceptionally strong	0 Relatively stable relationships	+3 Some disorganization or stress but potential for improvement	+6 Major disorganization or stress	<input type="checkbox"/>	_____
<b>COMPANIONS</b>					
-1 Good support and influence	0 No adverse relationships	+2 Associations with occasional negative results	+4 Associations almost completely negative	<input type="checkbox"/>	_____
<b>EMOTIONAL STABILITY</b>					
-2 Exceptionally well adjusted; accepts responsibility for actions	0 No symptoms of emotional instability; appropriate emotional responses	+4 Symptoms limit but do not prohibit adequate functioning; e.g., excessive anxiety	+7 Symptoms prohibit adequate functioning; e.g., lashes out or retreats into self	<input type="checkbox"/>	_____
<b>ALCOHOL USAGE</b>					
	0 No interference with functioning	+3 Occasional abuse; some disruption of functioning	+6 Frequent abuse; serious disruption; needs treatment	<input type="checkbox"/>	_____
<b>OTHER DRUG USAGE</b>					
	0 No interference with functioning	+3 Occasional substance abuse; some disruption of functioning	+6 Frequent substance abuse; serious disruption; needs treatment	<input type="checkbox"/>	_____
<b>MENTAL ABILITY</b>					
	0 Able to function independently	+3 Some need for assistance; potential for adequate adjustment; mild retardation	+6 Deficiencies severely limit independent functioning; moderate retardation	<input type="checkbox"/>	_____
<b>HEALTH</b>					
	0 Sound physical health; seldom ill	+1 Handicap or illness interferes with functioning on a recurring basis	+2 Serious handicap or chronic illness; needs frequent medical care	<input type="checkbox"/>	_____
<b>SEXUAL BEHAVIOR</b>					
	0 No apparent dysfunction	+3 Real or perceived situational or minor problems	+6 Real or perceived chronic or severe problems	<input type="checkbox"/>	_____
<b>AGENT'S IMPRESSION OF CLIENT'S NEEDS</b>					
-1 Minimum	0 Low	+3 Medium	+6 Maximum		_____

Date of Assessment \_\_\_\_\_

Initials \_\_\_\_\_

TOTAL \_\_\_\_\_