## INTENSIVE SUPERVISION PROGRAM (ISP)

Client Characteristics & Supervision Outcomes

A Caseload Comparison



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Virginia Department of Corrections Research & Evaluation Unit Planning and Engineering Services March, 1991



# **INTENSIVE SUPERVISION PROGRAM** (ISP)

# **Client Characteristics & Supervision Outcomes**

### A Caseload Comparison

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Virginia Department of Corrections **Research & Evaluation Unit** Planning and Engineering Services March, 1991



### PROGRAM EVALUATION

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Intensive Supervision Program (ISP): Client Characteristics & Supervision Outcomes - A Caseload Comparison. FY89 and FY90.

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#### INTRODUCTION

The increasing costs associated with incarceration have forced courts and correctional officials to explore alternative methods of dealing with individuals convicted of criminal activity. Intensive supervision programs have been introduced as one such alternative. These programs are designed to provide cost-effective alternatives to incarceration which both protect public safety and address offender needs in a less restrictive setting. To meet these goals, increased supervision of selected offenders is matched with community resources. Intensive supervision programs have been based on two premises:

- 1) to provide an incarceration alternative for probationers, and
- to provide for the early release of those already incarcerated.

The Intensive Supervision Program (ISP) operating in Virginia serves both of these purposes. Probationers or parolees may be assigned to ISP if their needs warrant such close supervision. These clients are usually in danger of having their probation or parole revoked, as they are unable to abide by the less stringent supervision most probationers and parolees receive. Drawing upon case information and risk and needs assessments, a district screening committee selects clients to be placed in ISP. Additionally, courts and the Parole Board have the option of directly placing clients in the Intensive Supervision Program.

Caseloads have been limited to approximately 20 clients per officer, with a maximum of 24. ISP participation averaged approximately 10 months per client for Fiscal Years 1989 and 1990. Clients are supervised in two phases. Phase I, at least the first three months of ISP, requires weekly personal contacts with the client and two home or personal contacts per month with a family or household member. For the next 3-12 months a client will be in Phase II which requires two personal contacts per month with the client and one home contact per month with a family or household member. Other contact requirements are associated with each phase, however these are the differences in regard to client contacts.

Following the successful completion of Phase II, a client may be transferred to Level II regular supervision. The screening committee reviews cases on a quarterly basis and a client may be transferred to regular supervision after six, nine, or twelve months of ISP. It is at the discretion of the screening committee to continue a client on ISP after the 12 months or proceed with other alternatives (e.g., refer the case to a Level I regular supervision).

Pilot Intensive Supervision programs were established in Lynchburg, Newport News, and Norfolk in 1985. General appropriation funding for 16 additional intensive supervision officers was made in 1986. In June, 1989 there were 21 programs operating in 20 districts.

This increased to 24 programs in the 20 districts by June, 1990.

There were 521 offenders screened for ISP in FY89 and 544 in FY90. These increases represent a total increase of 10.8% over the number of offenders screened for ISP in FY88 (N=491). The number assigned to ISP rose 34% during the same period (from 708 in FY88, to 788 in FY89, and to 949 in FY90).

In FY89, there were 403 clients terminated from ISP. Almost 39% (N=156) of the cases were terminated as "successful", defined as either reassignment to regular supervision or discharge. This rose to 43.2% (N=208) of the 482 cases terminated from ISP during FY90. Cases considered to have been terminated "unsuccessfully" decreased from 52.4% (N=211) in FY89 to 45.6% (N=220) in FY90.

### PROCESS OF EVALUATION

Evaluations of the Intensive Supervision Program were completed for FY87 and FY88 in January and December 1988, respectively. This evaluation reports on the cases that were terminated during FY89 and FY90. These cases will be referred to as "ISP terminations". In several instances, these ISP terminations will be separated into those who terminated the program as probationers and those who terminated the program as parolees, referred to as "ISP probationers" and "ISP parolees". Four main areas are addressed in this evaluation:

- Similarity of ISP terminations and incarcerated offenders;
- Committing offenses and test scores;
- Comparison of successful and unsuccessful ISP terminations; and
- Four year comparison of ISP cases.

### **ISP** Terminations and Incarcerated Offenders

As in the previous two evaluations, a comparison of clients who were terminated from ISP during FY89 and FY90 to three other offender groups has been included. Using the Pre-Sentence Investigation database, offenders sentenced to the Virginia Department of Corrections during each of the evaluation years are compared to ISP terminations in the following manner:

- ISP terminations and new commitments;
- ISP probationers and probation violators; and
- ISP parolees and parole violators.

#### Offenses and Test Scores

In order to develop a profile of ISP terminations, information in addition to the personal characteristics offered in the above comparisons is provided by examining the following:

- Committing offense for which ISP terminations were under supervision; and
- Risk and needs assessment scores for all ISP terminations and then separately for ISP probationers and ISP parolees.

### Successful and Unsuccessful ISP Terminations

ISP clients are considered terminated from ISP for one of eight reasons. These reasons for termination are given for all ISP terminations and then separately for ISP probationers and ISP parolees.

Additionally, reasons for termination are grouped into three categories: successful, unsuccessful, and "other". The following guidelines are used for this categorization:

- <u>Successful</u> terminations are defined as cases closed because a client is reassigned to regular supervision or because a client is discharged from supervision for reasons other than those considered "unsuccessful";
- <u>Unsuccessful</u> terminations are defined as cases closed due to a new felony or misdemeanor conviction, technical violations, or because the client has absconded; and
- Other terminations are defined as cases closed because the client has transferred to another state or district, or, for unspecified reasons such as death, were classified as being terminated for "other" reasons.

These categorizations are also given for all ISP terminations and then separately for ISP probationers and ISP parolees. Some analyses exclude those terminated for "other" reasons in order to provide a clear representation of actual successful and unsuccessful closings.

### Four Year Comparison of ISP Cases

In addition to the evaluation of FY89 and FY90 data, a comparison of selected information for the past four years is presented. All information for this comparison is drawn from the past two evaluations and the current evaluation.

### Data Collection and Analysis

When a client has been removed from ISP, either successfully, unsuccessfully, or for "other" reasons, a Case Summary Report is completed by the Intensive Supervision officer (Appendix A). This report provides information on the client, his/her program participation, and his/her reason for program termination. All client data is based on the fiscal year in which the case was terminated.

Staff from the Research and Evaluation Unit edited the Case Summary Reports to ensure that the data were as complete and consistent as possible. Intensive supervision officers were contacted as needed to help in this process. Steps were taken to verify that records

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were not duplicated and that the actual termination date was used in cases where two Case Summary Reports were submitted <u>during the</u> year analyzed.

The Pre-Sentence Investigative (PSI) database was utilized in order to provide comparison data for selected personal and offense characteristics. Offenders sentenced from the courts where Intensive Supervision Programs are in operation provided the comparison groups. Since the ISP Case Summary Report does not provide a sentencing date and the PSI database does not provide release dates, the PSI comparison groups were made up of cases sentenced during the Fiscal Years examined for ISP terminations. The resulting PSI sample was divided into new commitments, probation violators, and parole violators.

NOTE: PSI data is based on cases that were recorded as of December 13, 1990. The actual replication of numbers cannot be guaranteed, however, percentage representations should be the same.

### SUMMARY OF FINDINGS: FY89

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### ISP TERMINATIONS AND INCARCERATED OFFENDERS

In this section, clients who were removed from ISP during FY89 were compared to offenders sentenced to prison during that same year. Utilizing the PSI database, offenders committed to the Virginia Department of Corrections were divided into three groups: new commitments, probation violators, and parole violators. These groups were used in comparison to all ISP terminations, ISP probationers, and ISP parolees, respectively.

In all three comparisons, the ISP grouping had a lower percentage of black offenders and a higher percentage of male offenders than did the PSI group. The most notable of these differences occurred when ISP probationers were compared to probation violators according to race. ISP probationers had a much lower (over 18% difference) percentage of black offenders. The overall comparison to new commitments and the comparison of ISP parolees to parole violators did not produce as broad of a difference in race representation.

The average age was similar in all three comparisons.

When compared to new commitments, the percentage of ISP terminations who had completed high school (or equivalent) was lower. However, when comparing ISP probationers and parolees to probation and parole violators, the ISP terminations had a higher percentage of high school (or equivalent) completions.

ISP terminations had slightly higher representations of offenders who had been committed for offenses against persons or property offenses than did the new commitment group. ISP parolees and parole violators had a similar offense distribution.

Due to the extreme differences in the offense groupings for ISP probationers and those of probation violators, no comparisons were made. In most cases the offense given for probation violators was "probation violation" rather than the original offense which warranted probation (indicating that the offender was committed because of technical violations).

Comparative results in this section include:

- ISP terminations and new commitments;
- ISP probationers and probation violators; and
- ISP parolees and parole violators.

### TABLE FY89-I COMPARISON OF ISP TERMINATIONS AND NEW COMMITMENTS ON PERSONAL AND OFFENSE CHARACTERISTICS

	ISP (N=403)	New Commitments (N=9,687)
Race (Black)	200 (49.6%)	5,327 (55.0%)
Sex (Male)	359 (89.1%)	8,108 (83.7%)
Average Age	Mean 28.4	Mean 28.8
High School Grad. (or G.E.D.)	135 (33,5%)	3,952 (40.8%)
Married	59 (14.6%)	1,685 (17.4%)
Current Offense		,
Person Property Drug Other	89 (22.1%) 207 (51.4%) 76 (18.9%) 31 ( 7.7%)	1,726 (17.8%) 4,190 (43.3%) 2,922 (30.2%) 849 ( 8.8%)

ISP Terminations and New Commitments (Table FY89-I)

The following observations were made when comparing personal and offense characteristics of ISP terminations and new commitments to the Department of Corrections:

- There was little difference between the two groups in respect to the average age of offenders.
- When compared to new commitments, a higher percentage of ISP terminations were:
  - male;
  - convicted of offenses against persons; and
  - convicted of property offenses.
- When compared to new commitments, a lower percentage of ISP terminations:
  - were black;
  - had completed high school (or equivalent);
  - were married; and
  - were convicted of drug or "other" offenses.

### TABLE FY89-II COMPARISON OF ISP PROBATIONERS AND PROBATION VIOLATORS ON PERSONAL AND OFFENSE CHARACTERISTICS

	ISP Probationers (N=263)	Probation Violators (N=1,728)
Race (Black)	114 (43.3%)	1,067 (61.7%)
Sex (Male)	229 (87.1%)	1,482 (85.8%)
Average Age	Mean 27.8	Mean 28.2
High School Graduate (or G.E.D.)	92 (35.0%)	541 (31.3%)
Married	45 (17.1%)	211 (12.2%)
Current Offense		
Person Property Drug Other	56 (21.3%) 135 (51.3%) 55 (20.9%) 17 ( 6.5%)	123 ( 7.1%) 521 (30.2%) 155 ( 9.0%) 929 (53.8%)

ISP Probationers and Probation Violators (Table FY89-II)

The following observations were made when comparing personal and offense characteristics of ISP probationers and probation violators:

- There was little difference between the two groups in the areas of sex or average age.
- When compared with probation violators, a higher percentage of ISP probationers:
  - were married; and
  - had completed high school (or equivalent).
- When compared with probation violators, a much lower percentage of ISP probationers were black (over 18% difference).

### TABLE FY89-III COMPARISON OF ISP PAROLEES AND PAROLE VIOLATORS ON PERSONAL AND OFFENSE CHARACTERISTICS

	ISP Parolees (N=140)	Parole Violators (N=276)
Race (Black)	86 (61.4%)	191 (69.2%)
Sex (Male)	130 (92.9%)	254 (92.0%)
Average Age	Mean 29.5	Mean 30.2
High School Graduate (or G.E.D.)	43 (30.7%)	73 (26.4%)
Married	14 (10.0%)	30 (10.9%)
Current Offense		
Person Property Drug Other	33 (23.6%) 72 (51.4%) 21 (15.0%) 14 (10.0%)	61 (22.1%) 144 (52.2%) 50 (18.1%) 21 ( 7.6%)

ISP Parolees and Parole Violators (Table FY89-III)

The following observations were made when comparing personal and offense characteristics of ISP parolees and parole violators:

 When compared, the two groups had similar percentage compositions in the following areas:

- sex;

- marital status; and
- person and property offenses.
- There was little difference between the two groups in respect to the average age of the offender.
- When compared with parole violators, a higher percentage of ISP parolees had completed high school (or equivalent).
- When compared with parole violators, a lower percentage of ISP parolees were:
  - black; and
  - convicted of drug offenses.

### COMMITTING OFFENSES AND TEST SCORES

Almost 21% of the committing offenses of ISP terminations were considered "violent" offenses. Included in this group were murder, rape, robbery, and assault. Close to 28% were the property offenses of burglary, larceny, and arson. Drug offenses alone comprised 18.9% of all committing offenses.

Burglary was the highest committing offense, followed by larceny and drug offenses. Totaled, these three offense categories comprise almost 60% of the committing offenses for ISP terminations.

Risk and needs assessment scores of ISP terminations were examined for all terminations and then separately for ISP probationers and ISP parolees. The average risk score of ISP parolees was higher than that of ISP probationers. However, ISP probationers had a higher average needs score than ISP parolees.

Risk scores for all three groups were mostly in the high range (25+). Needs scores were mostly within the medium range (15-29). ISP parolees were more likely to score high on the risk assessment than ISP probationers, and probationers tended to score higher in the needs area.

Findings in this section include:

- Committing offenses for all ISP terminations; and
- Risk and needs assessment scores for all ISP terminations and then separately for ISP probationers and ISP parolees.

### TABLE FY89-IV COMMITTING OFFENSES FOR ISP TERMINATIONS

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Offense	Number	Percentage
<u>Violent:</u>		
Múrder Rape Kidnapping Robbery Assault Weapon Person	9 15 2 29 26 2 1	2.2 3.7 0.5 7.2 6.5 0.5 0.2
Non-Violent:		
Arson Burglary Larceny Narcotics Sex Fraud Probation Violation License Trespass Obscenity Vandalism Accomplice Escape Extortion Family Other	7 89 76 76 7 31 17 2 2 2 2 2 5 1 1 1 1 1 1	$ \begin{array}{c} 1.7\\ 22.1\\ 18.9\\ 18.9\\ 1.7\\ 7.6\\ 4.2\\ 0.5\\ 0.5\\ 0.5\\ 1.2\\ 0.2\\ 0.2\\ 0.2\\ 0.2\\ 0.2\\ 0.2\\ 0.2\\ 0$
Total	403	99.7*

\* Percentages may not equal 100.0 due to rounding.

### Committing Offenses (Table FY89-IV)

The committing offenses of ISP terminations were examined and categorized for purposes of this evaluation. Of the offenses considered:

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- Burglary was reported as the most frequently committed offense, followed by larceny and drug offenses.
- Burglary, larceny, and narcotic offenses comprised 59.8% of all committing offenses for ISP terminations.
- Over 79% of committing offenses were categorized as "non-violent".

TABLE FY89-V RISK AND NEEDS ASSESSMENT SCORES FOR ISP TERMINATIONS			
	All (N=403)	Probationer (N=263)	Parolee (N=140)
Risk Mean Range	24.2 1-49	23.1 1-47	26.2 4-49
<u>Risk Categories</u> :			
		107 (40.7%) 94 (35.7%) 38 (14.4%) 21 ( 8.0%) 3 ( 1.1%)	76 (54.3%) 47 (33.6%) 13 ( 9.3%) 3 ( 2.1%) 1 ( 0.7%)
Needs Mean Range	20.3 0-47	21.1 0-46	18.9 0-47
Needs Categories	<b>3</b>		
Max ( 30+) Med (15-29) Min ( 1-14) Missing	66 (16.4%) 219 (54.3%) 109 (27.0%) 9 ( 2.2%)	43 (16.3%) 150 (57.0%) 65 (24.7%) 5 ( 1.9%)	23 (16.4%) 69 (49.3%) 44 (31.4%) 4 ( 2.9%)

Risk Scores and Needs Scores (Table FY89-V)

Scores from risk assessments and needs assessments were analyzed for all ISP terminations and then separately for ISP probationers and ISP parolees.

For all ISP terminations, the data indicate:

- Over 45% of ISP terminations scored in the high risk range (25+) and 35% scored in the moderate-high risk range (15-24).
- The average risk score was 24.2.
- Over 54% of ISP terminations scored in the medium needs range (15-29); 16.4% scored in the maximum range (30+).

The average needs score was 20.3.

For ISP Probationers, the data indicated:

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- Over 40% of ISP probationers scored in the high risk range; over 35% scored in the moderate-high range.
- The average risk score for ISP probationers was 23.1.
- 57% of ISP probationers scored in the medium needs range; 16.3% scored in the maximum range.
- The average needs score for ISP probationers was 21.1.

For ISP Parolees, the data indicated:

- Over 54% of ISP parolees scored in the high risk range;
   over 33% scored in the moderate-high range.
- The average risk score for ISP parolees was 26.2.
- Over 49% of ISP parolees scored in the medium needs range;
   16.4% scored in the maximum needs range.
- The average needs score for ISP parolees was 18.9.

### SUCCESSFUL AND UNSUCCESSFUL ISP CASE TERMINATIONS

Case characteristics indicated that clients who successfully terminated the Intensive Supervision program tended to be older, married, and more likely to have completed high school (or equivalent). A major difference was noted when comparing the race of successful and unsuccessful terminations. Over 60% of those who terminated ISP unsuccessfully were black, but only about 40% of those who were successful were black.

Detailed reasons for case terminations were analyzed for all ISP terminations and then separately for ISP probationers and ISP parclees. Overall, more cases were terminated because clients were reassigned to regular supervision than for any other individual reason. This same scenario applies to ISP probationers. ISP parolees had a higher percentage of clients directly discharged from supervision, but the second highest category was those reassigned to regular supervision.

Success rates for selected characteristics were compiled for all ISP terminations. Only those who terminated ISP successfully or unsuccessfully were used for this in order to provide a clear representation of actual success rates (as the "other" reasons for program termination are considered neither successful nor unsuccessful). Non-black females had the highest success rate, as did ISP probationers and clients who were referred to ISP by the court.

Specific findings presented in this section include:

- ISP terminations: successful, unsuccessful, other;
- ISP terminations: actual reasons for termination;
- Comparison of successful and unsuccessful ISP terminations on personal and offense characteristics; and
- Success rates of terminations with selected characteristics.

### TABLE FY89--VI ISP TERMINATIONS BY TYPE OUTCOME

		All % (N=403)	Probationer % (N=263)	Parolee % (N=140)
Successful Unsuccessful Other	(N=156) (N=211) (N= 36)	38.7 52.4 8.9	38.4 51.0 10.6	39.3 55.0 5.7
		100.0	100.0	100.0

Successful- Reassigned to Regular Supervision or Discharged.Unsuccessful- Revoked or Absconded.Other- Transferred or "Other" reasons for case termination.

ISP Terminations by Type Outcome (Table FY89-VI)

The type of program outcome was reviewed for all ISP terminations and then separately for ISP probationers and parolees on the basis of "successful" and "unsuccessful" (including ISP clients terminated from supervision for "other" reasons). The data indicate:

- Success outcomes for ISP probationers and ISP parolees were basically the same.
- Over 50% of all ISP terminations were considered to be unsuccessful.

### TABLE FY89-VII ISP TERMINATION REASONS

	All (N=403)	Probationer (N=263)	Parolee (N=140)
Reassigned to Regular Supervision	92 (22.8%)	65 (24.7%)	27 (19.3%)
Discharged From Supervision	64 (15.9%)	36 (13.7%)	28 (20.0%)
New Felony Conviction	32 ( 7.9%)	18 ( 6.8%)	14 (10.0%)
New Misdemeanor Conviction	27 ( 6.7%)	14 ( 5.3%)	13 ( 9.3%)
Revoked for Technical Violation	86 (21.3%)	60 (22.8%)	26 (18.6%)
Absconded	66 (16.4%)	42 (16.0%)	24 (17.1%)
Transferred	29 ( 7.2%)	22 ( 8.4%)	7 ( 5.0%)
Other	7 ( 1.7%)	6 ( 2.3%)	1 ( 0.7%)
	( 99.9%)	(100.0%)	(100.0%)

\* Percentages may not equal to 100.0 due to rounding.

ISP Termination Reasons (Table FY89-VII)

The actual reasons for supervision termination were analyzed for all ISP terminations and then separately for ISP probationers and ISP parolees.

For all ISP terminations, the data indicate:

- A higher percentage of ISP clients were reassigned to regular supervision than in any other single category.
- Most cases that were considered to be "unsuccessful" were terminated from ISP due to technical violations.

These same findings occurred for ISP probationers when they were examined separately.

The data for ISP parolees indicate:

- A higher percentage of ISP parolees were directly discharged from supervision than in any other single category (this was followed closely by parolees reassigned to regular supervision).
- Most ISP parolees that were considered to be "unsuccessful" were terminated from ISP due to technical violations.

### TABLE FY89-VIII COMPARISON OF SUCCESSFUL AND UNSUCCESSFUL ISP TERMINATIONS \* ON PERSONAL AND OFFENSE CHARACTERISTICS

	Successful (N=156)	Unsuccessful (N=211)
Race (Black)	62 (39.7%)	128 (60.7%)
Sex (Male)	136 (87.2%)	190 (90.0%)
Average Age	Mean = 29.3	Mean = 27.9
Age Groups		
20 & Under 21-30 Over 30 Missing	19 (12.2%) 76 (48.7%) 61 (39.1%) 0	30 (14.2%) 116 (55.0%) 64 (30.3%) 1 ( 0.5%)
High School Graduate (or G.E.D.)	52 (33.3%)	66 (31.3%)
Married	29 (18.6%)	26 (12.3%)
Offense Type		
Person Property Drug Other	40 (25.6%) 70 (44.9%) 32 (20.5%) 14 ( 9.0%)	39 (18.5%) 119 (56.4%) 39 (18.5%) 14 ( 6.6%)
Average Prior Periods of Probation	Mean = 0.9	Mean = 1.0
Average Prior Periods of Parole	Mean = 0.3	Mean = $0.4$
Unsuccessful -	Reassigned to Regular Discharged. Revoked or Absconded.	
	who Transferred or wh "Other" reasons.	lose cases were

### Successful and Unsuccessful ISP Terminations on Personal and Offense Characteristics (Table FY89-VIII)

Successful and unsuccessful ISP terminations were looked at in terms of personal and offense characteristics. Those who were terminated from ISP due to a transfer or for "other" reasons were omitted. The data for this indicate:

- More than any other characteristic examined, the percentage of black clients differed in respect to successful or unsuccessful termination (39.7% vs. 60.7% respectively).
- A higher percentage of successful ISP terminations than unsuccessful ISP terminations:
  - were over the age of 30;
  - had completed high school (or equivalent);
  - were married; and
  - were convicted of offenses against persons or drug offenses.
- A lower percentage of successful ISP terminations than unsuccessful ISP terminations were:
  - male;
  - age 30 or under; and
  - convicted of property offenses.
- The average age of clients who had terminated ISP successfully was higher than of those who had terminated unsuccessfully.
- The average number of prior periods of probation or parole was virtually the same for both groups.

SUCCESS RATES OF	TERMINATIONS WITH SELE	CTED CHARACTERI	STICS *
	Total # No. (N=367)	Successful (N=156)	Rate (S/T)
Race			
Black Other	190 177	62 94	32.6% 53.1%
Sex			
Male Female	326 41	136 20	41.7% 48.8%
Black Male Black Female Other Male Other Female	165 25 161 16	51 11 85 9	30.9% 44.0% 52.8% 56.3%
<u>Marital Status</u>			
Married Single Other	55 236 76	29 88 39	52.7% 37.3% 51.3%
Youth Record			
Yes No	174 193	67 89	38.5% 46.1%
Referral Source			
Parole Board Existing Caseload Court	83 182 102	38 70 48	45.8% 38.5% 47.1%
Type of Client			
Probationer Parolee	235 132	101 55	43.0% 41.7%
	Reassigned to Regular Discharged Revoked or Absconded	Supervision or	
	who Transferred or wh "Other" reasons.	OSE CASES WEIE	

TABLE FY89-IX

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#### Success Rates (Table FY89-IX)

Rates of success were computed for selected case characteristics of terminated ISP cases. This rate was based only on successful and unsuccessful terminations, those who were terminated from ISP due to a transfer or for "other" reasons were omitted. A review of selected case characteristics of terminated ISP cases resulted in the following findings:

- Blacks and males tended to be less successful than other races and females:
  - Non-black females were the most successful in the program; and
  - Black males were the least successful in the program.
- Terminated ISP clients who were married were more successful than those who were single (and only slightly more successful than those whose marital status was categorized as "other").
- Those terminations with no juvenile record were more successful than those with a juvenile record.
- Terminations who were either referred by the parole board or court were more successful than those already under regular probation or parole supervision.
- Probationers had a slightly higher success rate than parolees.

### SUMMARY OF FINDINGS: FY90

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#### **ISP TERMINATIONS AND INCARCERATED OFFENDERS**

As with the FY89 Summary of Findings, this section compares clients who were removed from ISP during FY90 to offenders sentenced to prison during that same year. Utilizing the PSI database, committed offenders were divided into three groups: new commitments, probation violators, and parole violators. These groups were used in comparison to all ISP terminations, ISP probationers, and ISP parolees, respectively.

In all three comparisons, the ISP grouping had fewer black offenders; at least a ten percentage point difference in each comparison. The most notable of these differences again occurred when ISP probationers were compared to probation violators. ISP probationers had a 22.6% lower representation of black offenders.

The average age was similar in all three comparisons. Marital status was similar for two of the three groups; ISP probationers had a higher representation of married clients than probation violators.

When compared to new commitments, the percentage of ISP terminations who had completed high school (or equivalent) was over 10% lower. ISP parolees also had close to a 10% lower figure in this area. However, ISP probationers had a higher percentage representation than probation violators of those who had completed high school (or equivalent).

ISP terminations had a slightly higher representation of offenders who had been committed for offenses against persons or property offenses than the new commitment population. ISP parolees and the parole violator population were quite different, as ISP parolees had a higher make-up of those convicted of offenses against persons and a lower make-up of property and drug offenses.

Due to the extreme differences in the offense groupings for ISP probationers and those of probation violators, no comparisons were made. In most cases the offense given for probation violators was "probation violation" rather than the original offense which warranted probation (indicating that the offender was committed because of technical violations).

Comparative results in this section include:

- ISP terminations and new commitments;
- ISP probationers and probation violators; and
- ISP parolees and parole violators.

COMPARISON OF ISP TERMINATIONS AND NEW COMMITMENTS ON PERSONAL AND OFFENSE CHARACTERISTICS		
	ISP (N=482)	New Commitments (N=9,595)
Race (Black)	228 (47.3%)	5,597 (58.3%)
Sex (Male)	408 (84.6%)	7,949 (82.8%)
Average Age	Mean 28.5	Mean 28.8
High School Grad. (or G.E.D.)	155 (32.2%)	4,135 (43.1%)
Married	86 (17.8%)	1,550 (16.2%)
Current Offense		
Person Property Drug Other	103 (21.4%) 237 (49.2%) 103 (21.4%) 39 ( 8.1%)	1,493 (15.6%) 3,721 (38.8%) 3,755 (39.1%) 626 ( 6.5%)

### TABLE FY90-I TOD TEDETNEDIANC SND NEW CONSTRUCTION

ISP Terminations and New Commitments (Table FY90-I)

The following observations were made when comparing personal and offense characteristics of ISP terminations and new commitments to the Department of Corrections:

- There was little difference between the two groups in respect to the average age of offenders.
- When compared to new commitments, a higher percentage of ISP terminations were:
  - male;

- married; and
- convicted of offenses against persons, property offenses, and "other" offenses.
- When compared to new commitments, a lower percentage of ISP terminations:
  - were black;
  - had completed high school (or equivalent); and
  - were convicted of drug offenses.

TABLE FY90-II COMPARISON OF ISP PROBATIONERS AND PROBATION VIOLATORS ON PERSONAL AND OFFENSE CHARACTERISTICS

	ISP Probationers (N=336)	Probation Violators (N=1,483)
Race (Black)	138 (41.1%)	944 (63.7%)
Sex (Male)	271 (80.7%)	1,283 (86.5%)
Average Age	Mean 27.9	Mean 28.1
High School Graduate (or G.E.D.)	115 (34.2%)	448 (30.2%)
Married	65 (19.3%)	177 (11.9%)
Current Offense		
Person Property Drug Other	60 (17.9%) 175 (52.1%) 79 (23.5%) 22 ( 6.5%)	100 ( 6.7%) 377 (25.4%) 176 (11.9%) 830 (56.0%)

ISP Probationers and Probation Violators (Table FY90-II)

The following observations were made when comparing personal and offense characteristics of ISP probationers and probation violators:

- There was little difference between the two in the areas of sex and average age.
- A higher percentage of ISP probationers than probation violators:
  - had completed high school (or equivalent); and
    were married.
- When compared with probation violators, a lower percentage of ISP probationers were:

black (over 22% difference); and
male.

ON PERSONAL AND OFFENSE CHARACTERISTICS					
	ISP Parolees (N=146)	Parole Violators (N=238)			
Race (Black)	90 (61.6%)	174 (73.1%)			
Sex (Male)	137 (93.8%)	226 (95.0%)			
Average Age	Mean 29.8	Mean 31.5			
High School Graduate (or G.E.D.)	40 (27.4%)	87 (36.7%)			
Married	21 (14.4%)	35 (14.7%)			
Current Offense					
Person Property Drug Other	43 (29.5%) 62 (42.5%) 24 (16.4%) 17 (11.6%)	39 (16.4%) 130 (54.6%) 55 (23.1%) 14 ( 5.9%)			

TABLE FY90-III COMPARISON OF ISP PAROLEES AND PAROLE VIOLATORS ON PERSONAL AND OFFENSE CHARACTERISTICS

ISP Parolees and Parole Violators (Table FY90-III)

The following observations were made when comparing personal and offense characteristics of ISP parolees and parole violators:

- When compared, the two groups had similar percentage compositions in the following areas:
  - sex; and
  - marital status.
- There was little difference between the two groups in respect to the average age of the offender.
- When compared with parole violators, a higher percentage of ISP parolees were convicted of offenses against persons.
- When compared with parole violators, a lower percentage of ISP parolees:
  - were black;
  - were male;
  - had completed high school (or equivalent); and
  - were convicted of property or drug offenses.

### COMMITTING OFFENSES AND TEST SCORES

Over 21% of the committing offenses of ISP terminations were considered "violent" offenses. Included in this group were murder, rape, robbery, and assault. Over 39% were the property offenses of burglary, larceny, and arson. Drug offenses alone comprised 21.4% of all committing offenses.

Drug commitments accounted for the most commitments, followed by burglary and larceny. Totaled, these three offense categories comprised over 59% of the committing offenses for ISP terminations.

Risk and needs assessment scores of ISP terminations were examined for all terminations and then separately for ISP probationers and ISP parolees. The average risk score for ISP parolees was higher than that of ISP probationers. However, ISP probationers had a slightly higher average needs score than ISP parolees.

Risk scores for all three groups were mostly in the high range (25+). Needs scores were mostly within the medium range (15-29). ISP parolees were more likely to score high on the risk assessment than ISP probationers, and probationers tended to score higher in the needs area.

Findings in this section include:

- Committing offenses for all ISP terminations; and
- Risk scores and needs scores for all ISP terminations and then separately for ISP probationers and ISP parolees.

TABLE FY90-IV					
COMMITTING	OFFENSES	FOR	ISP	TERMINATIONS	

Offense	Number	Percentage
Violent:		
Murder Rape Kidnapping Robbery Assault Weapon	6 23 5 33 31 6	1.2 4.8 1.0 6.8 6.4 1.2
Non-Violent:		
Arson Burglary Larceny Narcotics Sex Fraud Probation Violation License Trespass Hit and Run Obstruction of Justice Vandalism Accomplice Escape Extortion Prisoner	7 96 87 103 4 42 18 7 3 1 1 5 1 1 1 1	1.5 19.9 18.0 21.4 0.8 8.7 3.7 1.5 0.6 0.2 0.2 1.0 0.2 0.2 0.2 0.2 0.2 0.2 0.2 0
Total	482	99.7*
* Percentages may not	equal 100.0 due t	co rounding.

" Percentages may not equal 100.0 due to rounding.

# Committing Offenses (Table FY90-IV)

The committing offenses of ISP terminations were examined and categorized for purposes of this evaluation. Of the offenses considered:

- Drug offenses were reported as the most frequently committed offenses, followed by burglary and larceny.
- Burglary, larceny, and drug offenses comprised 59.3% of all committing offenses for ISP terminations.
- Over 78.4% of committing offenses were categorized as "non-violent".

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TABLE FY90-V RISK AND NEEDS ASSESSMENT SCORES FOR ISP TERMINATIONS						
	All (N=482)	Probationer (N=336)	Parolee <u>(N=146)</u>			
Risk Mean Range	23 2-50	21.5 2-49	26.4 4-50			
<u>Risk Categories</u> :						
High ( 25+) M.H. (15-24) Mod ( 8-14) Low ( 1- 7) Missing	147 (30.5%) 78 (16.2%)	131 (39.0%) 104 (31.0%) 66 (19.6%) 31 ( 9.2%) 4 ( 1.2%)	80 (54.8%) 43 (29.5%) 12 ( 8.2%) 8 ( 5.5%) 3 ( 2.1%)			
Needs Mean Range	20.1 0-50	20.5 0-49	19.4 0-50			
Needs Categories	:					
Med (15-29)	91 (18.9%) 238 (49.4%) 140 (29.0%) 13 ( 2.7%)		29 (19.9%) 66 (45.2%) 47 (32.2%) 4 ( 2.7%)			

### Risk Scores and Needs Scores (Table FY90-V)

Scores from risk assessments and needs assessments were analyzed for all ISP terminations and then separately for ISP probationers and ISP parolees.

For all ISP terminations, the data indicate:

- Almost 44% of ISP terminations scored in the high risk range (25+) and 30.5% scored in the moderate-high risk range (15-24).
- The average risk score was 23.
- Over 49% of the ISP terminations scored in the medium needs range (15-29); almost 19% scored in the maximum range (30+).
- The average needs score was 20.1.

For ISP Probationers, the data indicated:

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- 39% of ISP probationers scored in the high risk range; 31% scored in the moderate-high range.
- The average risk score for ISP probationers was 21.5.
- Over 51% of ISP probationers scored in the medium needs range; 18.5% scored in the maximum range.
- The average needs score for ISP probationers was 20.5.

For ISP Parolees, the data indicated:

- Almost 55% of ISP parolees scored in the high risk range; over 29% scored in the moderate-high range.
- The average risk score for ISP parolees was 26.4.
- Over 45% of ISP parolees scored in the medium needs range; almost 20% scored in the maximum needs range.
- The average needs score for ISP parolees was 19.4.

### SUCCESSFUL AND UNSUCCESSFUL ISP CASE TERMINATIONS

Case characteristics indicated that clients who successfully terminated the Intensive Supervision program tended to be older and to have completed high school (or equivalent). A major difference was noted when comparing the race of successful and unsuccessful terminations. Over 60% of those who terminated ISP unsuccessfully were black, but only about 39% of those who were successful were black.

Detailed reasons for case terminations were analyzed for all ISP terminations and then separately for ISP probationers and ISP parolees. Overall, more cases were terminated because clients were reassigned to regular supervision than for any other individual reason. This same scenario applies to ISP probationers. ISP parolees had a higher percentage of clients directly discharged from supervision, but the second highest category was those reassigned to regular supervision.

Success rates for selected characteristics were compiled for all ISP terminations. Only those who terminated ISP successfully or unsuccessfully were used for this in order to provide a clear representation of actual success rates (as the "other" reasons for program terminations are considered neither successful nor unsuccessful). Non-black females had the highest success rate.

Specific findings presented in this section include:

- ISP terminations: successful, unsuccessful, other;
- ISP terminations: actual reasons for termination;
- Comparison of successful and unsuccessful ISP terminations on personal and offense characteristics; and
- Success rates of terminations with selected characteristics.

# TABLE FY90-VI ISP TERMINATIONS BY TYPE OUTCOME

		All % (N=482)	Probationer % (N=336)	Parolee % (N=146)
Successful Unsuccessful Other	(N=208) (N=220) (N= 54)	43.2 45.6 11.2	42.6 45.2 12.2	44.5 46.6 8.9
		100.0	100.0	100.0

Successful- Reassigned to Regular Supervision or Discharged.Unsuccessful- Revoked or Absconded.Other- Transferred or "Other" reasons for case termination.

#### ISP Terminations by Type Outcome (Table FY90-VI)

The type of program outcomes were reviewed for all ISP terminations and then separately for ISP probationers and parolees on the basis of "successful" and "unsuccessful" (including ISP clients terminated from supervision for "other" reasons). The data indicate:

- ISP probationers had a slightly higher percentage of "successful" terminations than ISP parolees.
- 45.6% of all ISP terminations were considered to be terminated unsuccessfully.

# TABLE FY90-VII ISP TERMINATION REASONS

	All (N=482)	Probationer (N=336)	Parolee _(N=146)	
Reassigned to Regular Supervision	132 (27.4%)	102 (30.4%)	30 (20.5%)	
Discharged From Supervision	76 (15.8%)	41 (12.2%)	35 (24.0%)	
New Felony Conviction	46 ( 9.5%)	31 ( 9.2%)	15 (10.3%)	
New Misdemeanor Conviction	22 ( 4.6%)	13 ( 3.9%)	9 ( 6.2%)	
Revoked for Technical Violation	96 (19.9%)	73 (21.7%)	23 (15.8%)	
Absconded	56 (11.6%)	35 (10.4%)	21 (14.4%)	
Transferred	38 ( 7.9%)	26 ( 7.7%)	12 ( 8.2%)	
Other	16 ( 3.3%)	15 ( 4.5%)	1 ( 0.7%)	
	(100.0%)	(100.0%)	(100.1%)	

\* Percentages may not equal to 100.0 due to rounding.

ISP Termination Reasons (Table FY90-VII)

The actual reasons for supervision termination were analyzed for all ISP terminations and then separately for ISP probationers and ISP parolees.

For all ISP clients, the data indicate:

- A higher percentage of ISP clients were reassigned to regular supervision than in any other single category.
- Most cases that were considered to be "unsuccessful" were terminated from ISP due to technical violations.

These same findings occurred for ISP probationers when they were examined separately.

The data for ISP parolees indicate:

- A higher percentage of ISP parolees were directly discharged from supervision than in any other single category.
- Most cases that were considered to be "unsuccessful" were terminated from ISP due to technical violations.

# TABLE FY90-VIII COMPARISON OF SUCCESSFUL AND UNSUCCESSFUL ISP TERMINATIONS \* ON PERSONAL AND OFFENSE CHARACTERISTICS

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Successful (N=208)	Unsuccessful (N=220)
80 (38.5%)	133 (60.5%)
172 (82.7%)	194 (88.2%)
Mean = 30.1	Mean = 27.4
14 ( 6.7%) 113 (54.3%) 80 (38.5%) 1 ( 0.5%)	28 (12.7%) 137 (62.3%) 54 (24.5%) 1 ( 0.5%)
87 (41.8%)	49 (22.3%)
35 (16.8%)	40 (18.2%)
61 (29.3%) 89 (42.8%) 37 (17.8%) 21 (10.1%)	34 (15.5%) 117 (53.2%) 55 (25.0%) 14 ( 6.4%)
Mean = 0.6	Mean = 0.9
Mean = 0.2	Mean = 0.3
Reassigned to Regula	r Supervision or
Revoked or Absconded	•
who Transferred or w "Other" reasons.	hose cases were
	(N=208) 80 (38.5%) 172 (82.7%) Mean = 30.1 14 ( 6.7%) 113 (54.3%) 80 (38.5%) 1 ( 0.5%) 87 (41.8%) 35 (16.8%) 61 (29.3%) 89 (42.8%) 37 (17.8%) 21 (10.1%) Mean = 0.6 Mean = 0.2 Reassigned to Regula Discharged. Revoked or Absconded who Transferred or w

# Successful and Unsuccessful ISP Terminations on Personal and Offense Characteristics (Table FY90-VIII)

Successful and unsuccessful ISP terminations were looked at in terms of personal and offense characteristics. Those who were terminated from ISP due to a transfer or for "other" reasons were omitted. The data for this indicate:

- More than any other characteristic examined, the percentage of black clients differed in respect to successful or unsuccessful termination (38.5% vs. 60.5% respectively).
- A higher percentage of successful ISP terminations than unsuccessful ISP terminations:
  - were over the age of 30;
  - had completed high school (or equivalent); and
  - were convicted of offenses against persons or "other" offenses.
- A lower percentage of successful ISP terminations than unsuccessful ISP terminations were:
  - male;
  - age 30 or under;
  - married; and
  - convicted of property or drug offenses.
- The average age of clients who had terminated ISP successfully was higher than of those who had terminated unsuccessfully.
- The average number of prior periods of probation was slightly lower for successful case terminations.
- The average number of prior periods of parole was virtually the same for both groups.

	Total # (N=428)	No. Successful (N=208)	Rate (S/T)
Race			
Black Other	213 215	80 128	37.6% 59.5%
Sex			
Male Female	366 62	172 36	47.0% 58.1%
Black Male Black Female Other Male Other Female	185 28 181 34	67 13 105 23	36.2% 46.4% 58.0% 67.6%
Marital Status			
Married Single Other	75 262 91	35 119 54	46.7% 45.4% 59.3%
Youth Record			
Yes No	188 240	80 128	42.6% 53.3%
Referral Source			
Parole Board Existing Caseload Court	46 262 120	25 119 64	54.3% 45.4% 53.3%
Type of Client			
Probationer Parolee	295 133	143 65	48.5% 48.9%
	Reassigned to Reo Discharged Revoked or Abscor	gular Supervision o nded	r
	who Transferred o "Other" reasons.	or whose cases were	

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# TABLE FY90-IX SUCCESS RATES OF CASES WITH SELECTED CHARACTERISTICS \*

#### Success Rates (Table FY90-IX)

Rates of success were computed for selected case characteristics of terminated ISP cases. This rate was based only on successful and unsuccessful terminations, those who were terminated from ISP due to a transfer or for "other" reasons were omitted. A review of these characteristics resulted in the following findings:

- Blacks and males tended to be less successful than other races and females:
  - Non-black females were the most successful in the program; and
  - Black males were the least successful in the program.
- Success rates were similar for ISP terminations who were married and who were single.
- Those terminations with no juvenile record were more successful than those with a juvenile record.
- Terminations who were either referred by the parole board or court were more successful than those already under regular probation or parole supervision.
- The success rates of probationers and parolees was about the same.

# SUMMARY OF FINDINGS: FY87 - FY90

### COMPARATIVE OVERVIEW OF ISP TERMINATIONS FOR FY87 - FY90

In this section information was reviewed in a slightly different manner. Data from this evaluation was examined in relation to equivalent data from the previous two evaluations. The resulting format allows for a four-year comparison of selected case characteristics of those who terminated from ISP between July 1, 1986 and June 30, 1990.

When looking at the personal and offense characteristics of ISP terminations, relatively few changes in this area were apparent. The percentage of female clients terminating ISP did turn upward in FY90 and comprised over 15% of all ISP terminations. The percentage of ISP terminations who had completed high school (or equivalent) increased through FY89, but slightly decreased in FY90. Additionally, those convicted of drug offenses increased annually from FY88 to FY90.

When comparing the risk and needs assessment scores, consistent decreases were noted for the average risk score and the average needs score, though they have been slight (no more than 2.6 points over the entire four year period).

Successful and unsuccessful terminations were reviewed as a group and then separately according to the actual reason for program termination. In FY90, the percentage of successful ISP terminations reached a four year high of 48.6%.

Comparative data in this section include:

- ISP terminations on personal and offenses characteristics;
- Risk and needs assessment scores;
- ISP terminations: successful/unsuccessful/other;
- ISP terminations: actual reasons for termination; and
- Success rates of terminations with selected characteristics.

	FY87 (N=189)	FY88 (N=346)	FY89 (N=403)	FY90 (N=482)
Race (Black)	51.3% ( 97)	48.8% (169)	49.6% (200)	47.3% (228)
Sex (Male)	86.2% (163)	88.7% (307)	89.1% (359)	84.6% (408)
Average Age (Mean)	28.1	29.1	28.4	28.5
High School Graduate (or G.E.D.)	25.7% ( 49)	27.4% ( 92)	33.5% (135)	32.2% (155)
Married	14.8% (28)	14.7% ( 51)	14.6% ( 59)	17.8% ( 86)
Current Offense				
Person Property Drug Other	25.4% ( 48) 52.9% (100) 14.8% ( 28) 6.9% ( 13)	25.4% ( 88) 52.9% (183) 13.3% ( 46) 8.4% ( 29)	22.1% ( 89) 51.4% (207) 18.9% ( 76) 7.7% ( 31)	21.4% (103) 49.2% (237) 21.4% (103) 8.1% ( 39)

\* Percentages may not equal to 100.0 due to rounding.

# TABLE X COMPARISON OF ISP TERMINATIONS FY87 - FY90

ON PERSONAL AND OFFENSE CHARACTERISTICS

\* Percentages may not equal to 100.0 due to rounding.

#### Comparison: Personal and Offense Characteristics (Table X)

The personal and offense characteristics of clients who terminated from ISP during the four year period examined were fairly similar in all areas explored:

- The race break down of clients terminating ISP averaged 51% : 49% (black : non-black).
- After increasing for three years, the percentage of males terminating from ISP decreased in FY90.
- The average age of ISP terminations was relatively the same each year.
- The percentage of ISP terminations who had completed high school (or equivalent) increased through FY89 and slightly decreased in FY90.
- A few differences have occurred in the composition of the current offense for which ISP terminations had been placed in the program for. In the years examined:
  - the percentage of ISP terminations who were convicted of property offenses has decreased each year;
  - the percentage of ISP terminations who were convicted of offenses against persons has also decreased; and
  - the percentage of those convicted of drug offenses has increased by eight percentage points since FY88.

	F¥87	FY88	FY89	FY90
	(N=189)	(N=346)	(N=403)	(N=482)
Risk Mean	25.6	24.9	24	23
Range	0-52	2-52	1-49	2-50
Risk Categories:				
High ( 25+)	55.0% (104)	50.9% (176)	45.4% (183)	43.8% (211)
M.H. (15-24)	30.7% (58)	28.0% ( 97)	35.0% (141)	30.5% (147)
Mod. ( 8-14)	9.0% (17)	13.0% ( 45)	12.7% (51)	16.2% (78)
Low ( 1- 7)	5.3% (10)	4.6% ( 16)	6.0% (24)	8.1% (39)
Missing	0.0% (0)	3.5% ( 12)	1.0% (4)	1.5% (7)
Needs Mean	22.6	21.1	20.3	20.1
Range	1-53	1-50	0-47	0-50
Needs Categories:				
Max. ( 30+)	22.2% ( 42)	19.1% ( 66)	16.4% ( 66)	18.9% ( 91)
Med. (15-29)	56.1% (106)	49.7% (172)	54.3% (219)	49.4% (238)
Min. ( 1-14)	21.2% ( 40)	26.0% ( 90)	27.0% (109)	29.0% (140)
Missing	0.5% ( 1)	5.2% ( 18)	2.2% ( 9)	2.7% ( 13)

TABLE XI COMPARISON OF ISP TERMINATIONS FY87 - FY90 RISK AND NEEDS ASSESSMENT SCORES

\* Percentages may not equal to 100.0 due to rounding.

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#### Comparison: Risk and Needs Assessment Scores (Table XI)

Scores from risk assessments and needs assessments were compared for all ISP terminations during the period examined. A few changes have occurred:

- The percentage of ISP terminations who scored in the high range (25+) on the risk assessment decreased steadily over the four years.
- The average risk score dropped from 25.6 in FY87 to 23 in FY90.
- The percentage of ISP terminations who scored in the maximum (30+) and medium (15-29) needs range fluctuated over the years. The only steady change was an increase in the percentage of ISP terminations who scored in the minimum needs range (1-14). This increased from 21.2% in FY87 to 29% in FY90.
- The average needs score dropped from 22.6 in FY87 to 20.1 in FY90.

	COMPARISON OF ISP TERMINATIONS FY87 - FY90 ON SUCCESSFUL VS. UNSUCCESSFUL OUTCOMES						
	FY87 (N=189)	FY88 ( N=346 )	FY89 (N=403)	FY90 (N=482)			
Successful.	39.7% (75)	38.1% (132)	38.7% (156)	43.2% (208)			
Unsuccessful	56.1% (96)	49.7% (172)	52.4% (211)	45.6% (220)			
Other	4.2% (18)	12.2% ( 42)	8.9% (36)	11.2% ( 54)			

TABLE XII

Successful	_	Reassigned to Regular Supervision or Discharged.
Unsuccessful		Revoked or Absconded.
Other		Transferred or "Other" reasons for case termination.

	FY87 (N=171)	FY88 (N=304)	FY89 (N=367)	FY90 (N=428)
Successful	43.9% (75)	43.4% (132)	42.5% (156)	48.6% (208)
Unsuccessful	56.1% (96)	56.6% (172)	57.5% (211)	51.4% (220)

Successful - Reassigned to Regular Supervision or Discharged. Unsuccessful - Revoked or Absconded.

\* Those who Transferred or were terminated for "Other" reasons were excluded from this comparison.

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Comparison: Successful vs. Unsuccessful Outcomes (Table XII)

The type of program outcome was reviewed for all ISP terminations from FY87 through FY90 in two manners. Regardless of the scenario examined, the percentage of successful ISP terminations increased and reached a high point in FY90.

The first scenario presents all ISP terminations, regardless of the reason for termination (successful, unsuccessful, or other). In this first scenario:

- The percentage of successful ISP terminations peaked in FY90 at 43.2%
- The percentage of unsuccessful ISP terminations reached a four year low of 45.6% that same year.

The second scenario omits those who were transferred or terminated from ISP for "other" reasons and is based only on those who were successful or unsuccessful. In this scenario:

- In FY90, the percentage of successful ISP terminations reached a four year high of 48.6%.
- The percentage of unsuccessful ISP terminations fell to a low point of 51.4% in FY90.

	FY87 (N=189)	FY88 ( N=346 )	FY89 (N=403)	FY90 (N=482)
Reassigned to Regular Supervision	20.1% (38)	28.0% (97)	22.8% (92)	27.4% (132)
Discharged From Supervision	19.6% (37)	10.1% (35)	15.9% (64)	15.8% ( 76)
New Felony Conviction	7.9% (15)	7.2% (25)	7.9% (32)	9.5% (46)
New Misdemeanor Conviction	10.6% (20)	7.2% (25)	6.7% (27)	4.6% (22)
Revoked for Technical Violation Only	16.9% (32)	22.0% (76)	21.3% (86)	19.9% ( 96)
Absconded	15.3% (29)	13.3% (46)	16.4% (66)	11.6% ( 56)
Transferred	5.3% (10)	8.7% (30)	7.2% (29)	7.9% ( 38)
Other (e.g., death)	4.2% (8)	3.5% (12)	1.7% ( 7)	3.3% ( 16)

TABLE XIIICOMPARISON OF ISP TERMINATIONS FY87 - FY90ON REASON FOR TERMINATION

\* Percentages may not equal to 100.0 due to rounding.

# Comparison: ISP Termination Reasons (Table XIII)

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The actual reasons for supervision termination were analyzed for all ISP terminations during the four year period. The same basic results occurred each year:

- For each year, a higher percentage of ISP clients were reassigned to regular supervision than in any other category.
- Those cases that were considered to be "unsuccessful" were consistently terminated from ISP due to technical violations more so than because of any other single reason.

There have been no consistent increases or decreases in any of the individual reasons for program termination with the exception of a four year decrease in the percentage of terminations due to a new misdemeanor conviction.

TABLE XIV Success rates of cases with selected characteristics * Fy87 - Fy90							
Race	<u>FY87</u>	<u>FY88</u>	FY89	FY90			
Black Other	38.9% 49.4%	35.9% 51.0%	32.6% 53.1%	37.6% 59.5%			
Sex							
Male Female	43.6% 40.0%	43.2% 45.5%	41.7% 48.8%	47.0% 58.1%			
Black Male Black Female Other Male Other Female	40.0% 30.0% 47.8% 50.0%	36.7% 28.6% 50.0% 55.6%	30.9% 44.0% 52.8% 56.3%				
<u>Marital Status</u>							
Married Single Other		61.4% 39.3% 43.5%					
Youth Record							
Yes No	37.5% 52.0%	33.3% 54.1%	38.5% 46.1%	42.6% 53.3%			
Referral Source							
Parole Board Existing Caseload Court	53.9% 44.1% 35.3%	41.7% 44.8% 42.9%	45.8% 38.5% 47.1%	54.3% 45.4% 53.3%			
Type of Client							
Probationer Parolee	38.8% 50.7%	44.9% 41.2%	43.0% 41.7%	48.5% 48.9%			
	eassigned ischarged evoked or		Supervisi	on or			
* Excludes those w terminated for "			ose cases	were			
+ FY87 Evaluation	used diffe	rent measu	res of mar	ital status.			

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#### Comparison: Success Rates (Table XIV)

Rates of success, computed for selected case characteristics, were compared for the four year period. These rates were based only on successful and unsuccessful terminations, those who were terminated from ISP due to a transfer or for "other" reasons were omitted.

Since the overall percentage of successful ISP terminations has increased, it is logical to find increases in the success rates of certain groups when they are separated from the total population. The following observations were made when examining success rates:

- The success rate continued to rise during the four year period for selected race/sex groups and, in each case, reached its highest success rate in FY90:
  - "Other" females continued to have the highest success rate; and
  - Black females had the lowest success rate in FY87 and FY88; however, black males took this position for the remainder of the examination period.
- The success rate of ISP termination populations changed in regard to marital status: offenders whose marital status was "married" showed decrease in success rates, while those whose marital status was "other" showed an increase.
- From FY88 through FY90, ISP termination populations who had a juvenile record displayed an increase in success rates.
- When examining the referral source, only the populations which were referred from the court have shown a continuous increase in success rates.
- Probation and parole populations had like success rates in FY88, FY89, and FY90.

# CONCLUSIONS & RECOMMENDATIONS

#### CONCLUSIONS

The Intensive Supervision Program has operated in Virginia as an intermediate sanction as well as an early release tool for five years. Each year the program has been expanded to accommodate for more clients in more areas; from two pilot programs operating in two districts in 1985 to 24 programs operating in 20 districts in 1990.

During this five year period, supervision methods have evolved with relatively few changes to the written procedures. Formal evaluations of the program began with data provided on clients who terminated ISP during FY87. The same data was collected on clients who terminated ISP during FY88, FY89, and FY90. Despite any flaws in the comparison or collection of this data which have been identified either in the current evaluation or previous evaluations, comparisons of data gathered during the four years on like variables are considered to be reliable indicators of program success.

#### ISP Terminations - Characteristics and Success

There has continued to be a lower representation of black offenders completing ISP than committed to prison. Similarly, ISP has continued to have a lower percentage of offenders who had completed high school (or equivalent). ISP has also continued to have a higher representation of male offenders. Assumptions based on this information are cautioned however, as new commitment comparison data is based on a different sentencing schedule and may be inflated due to the way the PSI database is organized.

Though the average risk and needs assessment scores have slightly declined over the years, ISP terminations still tend to score in the upper ranges. Theoretically, ISP clients should score higher than those on regular supervision, however, no comparison data is readily available to prove this.

The success rate of clients terminating from ISP either successfully or unsuccessfully reached its highest point in FY90. When considering all possible reasons for program termination (successful, unsuccessful, and other reasons) there was relatively little change in success rates between FY87, FY88, and FY89. The success rate in FY90 was far above that of any previous year. Though unsuccessful terminations continue to comprise the majority of ISP terminations, those figures have declined as success rates have risen.

#### The Future of ISP

The course of ISP has been slightly modified during FY91, and these changes will be reflected in future evaluations. Grant funds have been primarily responsible for these changes. The Intensive Supervision Program is being expanded to accommodate additional parolees referred by the Parole Board with an emphasis on those who have displayed evidence of substance abuse. To handle this increase in the overall ISP caseload, expansions are being made in the number of available programs, staff, and treatment services.

The Parole Board implemented a pilot program of Home Electronic Monitoring in October, 1990 which is being used in conjunction with ISP for certain offenders. The increased use of this and the onset of Shock Probation (Boot Camp) are expected to have additional impacts on ISP.

These changes, as well as any changes in supervision requirements are explained in greater detail in the "Report on the Expansion of the Intensive Supervision Program for Parolees", December, 1990 and the "Intensive Supervision Program Guide", revised June, 1990. Obviously, ISP is being regarded more and more as a valuable community program worthy of expansion and capable of supervising clients who would be incarcerated were it not for such a program.

#### RECOMMENDATIONS

As mentioned earlier, ISP has undergone many changes in the areas of case assignment and supervision. To accommodate these changes as well as solve some of the problems identified in earlier evaluations, a new ISP-2 form was developed and implemented July 1, 1990 (Appendix B). Additionally, methods of matching ISP terminations against the PSI data base are being explored in hopes of accessing additional information on ISP clients and possibly developing better comparison populations.

The recommendations of past evaluations have been reviewed, and based on the recent changes made in data collection, have proved beneficial to program managers. However, there are still areas to be addressed. A problem that has been faced in ISP evaluations, as well as in other such evaluations, concerns the availability and accuracy of data on probation and parole clients. This point is repeated in the following statements and is the basis for the resulting recommendations.

### Recommendation: Audit Probation and Parole Data

Before any of the following recommendations can be fully implemented, it is strongly recommended that the available data on probationers and parolees be carefully examined in the areas of content and accuracy. Existing automated databases should be utilized to the fullest possible extent and expanded if necessary to accommodate additional information that may prove valuable to program managers, forecasters, evaluators, and legislators.

### Recommendation: Re-Draw Comparison Groups

Due to various data limitations, true comparison groups have not yet been identified. Comparison groups used have been drawn from the PSI database and have been composed of offenders sentenced to prison as new commitments, parole violators, and probation violators. Though these comparisons have certain merits, the drawbacks are much greater. The ISP evaluations have been based on offender data following the completion of a phase of punishment (that being ISP); PSI information is based on data at an offender's sentencing, before punishment. In addition to this, should program success be looked at further (such as in the area of bedspace savings), there are concerns that the populations being compared differ in other areas and may not be truly valid comparisons.

#### Recommendation: Examine Reasons for Terminations/Success

ISP defines success as including cases transferred to regular supervision. These cases are not fully tracked through regular supervision completion, the outcome of which should be a factor in determining overall success. Furthermore, in light of this recommendation and the previous one, ISP termination reasons are compared only with other ISP terminations and are not compared with terminations from regular probation or parole. This could become an issue when determining bedspace savings.

# Recommendation: Conduct an Outcome Study to Measure Bed Savings

Ideally, the number of ISP clients who terminate supervision successfully should represent savings in costs associated with incarceration. However, that association is discouraged at this time because of the number of assumptions and inferences which must also be made in several areas, including comparison groups and the tracking of program successes.

# APPENDIX A

INTENSIVE	SUPERVISION	CASE	SUMMARY	REPORT
	201 6111 2101	91106		

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Report completed by(name)	Reviewed by
Position/job title	(name) Position/job_title
PRP Dist # FIPS #	
Phone Date	Date
Client Name	
(as shown on probation/parale conditions)	(Last) (First) (Middle)
Social Sec.#(4-12)	Type client (check): (51) Probationer(1) Parolee(2)
State ID#     (4-12)       (CCRE#)     VSP#       (13-18)     (19-24)	Referral Source (check): (52)
(13-18) (19-24) Date of Birth (MM/DD/YY) $(25-26)(27-28)(29-30)$	Court (1) Parole Board (2) Existing caseload (3)
Sex of Client (check): M $F_{\frac{1}{2}}$ (31)	Was client incarcerated at (53) time of referral? Yes(1) No(2)
Race of Client (PSI code): (32) Last school grade completed: (33-34)	Was release/diversion from (54) incarceration contingent on acceptance into IS program? YesNo2
Marital status: (35)	Defe and the second for a sub-
Married (1)	Date screened for program
Divorced (3)	(MM/DD/YY) (55-60)
Separated (4) Widowed (5) Other (specify) (6)	Date of Risk Assessment:(PPS-14) (MM/DD/YY) Score(61-2)
Client Status at Program Termination:	Date of Needs Assessment: (PPS-15) (MM/DD/YY) Score(63-4)
$\frac{1}{2}$ (36)	Last Risk Re-assessment: Date
Reason for Program Termination: (37)	Current offense(s) for which client
Reassigned to regular supervision(1) Discharged from supervision(2)	is under supervision (VCC code(s)):
New misdemeanor (3) New misdemeanor (4)	
Technical violations only(5) Absconded(6)	Age at first juvenile (76-84)
Transfer (Where?)(7)	delinquent adjudication(85-86)
Other (Explain)(8)	Prior juvenile and adult criminal history (before instant offense):
Date terminated(MM/DD/YY) (38-43)	# Felony convictions (87-88)
	<pre># Misdemeanor convictions: # Criminal (89-90)</pre>
At time of program termination, (44) was client incarcerated? Yes No	# Criminal Traffic
1 2	<pre># Periods of probation supervision</pre>
Minimum Expiration Date: (Include all periods (MM/DD/YY)(45-50) of supervision)	<pre># Probation revocations (95-96)</pre>
	<pre># Periods of parole supervision (97-98)</pre>
(Enter "Indefinite" if applicable)	# Prior parole revocations(99-100)

ISP-2

# APPENDIX B

INTENSIVE SUPERVISION CASE SUMM Report completed by		P & P DISTRIC		?S #
Identifying Information         CLIENT NAME         SOCIAL SECURITY #         RACE (see codes)       GE			-	•
Current Offense(s) for which of(up to 2 most serious)OFFENSEOFIIF CLIENT IS PROBATIONER, DATEIF CLIENT IS PAROLEE, DATE SEN	FENSE SENTENCED TO C	TYP URRENT PROBATI	E OF CLIENT	
ISP Assignment Date assigned to ISP	Incarcera	ted at time of	referral: Y	es No
Phase Changes (I & II)           Phase         Begin Date           1)		hase Beg )	<u>in Date</u>	End Date
Economic Activity (to nearest Client employed at program ter Weeks employed full time (30 h Client in training at program Weeks in training in lieu of j Gross earnings Obligations:	mination (see c ours or more) w termination (se ob while in pro	hile in progra e codes) gram		
ToFines\$Costs\$Restitution\$Supervision fees\$Community service	N/A     hrs.	Tota	al Paid/Worke \$ \$ \$ \$ hrs	-
Community Resources Used and CType# ofTypeReferraAlcohol assessmentDrug assessmentMental health assessmentEmergency housingAlcohol treatment	\$ <u>ls Amount</u>	<b>Type</b> Type Tug treatment ental health transportation other:	# o <u>Refer</u> treatment	
Technical Violations (PB-15 or Technical Violations (List all codes that apply)	- · · ·		n Imposed (se	e codes)
New Arrests during ISP Arrest offense (VCC Code) Arrest Date		Resulted?		entence Impose codes)
Electronic Monitoring Was the client electronically monitored? Yes No	Date Prog	Cermination terminated cam terminatio If "transf district/stat	n reason	nase (see codes)

## INTENSIVE SUPERVISION CASE SUMMARY REPORT (SUBSTANCE ABUSE AND ELECTRONIC MONITORING CLIENTS) Page 2

Client Name

For an offender under supervision for a drug offense or a drug-involved offender, please complete:

# Prior to ISP assignment

If offender has received <u>treatment services prior to ISP assignment</u>, indicate type(s) of treatment program(s) (check all that apply):

Detoxification
 In-patient hospital-based care
Long term residential
Short term residential
 Corrections institution-based program
Day treatment, intensive out-patient
Out-patient services, non-intensive
Half-way house program
 Supervised apartments
 Urine screening only
 Alcohol breath testing only
Self-help group, e.g. Narcotics Anonymous
Other (specify)

### Since ISP Assignment

### Substance Abuse Treatment Referrals

<b>Type</b> (see codes)	Referral Date	Enrollment Date	Termination Date	Termination Reason (see codes)	<u>Cost</u>
		······			\$
					\$
					2
			<u> </u>		<u></u>
					»
-			• •		\$

### Drug/ Alcohol Testing

Total # Urine Samples Taken

Total # Positive Urine Samples for:

- Cocaine
- Heroin PCP
- Hallucinogens
- \_\_\_\_ Marijuana Alcohol
- \_\_\_\_\_ Other
- ----- Utilet

\_\_\_\_ Total # Alcohol Breath Tests Total # Positive Breath Tests

Most serious sanction imposed (see codes)

ISP-2

### INTENSIVE SUPERVISION CASE SUMMARY REPORT CODES AND INSTRUCTIONS

TYPE OF CLIENT 1=Asian 1=Probationer 2=Parolee NOTE: For split supervision cases, code as parolee until ISP termination. 7=Unknown EMPLOYMENT/TRAINING 1=Full time . 2=Part time 3=No/None TECHNICAL VIOLATIONS 9=Fines/Fees 1=Curfew violation 10=Treatment violation 2=Failure to report 11=Unauthorized contact(s) with victim(s) 3=Positive drug test(s) 4=Positive alcohol test(s) 12=Absconded 5=0ther drug violation 13=Association with minors 6=0ther alcohol violation 14=New crime, no arrest 15=0ther violations of conditions 7=Employment/School 16=Violation of Probation/Parole 8=Community Service SANCTIONS/SENTENCES IMPOSED FOR TECHNICAL VIOLATIONS OR NEW ARRESTS 1=Continued on current program, no change 2=Continued on current program with more frequent drug testing 3=Continued on current program, assigned to pre-release facility 4=Continued current program, in-patient substance abuse treatment conditions added 5=Continued on current program, other new conditions added 6=Continued on current program, + other new conditions + jail 7=CDI 8=Electronic monitoring 9=Jail 10=Prison 11=Shock Incarceration, e.g., boot camp 12=Probation revoked 13=Parole supervision term extended 14=Pending 15=0ther 16=Dismissed 17=Unknown **CONVICTION RESULTED?** 1=Yes 2 = No3=Pending **REASON FOR TERMINATION** 1=Reassigned to regular supervision 2=Discharged from supervision 3=New felony 4=New misdemeanor 5=Technical violations only 6=Absconded 7=Transfer

RACE

2=Black 3=Hispanic 4=Indian 5=0 ther 6=White

8=0ther

# INTENSIVE SUPERVISION CASE SUMMARY REPORT (Continued) CODES AND INSTRUCTIONS

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TYPE OF SUBSTANCE ABUSE PROGRAM/ REFERRAL 1=Detoxification 2=In-patient hospital-based care 3=Long term residential 4=Short term residential 5=Day treatment, intensive out-patient 6=Out-patient services, non-intensive 7=Half-way house program 8=Supervised apartments 9=Urine screening only 10=Self-help group, e.g., Narcotics Anonymous 11=Other

# SUBSTANCE ABUSE REFERRAL TERMINATION REASONS 1=Completed

2=Unsuccessfully discharged 3=Jailed 4=Transferred 5=Supervision expired 6=Other

MOST SERIOUS ACTION TAKEN 1=No action taken 2=Warning given, continued on current program 3=Continued on current program with more frequent drug testing 4=Continued on current program, other new conditions added 5=Continued on current program, + other new conditions + jail 6=Referred to outpatient drug treatment/counseling program 7=Referred to residential drug treatment 8=Warrant issued 9=Other action taken

#### INSTRUCTIONS:

1. PLEASE ATTACH PHOTOCOPY OF INITIAL RISK AND NEEDS ASSESSMENTS

2. IF YOU HAVE QUESTIONS, PHONE RESEARCH & EVALUATION OFFICE, 804/674-3268