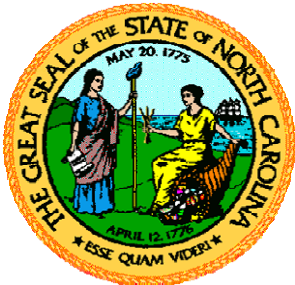


**STATE OF NORTH CAROLINA
DEPARTMENT OF CORRECTION**



Division of Community Corrections
**CONTINUATION REVIEW LEGISLATIVE
REPORT ON
CRIMINAL JUSTICE PARTNERSHIP
PROGRAM**

April 1, 2008

Michael F. Easley
Governor

Robert Lee Guy
Director

Theodis Beck
Secretary

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Executive Summary

The Criminal Justice Partnership Program (CJPP) resides within the Division of Community Corrections and provides state-funded grants to counties to operate community-based corrections programs which supplement the offender supervision provided by the Division within our communities. As with all other state-funded programs, CJPP has experienced changes throughout the years in its funding level, with a current appropriation of just over \$9.1 million. Three basic program types are operated through CJPP funding: day reporting centers, satellite substance abuse centers, and resource centers. Eligible offenders are adult criminal offenders who receive an intermediate punishment sentence, who are released on parole or post-release supervision, or who are in the probation violation process. These offenders present the highest risk and greatest challenge to successful supervision in the community. The data analyzed for this continuation review represents the period of fiscal years 2003-2007, and provides a comprehensive look at the effectiveness of CJPP programs.

The analysis finds evidence that CJPP programs are effective and worthy of continued funding. Important findings within the report are:

- **Over the period of evaluation, offenders who successfully completed CJPP were approximately 53% less likely to have their probation revoked when compared to the non-CJPP intermediate offenders. During the most recent fiscal year (FY 2006-2007), the reduction in risk for revocation was at its greatest. Regardless of program type, offenders on supervision during FY 2006-2007 who completed CJPP were 62% less likely than other intermediate offenders to have their probation revoked.**
- **Regardless of program type, offenders on supervision during FY 2006-2007 who completed CJPP were 55% less likely than non-CJPP intermediate offenders to be revoked to prison.**
- **During FY 2006-2007, the percentage of offenders completing satellite substance abuse center (SSA) services who had their probation revoked decreased 68.8% over FY 2003-2004; the percentage of revoked offenders completing the day reporting centers (DRC) sanction decreased 44.4%; and the percentage of revoked offenders completing resource center (RSC) services decreased 48.0%. When compared with revocations observed in nonparticipants, CJPP completers appear to have substantially reduced their risk for revocation.**
- **Since FY 2003-2004, the reductions in the percentage of offenders with revocations has improved by 81.8% at satellite substance abuse centers, 37.7% at resource centers, and a 10.6% improvement at day reporting centers.**
- **Regardless of program type, offenders on supervision during FY 2006-2007 who completed CJPP were 20% less likely than the non-CJPP intermediate offenders to have a positive drug screen.**

- Over the first three years of the evaluation period, CJPP completers were approximately 22% less likely to have a violation compared to the non-CJPP intermediate offenders. However, over the past fiscal year (FY 2006-2007), offenders who successfully completed CJPP were approximately 35% less likely to have a violation.
- The percentage of offenders who entered day reporting center programs via the violation process, and who subsequently were revoked from supervision has declined in the last four fiscal years from 54% to 35%, which is equal to the overall probation revocation rate for all offenders for the same fiscal year (35%). The revocation rate for satellite substance abuse and resource center offenders also declined over the four fiscal years, with the SSA FY 2006-2007 rate at around 32% and RSC FY20 06-07 rate at around 34%, both rates lower than the general probation revocation rate.
- The percent of positive drug tests before and after entering a CJPP program for offenders who entered as violators was 19.3 percentage points lower at day reporting centers, 15.7 percentage points lower at satellite substance abuse centers, and 12.2 percentage points lower at resource centers. The percentage change or improvement in behavior holds true across gender and age groups.
- 6,356 offenders received CJPP services during FY 2006-2007, with an average daily population of 2,100. Using a conservative estimate that factors in current revocations from supervision along with the findings from the analysis concerning risk reduction, CJPP allows for cost avoidance in prison bed use of several million dollars.
- For the \$9.1 million appropriation, CJPP has helped reduce recidivism at an economical cost of \$15.03 per offender per day for overall program operation, which includes all overhead costs and any closeout carryover payments from the prior year. The FY 2006-2007 individual program type cost per offender per day was \$11.06 for satellite substance abuse; \$19.62 for day reporting centers; and \$11.41 for resource centers.

The following full report provides the details of the data analysis as well as the additional information required within the continuation review format. The evidence reveals that CJPP programs are meeting the stated statutory goals of the program, with gradual improvement in nearly every area measured.

Despite the arrival of a most difficult offender population into the programs, with many preexisting social, thinking, and behavior problems, the evidence strongly suggests that behavioral change is occurring. The combination of probation officer supervision focused on quality outcomes with sound research-based treatment programming is teaching offenders how to overcome the preexisting issues. With the ongoing implementation of evidence-based practices and its related quality assurance assessments, improvements should continue to be realized.

INTRODUCTION

Session Law 2007-323 of the 2007 General Assembly requires a Continuation Review of certain funds, programs, and divisions. Section 6.21 (b) of Session Law 2007-323 requires the Department of Correction to provide a written report to the Appropriations Committees of the Senate and House of Representatives on the Criminal Justice Partnership Program. The report must include the following elements:

- 1. A description of the program, including information on services provided the recipients of the services, and the resource requirements.
- 2. Meaningful measures of program performance and whether the program is meeting these measures.
- 3. The rationale for continuing, reducing, or eliminating funding.
- 4. The consequences of discontinuing program funding.
- 5. Recommendations for improving services.
- 6. Recommendations for reducing costs.
- 7. The identification of policy issues that should be brought to the attention of the General Assembly.

Instructions and guidelines for completion of the continuation report were sent to the designated agencies on October 30, 2007 from the Legislative Services Office. Additional information was sent to the agencies on November 27, 2007 from the Legislative Services Office concerning the completion of the report, and allowing for an interim summary report to be submitted by the February 1, 2008 deadline, with the full report to follow by April 1.

Due to the complex nature and importance of the continuation report, and the amount of data to be reviewed for its completion, the Department of Correction-Division of Community Corrections completed and filed an interim report summary for the program on February 1, 2008. Following is the full report with additional information and detail.

I. Current Environment, Programs, Services, and Resources

Overview

In conjunction with the passage of Structured Sentencing, the General Assembly enacted the State-County Criminal Justice Partnership Act of 1994 within General Statute 143B, Article 6A. This legislation created the Criminal Justice Partnership Program (CJPP) within the Department of Correction (DOC) to provide state funds administered in the form of grants to support supplemental community-based corrections programs. The purposes of the act were stated as follows:

- To support the implementation of recommendations from the North Carolina Sentencing and Policy Advisory Commission by providing supplemental community-based corrections programs which appropriately punish criminal behavior and provide effective rehabilitative services.
- To expand sentencing options by adding community-based corrections programs.
- To promote coordination between the state and county community-based corrections programs.

- To improve public confidence in the criminal justice system by educating the public on the role of community-based programs.

Within DOC, the Division of Community Corrections (DCC) administers CJPP. An appointed State Criminal Justice Partnership Advisory Board provides assistance to DOC and DCC in administering the program and makes recommendations concerning program priorities. Eligible offender populations are defined in the act as sentenced adult offenders who receive an intermediate punishment (intermediate sanction with supervised probation), or offenders placed under parole or post-release supervision after serving an active sentence.

A county board provides leadership at the local level by examining local criminal justice system needs, analyzing offender population issues, and making recommendations to local officials to address their findings within a local community-based plan. The county board also is responsible for the local operation of the program. Funding for the local program through CJPP is voluntary and is obtained through an application process submitted to DCC for approval through the Secretary of DOC. An annual updated application is required for continued funding. There is no match required of the county in order to obtain state funds, although most participating counties do provide resources such as staffing. The type of local program eligible for funding and the level of funding available to county to support it are defined within the legislation as well.

The legislation also sets the goals for all programs funded under the act. These goals are:

- To reduce recidivism
- To reduce the number of probation revocations
- To reduce alcoholism and other drug dependencies among offenders
- To reduce the cost to the state and counties for incarceration

During the past several years, DCC has worked with the DOC Office of Research and Planning to institute evidenced-based practices in community programs. Evidence-based practices are based on research results that show reduced levels of offender recidivism and noncompliance when implemented properly in correctional settings. This work started during FY 2001-2002 with the completion of process reviews of each of the programs, and has continued through to the current year. This gradual move to evidence-based practices within DCC and in CJPP is expected to yield better results with offender outcomes.

Current Programs and Services:

Under the direction of the county CJPP Board, counties have wide latitude in the design and operation of the programs. G.S. 143B-273.14 identifies the fundable program types. Nearly all of the programs provide some combination of substance abuse assessment and treatment, education, and employment assistance. DCC staff provides technical assistance to the county boards and local program staff in administrative areas, review program components and provide suggestions for improvement. DCC probation officers provide assistance in areas related to offender case management and also deliver some direct services such as cognitive behavioral intervention classes.

For the current fiscal year, funded programs totaled 83, which were operating in 93 counties. For a variety of reasons, four counties have never applied for or received funding

and two have been funded but are not participating at this time. Over the history of CJPP the types of programs have consolidated into three basic types as described below:

- *Day Reporting Centers* (21 total programs statewide) function as a restrictive intermediate punishment sanction within structured sentencing. Aiming to provide a measure of control and treatment, the centers provide increased structure to the offender's daily activities by required attendance in combination with restrictive supervision from DCC. DCC probation officers are housed within the facility, and noncompliant behavior receives an immediate response. Probation officers also assist with case management and planning, and deliver some direct services such as cognitive behavioral intervention counseling. Required core services include substance abuse treatment, drug screening, basic education assistance, cognitive behavioral intervention and employment assistance. Services are offered during both day and evening hours, and a continuum of consequences and rewards exist as a behavioral management tool. Free services that may be available are also offered on-site, and CJPP funds are not used to provide any duplication of existing services. In addition, on-site treatment services have the following requirements in their components:
 1. *Substance Abuse Services*: Intensive outpatient treatment of at least a minimum of 156 hours over 6 months; regular outpatient treatment of at least 52 hours over 16 weeks; continuing support services and aftercare. Includes the use of TASC services.
 2. *Employment Services*: Job development and vocational training; search, secure, and job maintenance services.
 3. *Cognitive Behavioral Interventions*: Intervention and treatment classes to address criminal thinking and change negative thinking patterns; provide tools to correct thinking; address anger, anxiety, and critical reasoning; provide problem solving techniques. Includes domestic violence interventions.
 4. *Education*: Use of outside agencies such as Community Colleges to test and assess educational levels of offenders; provide courses such as GED.
 5. *Life skills*: Provide additional training in health education, money management, and parenting.
- *Satellite Substance Abuse Programs* (42 total programs statewide) function as a one-stop location for substance abuse treatment services. Treatment services are provided through a contractual agreement with a licensed provider. Services include assessments, individual treatment plans, and treatment programs of intensive outpatient or regular outpatient depending on the assessed need. Aftercare services also are included. DCC probation officers provide assistance to treatment staff with drug screening, attendance, and responses to noncompliant behavior.
- *Resource Centers* (20 total programs statewide) function as a one-stop location for a variety of services, similar to day reporting centers, but without the core services requirement. Services also may be delivered off-site through a referral process. Many of the same services offered within the day reporting centers are offered, depending upon the most important need for the county and funding support. DCC probation officers provide assistance as well.

CJPP program locations and types are indicated by county in the **Appendix A**.

Offender Population:

The offender population eligible for CJPP includes adult offenders receiving an intermediate sanction and probation supervision, which includes those offenders sentenced directly to the sanction, or those who started probation supervision at a lesser level and who were moved to CJPP due to the probation violation process. The offender population also includes offenders who have served an active sentence and who were released on either parole or post-release supervision. Offenders eligible for CJPP are some of the most difficult offenders to manage successfully within the community. Intermediate offenders are the most serious offenders under supervision in the community and consequently are at greater risk of re-offending, which has been noted within recidivism reports from the North Carolina Sentencing and Policy Advisory Commission. Also, offenders who received an active sentence often are difficult to successfully reintegrate into society after release from prison and offenders eligible for CJPP due to entering the violation process already have demonstrated noncompliant behavior. With the targeted offender populations for CJPP, the stated goals therefore represent difficult aspirations for all three targeted offender populations.

Appendix B provides a breakdown of program utilization and the offender population for FY 2006-2007. For the period, 4,421 new offenders entered CJPP programs and 6,356 offenders received CJPP services during the year. Overall, most programs operated near their utilization goal capacity. Statewide, day reporting centers were at 92% utilization, satellite substance abuse at 84%, and resource centers at 94%.

Resources

The history of funding for CJPP indicates that total funds have decreased since the program first was fully funded in FY 1995-1996. Originally, funding was established at \$12 million, annually--\$9.6 million for "implementation," or operating funds grants and \$2.4 million for discretionary grants. In the intervening years, the General Assembly has implemented various types of reductions in CJPP funding, including across-the-board cuts; restricting funding to counties participating during the previous fiscal year; targeting cuts to counties operating day reporting centers and other programs for the funding of case manager positions; and the total elimination of discretionary grant funding. In an effort to assist counties with these funding reductions, beginning in FY 2002-2003, the General Assembly has allowed for the reallocation of unspent or unclaimed CJPP funds on a case-by-case basis to counties in need of additional funding to maintain services or for one-time expenditures. In addition, the use of "funding caps" was implemented as a means to mitigate changes resulting in FY 2004-2005 from data updates and funding formula adjustments. These capped funding amounts were at no less than 99% and no greater than 120% of the funds allocated to each county from FY 2004-2005 for FY 2005-2006 and at 95% and 120% for FY 2006-07. The caps were removed for the current fiscal year, and funding was allocated based solely on the statutory formula. G.S. 143B-273.15 provides that each county's funding shall be based on the following formula: 25 percent based on a fixed equal dollar amount for each county; 50 percent based on the county share of the state population; and 25 percent based on the intermediate punishment entry rate for the county. The data associated with the formula must be updated at least once every three years to reflect any changes in state data.

**Criminal Justice Partnership Program Implementation and Reallocation Funds
1994-2007**

| YEAR | BUDGET | EXPENDITURE |
|-------------|----------------|--------------------|
| 1994-1995 | \$629,269.50 | \$437,909.39 |
| 1995-1996 | \$7,043,549.00 | \$3,676,935.09 |
| 1996-1997 | \$7,626,722.00 | \$5,476,092.31 |
| 1997-1998 | \$7,998,880.00 | \$6,581,191.58 |
| 1998-1999 | \$8,381,309.00 | \$7,157,360.44 |
| 1999-2000 | \$8,463,738.00 | \$7,365,355.93 |
| 2000-2001 | \$8,996,348.00 | \$8,052,343.41 |
| 2001-2002 | \$8,299,314.00 | \$7,469,382.63 |
| 2002-2003 | \$7,078,339.00 | \$5,726,955.16 |
| 2003-2004 | \$8,277,460.00 | \$7,440,733.26 |
| 2004-2005 | \$8,386,553.00 | \$7,760,095.66 |
| 2005-2006 | \$8,952,879.00 | \$8,180,111.33 |
| 2006-2007 | \$9,389,532.00 | \$8,218,938.38 |
| 2007-2008 | \$9,513,716.00 | \$3,738,749.23 |

The funding appropriation for FY 2006-2007 was \$8,865,634, and 92% was expended, leaving the remaining amount to go into the reallocation funding process. For FY 2006-2007, contractual services (treatment providers, etc.) represented 48% of the funded program amounts, followed by 39% for personnel and 11% for operating expenses. Equipment and travel represented the remaining amounts. The overall cost per offender per day for FY 2006-2007 was \$15.03 to operate the program. This cost includes all associated state overhead costs along with the grant funding.

For FY 2007-2008, the certified appropriation for CJPP funding totaled \$9,153,134, which was an increase of \$287,500 from the previous year. The removal of the funding caps previously in effect resulted in changes in funding amounts in nearly all counties. With each data update to the funding formula, both substantial increases and decreases in funding amounts are now possible, as a result of changes in the county populations or intermediate offender entries. **Appendix C** provides a comparison of grant funding for FY 2006-2007 and 2007-2008 with the changes in amounts indicated as budget differences, with reallocation funding to date for FY 2007-2008 and overall total funding.

II. Program Performance

DCC has been working with the DOC Office of Research and Planning to incorporate evidence-based practices into offender supervision. The initial work within CJPP started with process reviews of the program during FY 2002-2003. The foundation for evidence-based practices in community corrections programs can be found within "Tools of the Trade, A Guide to Incorporating Science into Practice," a research publication from the National Institute of Corrections, University of Maryland, University of Massachusetts, and Virginia Commonwealth University. Tools of the Trade provides a body of 30 years of research evidence that indicates theoretically sound, well-designed programs that incorporate specific principals can improve

offender behavior and thus improve recidivism. During the past few years, DCC has been gradually moving towards these practices, including partnering with CJPP programs to incorporate the practices into their daily operation.

For the purposes of the continuation review, offender data from FY 2003-2004 through FY 2006-2007 was analyzed. This involved the evaluation of outcomes for 48,781 offenders from FY 2003-2004; 50,168 from FY 2004-2005; 49,441 from FY 2005-2006; and 49,846 from FY 2006-2007. Two major areas were reviewed: (1) the outcomes of offenders in a CJPP program compared to similar offenders not in a CJPP program; and (2) the before and after behavior of offenders who entered a CJPP program through the violation process. These offenders started under supervision without an assignment to CJPP, but exhibited noncompliant behavior such that the violation process was initiated and the offender was at risk to be revoked from supervision. The analysis of both indicates that CJPP programs are having a positive impact and making a difference in offender behavior and outcomes.

Effect of CJPP on Revocations, Drug Use, and Violations

These analyses consider the impact of CJPP completion on four outcome variables that address the legislative intent of the program:

- Revocations of probation;
- Revocations of probation that result in admission to a North Carolina prison;
- Positive drug screen results; and
- Violations of probation for offenders under DCC supervision who participated in a CJPP program between FY 2003-2004 and FY 2006-2007.

The outcomes of CJPP offenders were compared to outcomes for non-CJPP intermediate offenders also under supervision of the Division of Community Corrections during the same time period. Offenders with "intermediate" punishment who were supervised in a county where CJPP services were offered were included in these analyses. These offenders were included because they are the punishment type specifically targeted in CJPP statutes as first priority for service, are the most serious offenders under supervision in the community, and comprise the overwhelming majority of offenders assigned to CJPP programs. Offenders were classified into two categories for the purposes of outcome evaluation: (1) a "completer" is an offender who successfully completed an assignment to a CJPP service or sanction; and; (2) a "nonparticipant" or a non-CJPP offender is an offender who was never assigned to a CJPP service or sanction. Offenders who were assigned to CJPP services or sanction, but did not complete the assignment ("dropouts") were also evaluated.

Outcomes were evaluated using multivariate regression analysis because many other variables affect the likelihood that an offender will engage in behavior that leads to the outcome of interest. Logistic regression was selected because the outcome is dichotomous – during the period of interest the outcome either happened or it did not happen. This method produces *estimated* percentages for each outcome that are nonbiased. That is to say, the method ensures that all offenders have the same risk for the outcome under evaluation with CJPP status the only determining variable. Because unbiased estimates are reported, summary statistics that have been reported during prior years or that are available for public use on the Department of Correction's Web sites will not produce identical figures. Outcome specific controls such as offenders' risk of revocation, intensity of sanctions, frequency of drug testing

and judicial district violation rates also were included in the relevant regression models to account for the differential effect these variables may have on the dependent variables.

Program specific variables were included to account for variations in the types of services offered at the various CJPP programs and to account for the degree to which programs followed best correctional practices. More specifically, DCC controlled for whether programs offered cognitive behaviorally based (CBI) interventions, differing levels of intervention based on offender needs, monetary support from the county, and program score on the "*Elements of Correctional Treatment Programs for Offenders Checklist*", an evidence-based instrument that measures to what extent the elements of effective correctional treatment programs are present in the design and implementation of a program. DCC has started to use this instrument in its reviews of the CJPP programs. For each of the outcomes all CJPP programs and program types (i.e., satellite substance abuse centers, day reporting centers, and resource centers) were evaluated jointly in order to obtain a sense of the combined impact of the program. To account for the potential effect of differing service structures, program types also were evaluated separately.

Revocation of Probation:

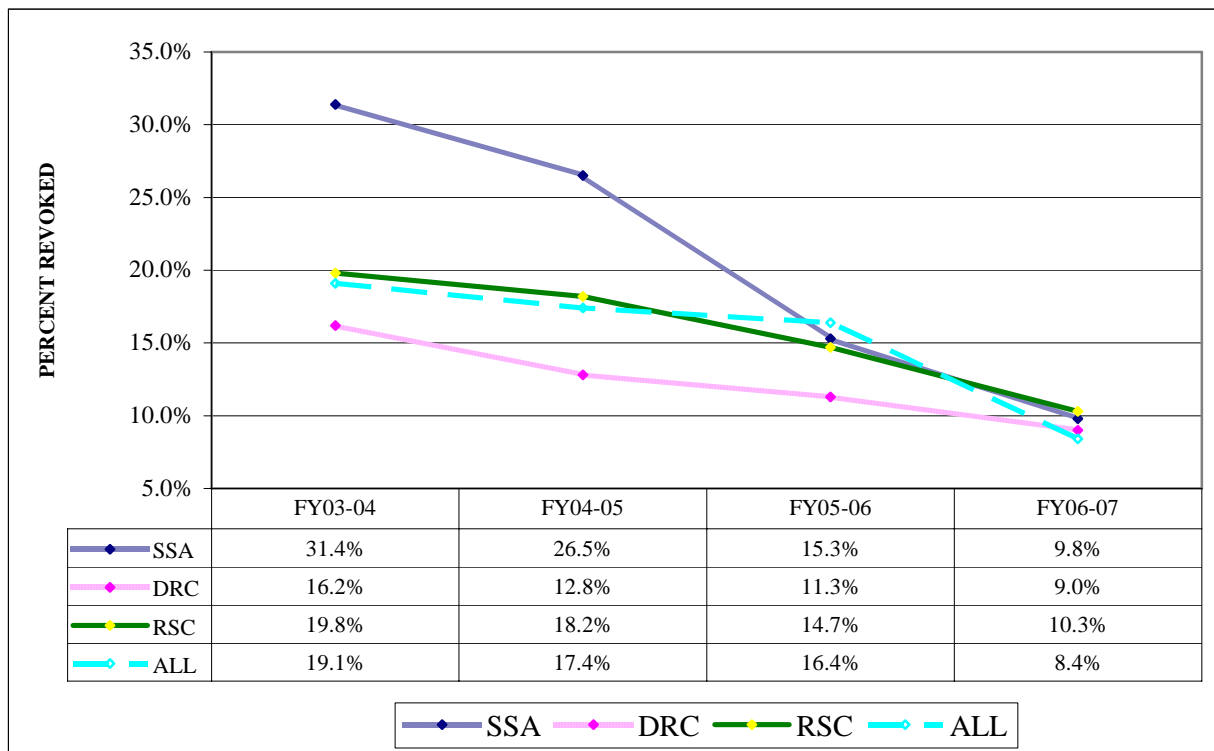
Over the past four fiscal years, the percentage of offenders that had their supervision revoked has declined from 35.9% during FY 2003-2004 to 22.2% in FY 2006-2007. The effect of completing CJPP remained relatively constant between fiscal years FY 2003-2004 and FY 2005-2006; during that period, offenders who successfully completed CJPP were approximately 53% less likely to have their probation revoked when compared to the non-CJPP intermediate offender. During FY 2006-2007 offenders who completed CJPP were 62% less likely than the non-CJPP intermediate offender to have their probation revoked.

While the baseline rate of revocation for offenders who completed CJPP varied by program type, for each program type the percentage of CJPP completers who were later revoked has decreased each year since FY 2003-2004. For FY 2006-2007, the percentage of offenders completing satellite substance abuse center (SSA) services who had their probation revoked afterward decreased 68.8% compared to FY 2003-2004; the percentage of offenders completing the day reporting centers (DRC) sanction and later revoked decreased 44.4%; and the percentage of offenders completing resource center (RSC) services and later revoked decreased 48.0%. When compared with revocations observed in non-CJPP offenders, CJPP completers appear to have substantially reduced their risk for revocation. More specifically, in FY 2006-2007 CJPP, completers were 61.8% less likely than non-CJPP intermediate offenders to have their probation revoked. Offenders completing SSA and RSC services showed the most impressive gains over non-CJPP offenders during the period. In comparison to FY 2003-2004, the reductions in the percentage of offenders with revocations in FY 2006-2007 translated into an 81.8% improvement at satellite substance abuse centers, a 37.7% improvement at resource centers, and a 10.6% improvement at day reporting centers.

Graph-1 below shows the percentage reduction in the probability of revocation for CJPP completers over the non-CJPP intermediate offender by program type for fiscal years FY 2003-2004 through FY 2006-2007. Because additional variables that also affect the likelihood an offender will engage in behavior that leads to revocation were also included in the analysis, DCC was able to investigate additional factors that are relevant to CJPP. Several findings were noteworthy.

The most significant and consistent of these is that offenders who begin CJPP and fail to complete those services (dropouts) are much more likely to have a probation revocation. Over the course of the evaluation period, dropouts from CJPP were 98.1% more likely to have their probation revoked when compared to the average intermediate offender, which indicates the higher level of risk, needs, and difficulties that offenders in CJPP present to DCC officers and CJPP staff. Otherwise, offenders who completed CJPP at programs where cognitive behavioral interventions (CBI) are offered were less likely to have their probation revoked. Holding all things constant, the percentage of offenders with revocations was 3.5% less at CJPP programs that offer CBI compared to completers from CJPP programs without CBI.

Graph-1 Revocation Trends by CJPP Program Type

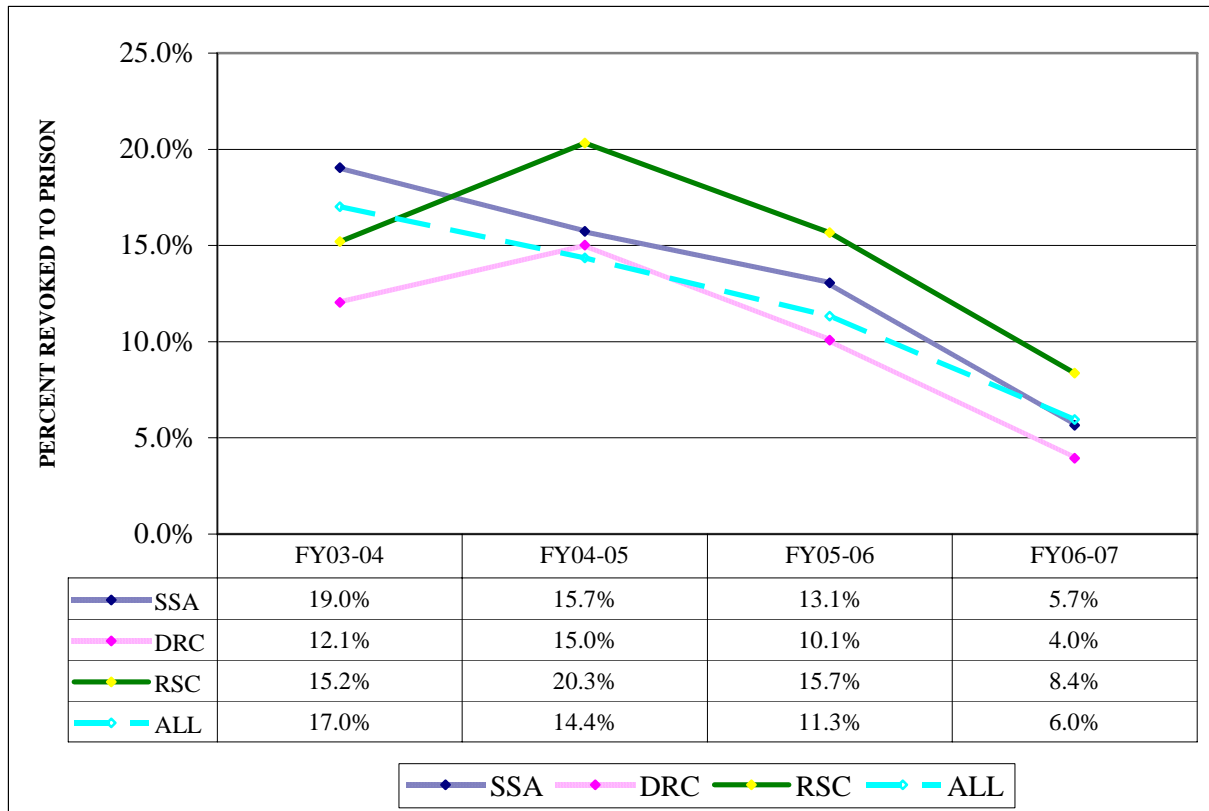


Over the past four fiscal years, the percentage of offenders in the analysis who were revoked and served the revocation time in prison has declined from 21.2% during FY 2003-2004 to 13.2% in FY 2006-2007. The positive effect of completing CJPP grew substantially in each year between fiscal years 2003-2004 and 2005-2006. During the most recent fiscal year (FY 2006-2007), the reduction in risk for revocation was at its greatest. Regardless of program type, offenders on supervision during fiscal year FY 2006-2007 who completed CJPP were 55% less likely than other intermediate offenders to be revoked and serve the revocation time in prison. For FY 2006-2007, the percentage of offenders completing satellite substance abuse center services who were revoked to prison decreased 70.3% over the FY 2003-2004 figure; the percentage of offenders revoked to prison after completing the day reporting centers sanction decreased 67.2%; and the percentage of offenders revoked to prison after completing resource center services decreased 44.9%. Overall, in FY 2006-2007, CJPP completers were 62% less

likely to be revoked to prison compared to non CJPP offenders. This is an increase of 60.6% over the same figure for FY 2003-2004.

Graph-2 below shows the percentage of completers who were revoked and served the revocation in prison by CJPP program type, and the improvement from fiscal years 2003-2004 through 2006-2007.

Graph- 2 Revocations to Prison Trend by CJPP Program Type



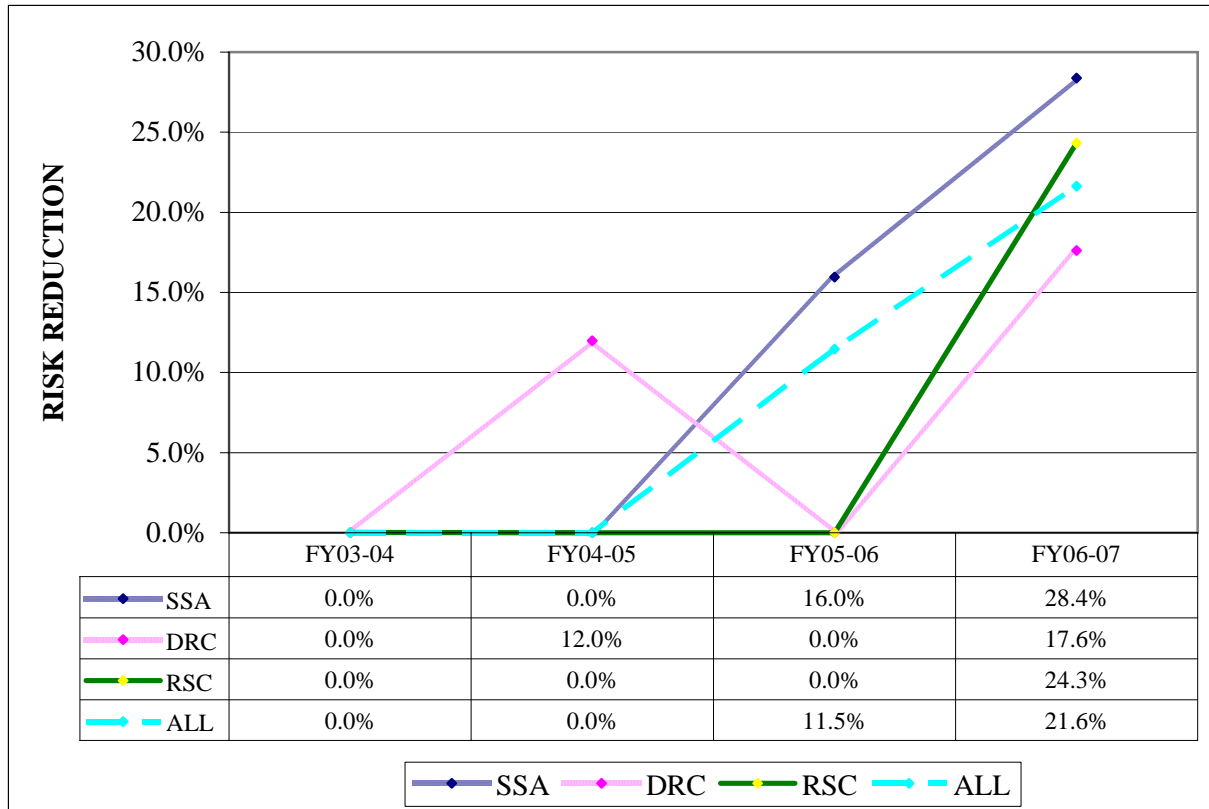
Drug Use:

During the period of evaluation, approximately 45% of the offenders analyzed had a positive drug screen. The effect of completing CJPP was not statistically significant between fiscal years 2003-2004 and 2004-2005. However, over the past two fiscal years (2005-2006 and 2006-2007), offenders who successfully completed CJPP were approximately 15% less likely to have a positive drug screen recorded. During the most recent fiscal year (FY 2006-2007), the reduction in risk for a positive drug screen was at its greatest. Regardless of program type, offenders on supervision during FY 2006-2007 who completed CJPP were 20% less likely than the average intermediate offender to have a positive drug screen. The overall percentage of CJPP completers who had at least one positive drug screen decreased each year since FY 2003-2004. For FY 2006-2007, the percentage of offenders completing satellite substance abuse center services who had at least one positive drug screen after assignment decreased 56.3% over the FY 2003-2004 figure; the percentage of offenders who had at least one positive drug screen after assignment to the day reporting center sanction decreased 18%; and the

percentage of offenders who had at least one positive drug screen after assignment to resource center services decreased 32.9%.

Graph-3 below shows the percentage reduction in the probability of a positive drug screen for CJPP completers over the non-CJPP intermediate offender by program type for fiscal years 2003-2004 through 2006-2007.

Graph- 3 Percentage Reductions in Probability of a Positive Drug Screen for CJPP Completers over Non CJPP Intermediate Offenders

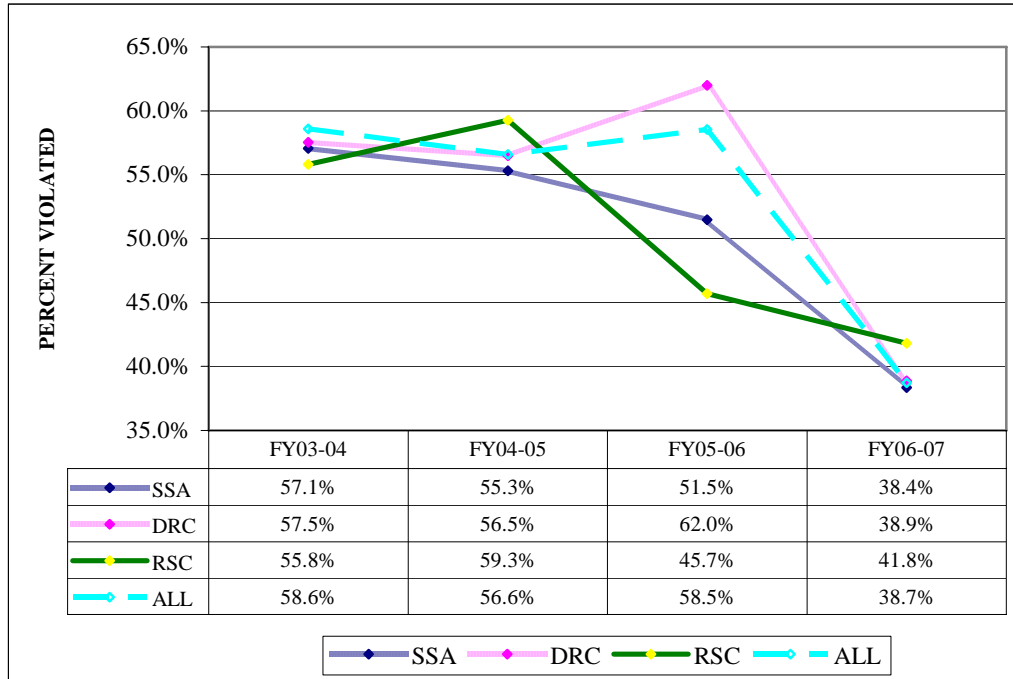


Violations

The effect of completing CJPP was relatively constant between fiscal years 2003-2004 and 2005-2006 with slight improvements observed each year. Over the first three years of the evaluation period, CJPP completers were approximately 22% less likely to have a violation compared to other intermediate offenders. However, over the past fiscal year (2006-2007), offenders who successfully completed CJPP were approximately 35% less likely to have a violation. For FY 2006-2007, the percentage of offenders completing satellite substance abuse center services who had a violation after assignment decreased 32.8% over the FY 2003-2004 figure; the percentage of offenders who had a violation after assignment to the day reporting centers sanction decreased 32.4%; and the percentage of offenders who had a violation after assignment to resource center services decreased 25%. Overall, the percentage of offenders with a violation decreased 33.9% in FY 2006-2007 over the figure for FY 2003-2004.

Graph-4 shows the percentage of completers who had a violation by CJPP program type for fiscal years 2003-2004 through 2006-2007.

Graph- 4 Percent with a Violation Trend by CJPP Program Type



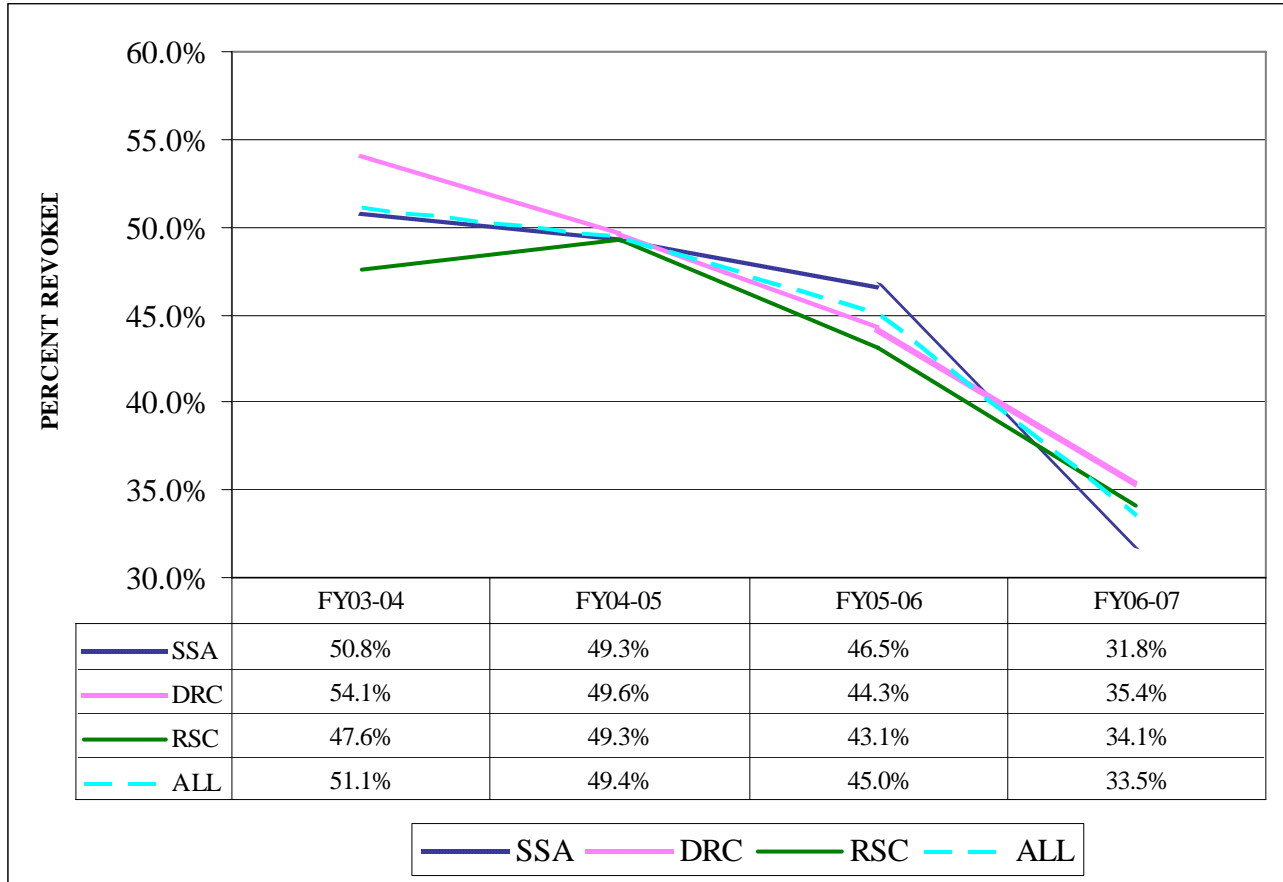
Offenders who enter CJPP through the Probation Violation Process

Offenders are eligible to receive CJPP services as an alternative to revocation, regardless of their punishment type at sentencing. Offenders entering through the violation process have traditionally made up over a third of the entries to CJPP programs. The analysis compared the behavior of the CJPP offenders that entered the program as a result of a violation process before and after entering CJPP. Offenders selected were in a CJPP program during the fiscal year of interest, with their entries through a probation violation hearing, parole/post-release violation hearing, or by probation/parole officers exercising delegated authority in response to violations. Two outcomes were reviewed that provide an indication of the effectiveness of CJPP on changing behavior, the outcome of supervision and drug testing results before and after CJPP.

The findings provide substantial indications that CJPP is impacting behavior in a positive manner with this most difficult population, who are gradually improving over time. In the last fiscal year, all three types of CJPP programs had more than half of the offenders who entered their program as violators continue the period of supervision or successfully complete supervision, giving the courts and the Post-Release Supervision and Parole Commission a viable alternative to incarceration for offenders who are brought before them in violation. These programs also have given probation/parole officers to whom the court has granted delegated authority an intermediate response to violations short of asking the court to activate the offender’s suspended sentence. The percentage of offenders who entered day reporting center programs

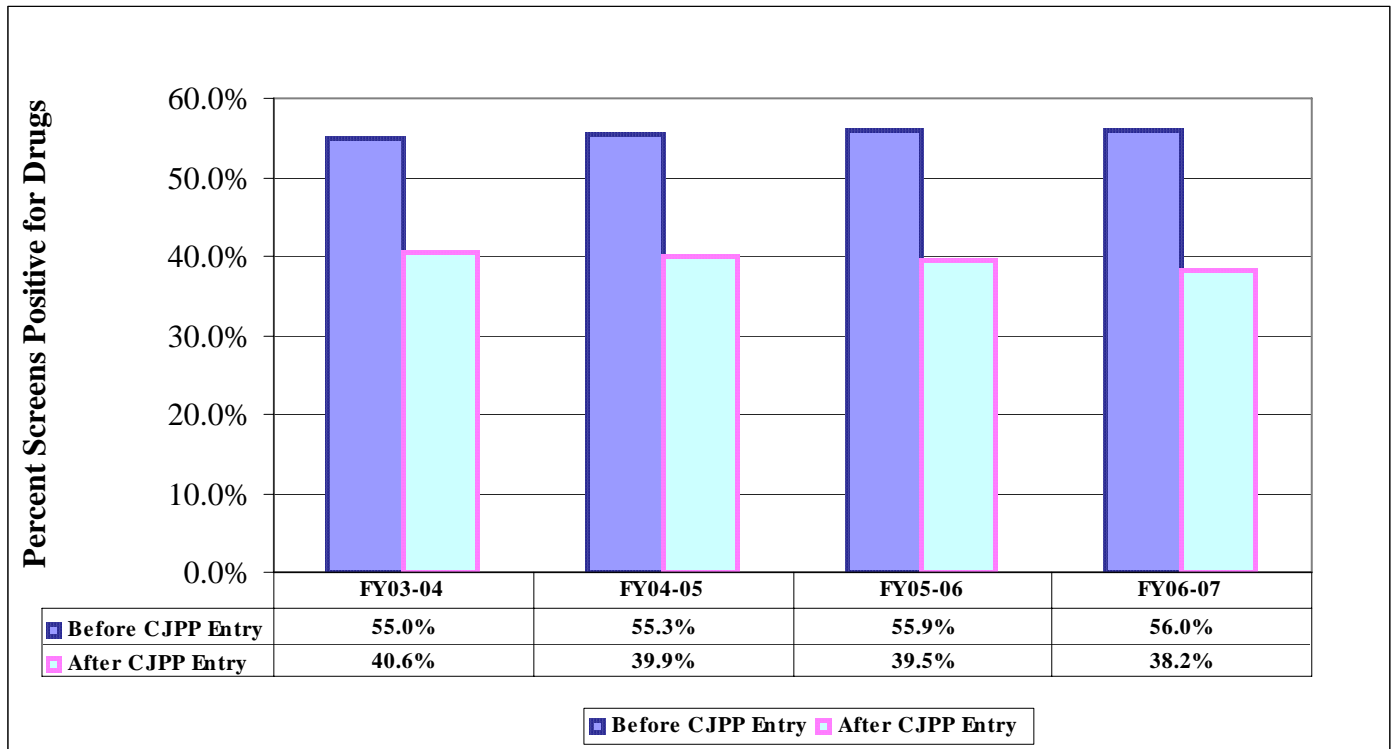
as violators and subsequently were revoked from their periods of supervision has declined in the last four fiscal years from 54% to 35%, which is equal to the overall probation revocation rate for all offenders for the same fiscal year (35%). The revocation rate for satellite substance abuse and resource center offenders also declined over the four fiscal years, with the SSA FY 2006-2007 rate at around 32% and RSC FY 2006-2007 rate at around 34%--both rates lower than the general probation revocation rate. Graph-5 shows the trend for revocation of this offender population.

Graph- 5 Percent of Offenders (Violation Process Entry to CJPP) who's Supervision Outcome is Revocation



In reviewing the drug use data for this offender population, the gap between the average percent of positive results before and after participation remained high. The difference between the percent of positive drug tests before and after entering a CJPP program was 19.3 percentage points lower at day reporting centers, 15.7 percentage points lower at satellite substance abuse centers, and 12.2 percentage points lower at resource centers. The percentage change or improvement in behavior holds true across gender and age groups as well. Graph-6 provides the drug screen outcomes.

Graph- 6 Percent of Positive Drug Screens Before and After CJPP Program Entry (Violation Entry Offenders)



III. Funding Rationale

Based on the analyses of the data from fiscal years 2003-2004 through 2006-2007, funding for CJPP should be continued. The evidence indicated that over the evaluation period offenders who complete CJPP are 53% less likely than other intermediate offenders to have their probation revoked, 62% less likely during FY 2006-2007. For the same timeframe, the probability of a positive drug screen indicating continuing drug use and probability of committing a violation are greatly reduced. Even with offenders who enter into a CJPP program from the violation process--already in noncompliance, the evidence suggests a great benefit with improved behavior resulting in fewer revocations and reduced drug use. According to the July 2007 crime and justice perspective report from the North Carolina Governor's Crime Commission titled "A Discussion of Incarceration and its Alternatives in North Carolina," measures of recidivism were lower for offenders who had been in a community-based correctional program as illustrated in the most recent recidivism study from the North Carolina Sentencing and Policy Advisory Commission. While time and resources could not allow the analysis of the data to complete a recidivism review, the implications are that the observed behavioral improvements and reduced risk for revocation are also likely to positively impact recidivism as well.

The overall statewide average cost per day for CJPP programs for FY 2006-2007, inclusive of all programs, expenditures, previous year carryover and overhead costs, was \$15.03 per offender. Considering this cost and results obtained as indicated in the data analysis, CJPP is delivering

quality services and performance for the cost. **Appendix D** provides the per day cost for each program and program type. These are also actual costs, with all overhead included. Several factors will cause differences in the cost between similar programs and between program types. These include things such as program personnel vacancies, differences in the use of donated services, lease costs, offender utilization, etc. The statewide average per offender per day cost for satellite substance abuse centers was \$11.06, for day reporting centers \$19.62, and for resource centers \$11.41. In comparison to the potential option for many of the offenders, which is incarceration, CJPP provides an opportunity for the state to avoid potential costs of incarceration. The figures do not include contributions that the county may provide. These contributions vary depending on the program type, but may include program staff, equipment, office space, etc.

IV. The Consequences of Discontinuing Funding

In reviewing the FY 2006-07 data for only offenders who completed CJPP and attempting to determine the societal impact, it is estimated that approximately 150 offender revocations to prison, or 150 beds, were avoided. In terms of cost, using the 2007 Department of Correction costs of \$57.48 per day for minimum custody incarceration, the total cost avoided would be \$8,622 a day for the 150 beds (150 x minimum custody rate of \$57.48 per day). Research and Planning data also indicates an average stay in prison of 202 days for offenders revoked from this population. Factoring in this information provides a total cost avoidance of \$ 1,741,644 for these 150 offender beds (150 x \$57.48 per day x 202 days).

In reviewing the data of offenders entering CJPP through the violation process, the cost avoidance impact is greater. There were 3,500 violator entries, with 22% or 770 offenders who were revoked, leaving 2,730 offenders. The average stay in prison of offenders who end up revoked from this population group was 170 days. If these 2,730 offenders were to return to prison for 170 days at the minimum custody rate of \$57.48 per day, the cost would be an additional \$26,676,468 per year (2,730 x \$57.48 x 170).

Assuming that each one of these offenders will end up in prison may not be a realistic estimate. Using 35% (which is the overall offender population revocation rate) provides a more realistic estimate. The cost if 35% of the 2,730 return to prison would be \$4,446,078 (2,730 x .35 x 57.48 x 170). These accounts do not include other societal impact, such as a reduction in the cost of additional crime or the increased tax revenue due to offenders remaining in the community and working.

In addition, all recent projections from the Sentencing Commission indicate the need for additional prison beds. With the current prison operating capacity nearly at its limit, it is likely that the addition of these offenders to the prison population would enhance the need to build additional capacity, thus adding to the costs. Using the cost of \$78,000 to construct a minimum custody prison bed as reported by DOC, the total cost to build just 150 additional beds would be approximately \$11,700,000. The need to continue to operate CJPP, and for it to be a viable alternative to incarceration is important for this growing state. Should CJPP cease to exist, it is highly likely that a large portion of the remaining offender population previously served by CJPP would end up in prison. The CJPP investment of \$9.1 million in state funds provides a good return in terms of the cost avoidance, the use of prison beds, and the potential construction costs of those beds.

In many areas of the state, CJPP is the only program available with a priority on addressing the treatment needs of offenders. Without the existence of CJPP programs, many if not most offenders, especially those living in rural areas of the state, will be denied needed substance abuse treatment services. In addition, other areas that are addressed through CJPP, such as education, vocational training, and life skills training, would be missing. An offender with undiagnosed or untreated needs will nearly always revert to criminal thinking, with the commission of new offenses in the community following thereafter. Current correctional research indicates that appropriately addressing needs while managing risk must be a component of any strategy to effectively supervise offenders within the community, and CJPP affords this enhancement to supervision.

In addition, in the event of the worst case and the closure of CJPP, the question of what to do with all the current population of offenders attending a CJPP program must be answered. Since offenders enter CJPP through either a court order, Parole Commission order or the use of delegated authority, a decision from the court or Parole Commission would be necessary. This would mean that all offenders in the program at the time of closure would have to be returned to the court or Commission for a hearing to determine if a sentence modification is possible. In some cases concerning the use of delegated authority, it may be necessary to conduct a violation hearing. In FY 2006-2007, approximately 2,100 offenders were attending CJPP programs on any given day. It would take several weeks to a few months to conduct hearings for this population. A temporary appropriation from July 1, 2008 forward to keep programs open and operational would be necessary until such time as the hearings are completed in each location.

V. Recommendations for Improving Services

For the past few years the DCC has collaborated with the CJPP programs in the process of implementing evidence-based practices. Essentially, this means changing program practices and supervision practices to incorporate eight principles of effective interventions as noted in the "Tools of the Trade", and other research publications. Research indicates the use of these principles within correctional programming can produce sustained reductions in recidivism. These principles include the following: (1) assess actuarial offender risk and needs; (2) enhance intrinsic motivation; (3) target interventions to prioritize resources for higher risk and need offenders; (4) use cognitive behavioral treatment methods; (5) increase the use of positive reinforcement; (6) align and engage pro-social supports in the local community for the offender; (7) measure offender results and staff practices and processes used; and (8) monitor delivery of services through regular performance audits. Evidence from the data analyzed for this report indicates that these practices are beginning to take effect, with gradual improvements shown in risk areas for the four-year review period. In order to continue with like results and to improve services, the following recommendations are suggested.

- Fully implement the eight principles of effective interventions into all practices, which include the incorporation of motivational interviewing techniques and the expanded use of cognitive behavioral intervention skill training into the practices of all programs and supervision.

- Continue to implement the offender risk-needs assessment process, and use it as a case management tool. This includes coordinated communication between the probation officer and CJPP staff and the use of assessment results in case decisions.
- Continue the implementation of the Correctional Program Assessment Inventory (CPAI) which has been started by DCC administration with the assistance of the Department of Correction Office of Research and Planning. The CPAI is a research and evidence-based tool for assessing programs based on empirical criteria to ensure effective program components and delivery. Several areas are reviewed totaling 34 elements, including program demographics and organizational culture, program characteristics, core correctional practices, and risk-need practices. A review of each program every two years is recommended.
- Use the revised CJPP Outcome Measures Review to aid in decision-making concerning specific programs. With the assistance of the DOC Office of Research and Planning, DCC recently revised the annual outcome measures review, containing data results for the three program types within the areas of: (1) protect the public, (2) maintain compliance, and (3) improve offender behavior. These results could be used on a program-by-program basis to set performance goals and expectations for continued funding. Results could be shared with local advisory boards to aid in their decisions and program reviews.
- Offenders who drop out of CJPP programs are 98% more likely to have their probation revoked than the average intermediate offender as noted earlier. Additional evaluation will need to be conducted to review practices to determine the reasons for dropping out and to determine an appropriate response. This includes reviewing the use of risk-need assessments to potentially aid in targeting offenders into an appropriate intervention.
- The data analysis for this review also indicated that youthful offenders, defined as those offenders under the age of 21, made the least progress of all offenders in CJPP programs. Additional evaluation is necessary to determine what additional components may need to be developed and implemented, in combination with juvenile record knowledge, to better manage these offenders.

VI. Recommendations for Reducing Costs

During the past few years several changes have been made concerning CJPP operations to reduce costs and manage the program more efficiently. Administrative overhead has been reduced as by merging the statewide management of the program into existing operations. Probation officers also provide local level assistance in program services delivery along with supervision of the offender. To continue to gain cost efficiencies, the following initiatives are recommended:

- Revise the current grant funding process to a two-year grant.
- Review the continuation implementation funding requests and contractual services amounts to ensure the programs are receiving services at a cost that is allowable under requirements set forth by the Department of Health and Human Services review and to ensure that each program has leveraged the use of free community resources as much as is practical.
- Review the program's delivery of services to ensure that there is no duplication of services between program staff, probation officers, contract, and treatment providers, TASC, etc.

- Recent improvements in the collection of data and analysis methods now provide a means to review the true cost per offender per day for each location. Review each to determine that the variation in costs between similar programs is appropriate considering the multiple factors that may cause such a variation.

VII. Policy Issues

CJPP is a somewhat unique collaborative effort between the executive branch of state government, local county government, local judicial branch operations, and a combination of state, local, and private service providers. As such, there are several issues offered for discussion.

- The current CJPP state funding process and the county budget process have timing issues that contribute to instability in the program. For instance, the county budgets for the FY 2008-2009 are currently being finalized, and may be finalized prior to state funding for CJPP. Most counties find it difficult to invest additional resources into CJPP without knowing the state appropriation status to factor in when finalizing their budgets. This concern has contributed to fluctuations in CJPP utilization in some locations, with use dropping off near the end of fiscal years due to uncertain funding. At times, this has contributed to local program staff vacancies. The State CJPP Advisory Board has suggested revising the current grant process to a two-year cycle could remedy this problem.
- The current CJPP funding formula does not include a means for any cost of living adjustments for staff funded from the grant. Adjustments made in an attempt to match cost of living adjustments sometimes result in a loss of service monies. The State Advisory Board recommends consideration for this adjustment. The advisory board also recommends reviewing the formula for a potential modification to reward program utilization.
- Considering the success of the program evident in the data analysis, consideration of expanding the population of offenders eligible for services may be appropriate.

Conclusion

During the past few years, the Division of Community Corrections (DCC), with the assistance of the Department of Correction Office of Research and Planning, has been engaged in the task of implementing evidence-based practices to provide the resource base to be a catalyst for offender behavior change while maintaining public safety. The Criminal Justice Partnership Program has been part of this transition and cultural change in correctional programming, which affords the Division a means to have a direct impact on offender outcomes. The data analysis for the continuation review has been the most detailed review to date of the effectiveness of CJPP programs. The data from fiscal years 2003-2007 indicates that CJPP programs are having a positive impact. Offender behavior shows improvement, reducing the risk of revocation, reducing positive drug screens and drug use, and reducing the amount of probation violations and revocations.

Even for offenders who enter CJPP through the probation violation process, the data indicates improved behavior outcomes, as the revocation rate for this offender population group is now

equal to that of the general overall rate for all offenders under supervision. During the course of each year reviewed, nearly every category reviewed shows gradual improvement, indicating that the improvements made and move to evidence-based programming is making a difference in outcomes. All indications are that CJPP programs are meeting their statutory goals.

The cost benefit to continued funding of CJPP is tremendous. The \$9.1 million invested in the funding of CJPP programs is providing a positive return value. The data indicates an overall 53% risk reduction, translating to a cost avoidance of several million dollars per year in prison bed use. This does not include calculations to account for the offender remaining in the community in a positive manner, thus providing additional tax revenue, family support, and less victimization. Considering the cost-avoidance value alone, CJPP is a good value for the funding and merits continued funding. Finally, while the offender population has continued to grow, CJPP funding has not. If funded is approved, the department and division will continue to operate the program with a forward approach, fully implementing and sustaining evidence-based practices in order to gain the most positive results possible from this difficult offender population.

2008 Criminal Justice Partnership Continuation Review Report Resources

- January 2008 Program Evaluation, Effect of CJP on Revocation, Revocation to Prison, Positive Drug Screens, and Violations. NC Department of Correction, Office of Research and Planning
- January 2008 Program Evaluation, Effect on Offenders Who Entered CJP Programs Through the Violation Process. NC Department of Correction, Office of Research and Planning
- NC Sentencing and Policy Advisory Commission, 2006 Recidivism Report
- The Tools of the Trade, A Guide to Incorporating Science into Practice, 2005, National Institute of Corrections
- Implementing Evidence Based Practice in Community Corrections-The Principles of Effective Intervention, 2004, National Institute of Correction, Crime and Justice Institute
- A Discussion of Incarceration and Its Alternatives In NC, July 2007, NC Governors Crime Commission

Appendix A: CRIMINAL JUSTICE PARTNERSHIP PROGRAM
 TYPES OF CJPP PROGRAMS BY COUNTY
 Funding Period July 1, 2006 through June 30, 2007

| County | Offender Utilization | Yearly Service Goal | Program Type | | | Type of Service | | | |
|------------------|----------------------|---------------------|--------------|-----|-----------------|-----------------|-----------|-------------|-------|
| | | | DRC | SSA | Resource Center | SAT | Education | Job Develop | Other |
| Alamance | 114 | 158 | | 1 | | 1 | | | 1 |
| Albemarle Region | 132 | 118 | | | 1 | 1 | 1 | 1 | 2 |
| Alexander | 49 | 71 | | | 1 | 1 | 1 | 1 | 1 |
| Alleghany | 22 | 25 | | 1 | | 1 | | | |
| Anson | 37 | 42 | | 1 | | 1 | | | |
| Ashe | 57 | 59 | | | 1 | 1 | 1 | | 1 |
| Avery | 27 | 26 | | 1 | | 1 | | | |
| Beaufort | 78 | 106 | | 1 | | 1 | | 1 | |
| Bertie | 47 | 75 | 1 | | | 1 | 1 | 1 | 1 |
| Brunswick | 83 | 80 | | 1 | | 1 | | | 1 |
| Buncombe | 54 | 75 | 1 | | | 1 | 1 | 1 | 1 |
| Burke | 45 | 44 | 1 | | | 1 | 1 | 1 | 1 |
| Cabarrus | 90 | 116 | | 1 | | 1 | | | |
| Caldwell | 53 | 81 | | 1 | | 1 | 1 | 1 | 1 |
| Carteret | 88 | 99 | | | 1 | 1 | 1 | 1 | 1 |
| Catawba | 73 | 103 | | 1 | | 1 | 1 | 1 | 1 |
| Cherokee | 27 | 34 | | | 1 | 1 | 1 | 1 | |
| Clay | 13 | 13 | | | 1 | | | | |
| Cleveland | 76 | 99 | 1 | | | 1 | 1 | 1 | 1 |
| Columbus | 49 | 68 | | 1 | | 1 | | | |
| Craven | 128 | 151 | | 1 | | 1 | | | |
| Cumberland | 146 | 163 | 1 | | | 1 | 1 | 1 | 1 |
| Davidson | 105 | 98 | 1 | | | 1 | 1 | 1 | 1 |
| Davie | 38 | 37 | | | 1 | 1 | 1 | 1 | 1 |
| Duplin | 57 | 70 | | 1 | | 1 | | | |
| Durham | 159 | 197 | 1 | | | 1 | 1 | 1 | 1 |
| Edgecombe | 58 | 49 | | 1 | | 1 | 1 | 1 | 1 |
| Forsyth | 258 | 295 | 1 | | | 1 | 1 | 1 | 1 |
| Gaston | 167 | 194 | 1 | | | 1 | 1 | 1 | 1 |
| Graham | 6 | 12 | | | 1 | 1 | 1 | | |
| Greene | 57 | 44 | | 1 | | 1 | | 1 | |
| Guilford | 114 | 74 | 1 | | | 1 | 1 | 1 | 1 |
| Halifax | 80 | 86 | 1 | | | 1 | 1 | 1 | 1 |
| Harnett | 115 | 89 | | | 1 | 1 | 1 | 1 | 1 |
| Haywood | 24 | 53 | | 1 | | 1 | 1 | | 1 |
| Henderson | 83 | 123 | | | 1 | 1 | 1 | | 1 |
| Hertford | 62 | 94 | 1 | | | 1 | 1 | 1 | 1 |
| Iredell | 183 | 167 | | | 1 | 1 | 1 | 1 | 1 |
| Jackson | 42 | 57 | | 1 | | 1 | 1 | | 1 |
| Johnston | 82 | 87 | | 1 | | 1 | | 1 | 1 |
| Jones | 14 | 20 | | 1 | | 1 | | 1 | 1 |
| Lenoir | 53 | 54 | 1 | | | 1 | | 1 | |
| Macon | 30 | 32 | | | 1 | 1 | 1 | 1 | 1 |

| County | Offender Utilization | Yearly Service Goal | Program Type | | | Type of Service | | | |
|----------------|----------------------|---------------------|--------------|-----------|-----------------|-----------------|-----------|-------------|-----------|
| | | | DRC | SSA | Resource Center | SAT | Education | Job Develop | Other |
| Madison | 8 | 31 | | 1 | | 1 | | | |
| Martin | 38 | 50 | | 1 | | 1 | | | |
| McDowell | 39 | 60 | | | 1 | 1 | 1 | 1 | 1 |
| Mecklenburg | 242 | 210 | 1 | | | 1 | 1 | 1 | 1 |
| Mitchell | 58 | 64 | | 1 | | 1 | 1 | 1 | |
| Montgomery | 82 | 82 | | | 1 | 1 | 1 | | 1 |
| Moore | 122 | 215 | 1 | | | 1 | 1 | | 1 |
| Nash | 55 | 68 | | 1 | | 1 | | | |
| New Hanover | 134 | 130 | 1 | | | 1 | 1 | 1 | 1 |
| Northampton | 52 | 85 | 1 | | | 1 | 1 | 1 | 1 |
| Onslow | 92 | 66 | 1 | | | 1 | | | |
| Orange-Chatham | 65 | 66 | | 1 | | 1 | 1 | 1 | 1 |
| Pamlico | 26 | 29 | | 1 | | 1 | 1 | 1 | 1 |
| Pender | 112 | 139 | | 1 | | 1 | | | |
| Pitt | 198 | 277 | | 1 | | 1 | | | |
| Polk | 38 | 28 | | 1 | | 1 | 1 | 1 | |
| Randolph | 181 | 141 | 1 | | | 1 | 1 | 1 | 1 |
| Richmond | 58 | 65 | | 1 | | 1 | | | |
| Robeson | 102 | 127 | | | 1 | 1 | 1 | 1 | 1 |
| Rockingham | 66 | 46 | | 1 | | 1 | | | |
| Rowan | 82 | 90 | | 1 | | 1 | | | |
| Rutherford | 78 | 69 | | 1 | | 1 | 1 | 1 | |
| Sampson | 65 | 75 | | 1 | | 1 | | | |
| Scotland-Hoke | 99 | 118 | | 1 | | 1 | | | |
| Stanly | 61 | 61 | | 1 | | 1 | | | |
| Stokes | 51 | 70 | | | 1 | 1 | 1 | 1 | 1 |
| Surry | 67 | 71 | | | 1 | 1 | 1 | | 1 |
| Swain | 16 | 23 | | | 1 | 1 | 1 | | 1 |
| Transylvania | 38 | 28 | | 1 | | 1 | 1 | | 1 |
| Tyrrell | 13 | 33 | | 1 | | 1 | | | |
| Union | 54 | 55 | | 1 | | 1 | | | |
| VGFW | 110 | 116 | | | 1 | 1 | 1 | 1 | 1 |
| Wake | 150 | 158 | 1 | | | 1 | 1 | 1 | 1 |
| Washington | 32 | 44 | | 1 | | 1 | | | |
| Watauga | 44 | 76 | | 1 | | 1 | 1 | 1 | 1 |
| Wayne | 92 | 88 | 1 | | | 1 | 1 | 1 | 1 |
| Wilkes | 95 | 80 | | | 1 | 1 | | | 1 |
| Wilson | 54 | 53 | | 1 | | 1 | | | |
| Yadkin | 38 | 47 | | 1 | | 1 | | | |
| Yancey | 74 | 47 | | 1 | | 1 | 1 | | |
| Total | 6356 | 7119 | 21 | 42 | 20 | 82 | 50 | 44 | 50 |

Service Legend: SAT=Substance Abuse Treatment; Education=GED and other Educational Programs; Job Develop=Job Skills and Vocational Programs; Other=All other programs

APPENDIX B: CJPP PROGRAM UTILIZATION BY PROGRAM TYPE FOR FY 2006-07

| SSA Location | Population on July 1, 2006 | Entries | Exits | Offender Utilization | Yearly Offender Service Goal | Percent of Offender Goal Utilized |
|-----------------|----------------------------|--------------|--------------|----------------------|------------------------------|-----------------------------------|
| ALAMANCE | 40 | 74 | 71 | 114 | 158 | 72% |
| ALLEGHANY | 11 | 11 | 16 | 22 | 25 | 88% |
| ANSON | 21 | 16 | 23 | 37 | 42 | 88% |
| AVERY | 8 | 19 | 16 | 27 | 26 | 104% |
| BEAUFORT | 21 | 57 | 63 | 78 | 106 | 74% |
| BRUNSWICK | 18 | 65 | 63 | 83 | 80 | 104% |
| CABARRUS | 21 | 69 | 64 | 90 | 116 | 78% |
| CALDWELL | 16 | 37 | 42 | 53 | 81 | 65% |
| CATAWBA | 20 | 53 | 54 | 73 | 103 | 71% |
| COLUMBUS | 17 | 32 | 39 | 49 | 68 | 72% |
| CRAVEN | 42 | 86 | 85 | 128 | 151 | 85% |
| DUPLIN | 16 | 41 | 37 | 57 | 70 | 81% |
| EDGEcombe | 12 | 46 | 46 | 58 | 49 | 118% |
| GREENE | 11 | 46 | 41 | 57 | 44 | 130% |
| HAYWOOD | 14 | 10 | 17 | 24 | 53 | 45% |
| JACKSON | 13 | 29 | 27 | 42 | 57 | 74% |
| JOHNSTON | 21 | 61 | 73 | 82 | 87 | 94% |
| JONES | 6 | 8 | 9 | 14 | 20 | 70% |
| MADISON | 2 | 6 | 0 | 8 | 31 | 26% |
| MARTIN | 8 | 30 | 24 | 38 | 50 | 76% |
| MITCHELL | 33 | 25 | 6 | 58 | 64 | 91% |
| NASH | 17 | 38 | 40 | 55 | 68 | 81% |
| *ORANGE-CHATHAM | 13 | 52 | 41 | 65 | 66 | 98% |
| PAMLICO | 11 | 15 | 18 | 26 | 29 | 90% |
| PENDER | 65 | 47 | 83 | 112 | 139 | 81% |
| PITT | 69 | 129 | 129 | 198 | 277 | 71% |
| POLK | 7 | 31 | 33 | 38 | 28 | 136% |
| RICHMOND | 11 | 47 | 43 | 58 | 65 | 89% |
| ROCKINGHAM | 6 | 60 | 30 | 66 | 46 | 143% |
| ROWAN | 29 | 53 | 52 | 82 | 90 | 91% |
| RUTHERFORD | 17 | 61 | 59 | 78 | 69 | 113% |
| SAMPSON | 22 | 43 | 42 | 65 | 75 | 87% |
| SCOTLAND-HOKE | 34 | 65 | 74 | 99 | 118 | 84% |
| STANLY | 23 | 38 | 43 | 61 | 61 | 100% |
| TRANSYLVANIA | 3 | 35 | 24 | 38 | 28 | 136% |
| TYRRELL | 5 | 8 | 6 | 13 | 33 | 39% |
| UNION | 11 | 43 | 46 | 54 | 55 | 98% |
| WASHINGTON | 11 | 21 | 28 | 32 | 44 | 73% |
| WATAUGA | 18 | 26 | 22 | 44 | 76 | 58% |
| WILSON | 6 | 48 | 37 | 54 | 53 | 102% |
| YADKIN | 9 | 29 | 25 | 38 | 47 | 81% |
| YANCEY | 38 | 36 | 11 | 74 | 47 | 157% |
| TOTAL | 796 | 1,746 | 1,702 | 2,542 | 2,995 | 84% |

| DRC Location | Population on July 1, 2006 | Entries | Exits | Offender Utilization | Yearly Offender Service Goal | Percent of Offender Goal Utilized |
|---------------------|-----------------------------------|----------------|--------------|-----------------------------|-------------------------------------|--|
| BERTIE | 16 | 31 | 37 | 47 | 75 | 63% |
| BUNCOMBE | 18 | 36 | 36 | 54 | 75 | 72% |
| BURKE | 17 | 28 | 20 | 45 | 44 | 102% |
| CLEVELAND | 24 | 52 | 52 | 76 | 99 | 77% |
| CUMBERLAND | 44 | 102 | 96 | 146 | 163 | 90% |
| DAVIDSON | 20 | 85 | 66 | 105 | 98 | 107% |
| DURHAM | 70 | 89 | 107 | 159 | 197 | 81% |
| FORSYTH | 65 | 193 | 193 | 258 | 295 | 87% |
| GASTON | 30 | 137 | 103 | 167 | 194 | 86% |
| GUILFORD | 32 | 82 | 78 | 114 | 74 | 154% |
| HALIFAX | 21 | 59 | 65 | 80 | 86 | 93% |
| HERTFORD | 27 | 35 | 43 | 62 | 94 | 66% |
| LENOIR | 16 | 37 | 30 | 53 | 54 | 98% |
| MECKLENBURG | 75 | 167 | 140 | 242 | 210 | 115% |
| MOORE | 36 | 86 | 91 | 122 | 215 | 57% |
| NEW HANOVER | 35 | 99 | 88 | 134 | 130 | 103% |
| NORTHAMPTON | 27 | 25 | 37 | 52 | 85 | 61% |
| ONSLow | 22 | 70 | 68 | 92 | 66 | 139% |
| RANDOLPH | 48 | 133 | 128 | 181 | 141 | 128% |
| WAKE | 42 | 108 | 93 | 150 | 158 | 95% |
| WAYNE | 22 | 70 | 68 | 92 | 88 | 105% |
| TOTAL | 707 | 1,724 | 1,639 | 2,431 | 2,641 | 92% |

| RC Location | Population on July 1, 2006 | Entries | Exits | Offender Utilization | Yearly Offender Service Goal | Percent of Offender Goal Utilized |
|--------------------|-----------------------------------|----------------|--------------|-----------------------------|-------------------------------------|--|
| ALBEMARLE REGION | 48 | 84 | 77 | 132 | 118 | 112% |
| ALEXANDER | 14 | 35 | 40 | 49 | 71 | 69% |
| ASHE | 23 | 34 | 38 | 57 | 59 | 97% |
| CARTERET | 33 | 55 | 58 | 88 | 99 | 89% |
| CHEROKEE | 13 | 14 | 3 | 27 | 34 | 79% |
| CLAY | 12 | 1 | 0 | 13 | 13 | 100% |
| DAVIE | 9 | 29 | 29 | 38 | 37 | 103% |
| GRAHAM | 4 | 2 | 4 | 6 | 12 | 50% |
| HARNETT | 14 | 101 | 68 | 115 | 89 | 129% |
| HENDERSON | 29 | 54 | 34 | 83 | 123 | 67% |
| IREDELL | 59 | 124 | 136 | 183 | 167 | 110% |
| MACON | 2 | 28 | 17 | 30 | 32 | 94% |
| MCDOWELL | 17 | 22 | 30 | 39 | 60 | 65% |
| MONTGOMERY | 33 | 49 | 57 | 82 | 82 | 100% |
| ROBESON | 29 | 73 | 63 | 102 | 127 | 80% |

| RC Location | Population on July 1, 2006 | Entries | Exits | Offender Utilization | Yearly Offender Service Goal | Percent of Offender Goal Utilized |
|--------------------|-----------------------------------|----------------|--------------|-----------------------------|-------------------------------------|--|
| STOKES | 20 | 31 | 38 | 51 | 70 | 73% |
| SURRY | 24 | 43 | 44 | 67 | 71 | 94% |
| SWAIN | 3 | 13 | 5 | 16 | 23 | 70% |
| VGFW | 22 | 88 | 80 | 110 | 116 | 95% |
| WILKES | 24 | 71 | 50 | 95 | 80 | 119% |
| TOTAL | 432 | 951 | 871 | 1,383 | 1,483 | 94% |

Appendix C: CRIMINAL JUSTICE PARTNERSHIP GRANT FUNDING

| County | FY 2006-07 Grant Award | FY 2007-08 Grant Award | Budget Diff. | Reallocation Request FY 2007-08 | Total Budget FY 2007-08 |
|------------------|------------------------|------------------------|--------------|---------------------------------|-------------------------|
| Alamance | \$131,470 | \$121,070 | (\$10,400) | \$29,202 | \$150,272 |
| Albemarle Region | \$260,074 | \$333,597 | \$73,523 | \$0 | \$333,597 |
| Alexander | \$62,482 | \$60,533 | (\$1,949) | \$8,200 | \$68,733 |
| Alleghany | \$44,159 | \$48,271 | \$4,112 | \$0 | \$48,271 |
| Anson | \$68,969 | \$64,497 | (\$4,472) | \$11,200 | \$75,697 |
| Ashe | \$54,509 | \$58,722 | \$4,213 | \$0 | \$58,722 |
| Avery | \$46,585 | \$49,850 | \$3,265 | \$8,000 | \$57,850 |
| Beaufort | \$73,760 | \$77,929 | \$4,169 | \$0 | \$77,929 |
| Bertie | \$64,994 | \$88,066 | \$23,072 | \$11,300 | \$99,366 |
| Bladen | \$0 | | \$0 | | \$0 |
| Brunswick | \$89,840 | \$96,604 | \$6,764 | \$0 | \$96,604 |
| Buncombe | \$157,742 | \$159,784 | \$2,042 | \$14,500 | \$174,284 |
| Burke | \$94,234 | \$87,905 | (\$6,329) | \$10,500 | \$98,405 |
| Cabarrus | \$124,449 | \$125,633 | \$1,184 | \$0 | \$125,633 |
| Caldwell | \$90,984 | \$81,335 | (\$9,649) | \$33,000 | \$114,335 |
| Carteret | \$78,949 | \$80,020 | \$1,071 | \$21,500 | \$101,520 |
| Caswell | \$54,137 | \$60,760 | \$6,623 | \$0 | \$60,760 |
| Catawba | \$116,897 | \$119,527 | \$2,630 | \$0 | \$119,527 |
| Cherokee | \$53,489 | \$58,098 | \$4,609 | \$0 | \$58,098 |
| Clay | \$36,995 | \$38,437 | \$1,442 | \$0 | \$38,437 |
| Cleveland | \$99,623 | \$103,288 | \$3,665 | \$0 | \$103,288 |
| Columbus | \$84,866 | \$86,573 | \$1,707 | \$0 | \$86,573 |
| Craven | \$102,926 | \$96,817 | (\$6,109) | \$0 | \$96,817 |
| *Cumberland | \$230,231 | \$207,708 | (\$22,523) | \$44,822 | \$252,530 |
| Dare | \$0 | | \$0 | | \$0 |
| Davidson | \$132,394 | \$126,272 | (\$6,122) | \$10,000 | \$136,272 |
| Davie | \$61,677 | \$56,962 | (\$4,715) | \$6,700 | \$63,662 |
| Duplin | \$72,943 | \$74,567 | \$1,624 | \$0 | \$74,567 |
| Durham | \$169,131 | \$177,199 | \$8,068 | \$3,540 | \$180,739 |
| Edgecombe | \$78,323 | \$78,605 | \$282 | \$0 | \$78,605 |
| Forsyth | \$223,011 | \$226,144 | \$3,133 | \$10,000 | \$236,144 |
| Gaston | \$148,038 | \$151,141 | \$3,103 | \$2,500 | \$153,641 |
| Graham | \$42,290 | \$45,910 | \$3,620 | \$0 | \$45,910 |
| Greene | \$61,525 | \$75,038 | \$13,513 | \$0 | \$75,038 |
| Guilford | \$280,325 | \$283,357 | \$3,032 | \$0 | \$283,357 |
| Halifax | \$101,520 | \$98,448 | (\$3,072) | \$5,500 | \$103,948 |
| Harnett | \$98,033 | \$101,738 | \$3,705 | \$6,900 | \$108,638 |
| Haywood | \$72,716 | \$68,048 | (\$4,668) | \$0 | \$68,048 |
| Henderson | \$89,300 | \$95,856 | \$6,556 | \$2,895 | \$98,751 |
| Hertford | \$79,030 | \$82,609 | \$3,579 | \$8,500 | \$91,109 |
| Hyde | \$0 | | \$0 | | \$0 |
| Iredell | \$127,622 | \$117,057 | (\$10,565) | \$47,070 | \$164,127 |
| Jackson | \$53,410 | \$55,254 | \$1,844 | \$0 | \$55,254 |
| Johnston | \$116,688 | \$119,065 | \$2,377 | \$0 | \$119,065 |

| | | | | | |
|-------------------------------------|--------------------|--------------------|------------------|------------------|--------------------|
| Jones | \$49,705 | \$57,008 | \$7,303 | \$0 | \$57,008 |
| Lee | \$79,904 | \$85,809 | \$5,905 | \$0 | \$85,809 |
| Lenoir | \$91,631 | \$104,942 | \$13,311 | \$5,000 | \$109,942 |
| Lincoln | \$0 | | \$0 | | \$0 |
| Macon | \$51,918 | \$57,467 | \$5,549 | \$0 | \$57,467 |
| Madison | \$44,111 | \$49,763 | \$5,652 | \$0 | \$49,763 |
| Martin | \$68,835 | \$64,545 | (\$4,290) | \$7,790 | \$72,335 |
| McDowell | \$65,461 | \$74,074 | \$8,613 | \$25,000 | \$99,074 |
| Mecklenburg | \$451,196 | \$465,717 | \$14,521 | \$0 | \$465,717 |
| Mitchell | \$44,471 | \$62,782 | \$18,311 | \$0 | \$62,782 |
| Montgomery | \$63,969 | \$68,668 | \$4,699 | \$9,970 | \$78,638 |
| Moore | \$90,672 | \$95,853 | \$5,181 | \$11,450 | \$107,303 |
| Nash | \$97,518 | \$92,638 | (\$4,880) | \$0 | \$92,638 |
| New Hanover | \$152,751 | \$159,207 | \$6,456 | \$12,300 | \$171,507 |
| Northampton | \$66,546 | \$73,717 | \$7,171 | \$3,100 | \$76,817 |
| Onslow | \$142,709 | \$124,787 | (\$17,922) | \$28,800 | \$153,587 |
| Orange/Chatham | \$176,538 | \$169,973 | (\$6,565) | \$18,815 | \$188,788 |
| Pamlico | \$50,603 | \$53,196 | \$2,593 | \$0 | \$53,196 |
| Pender | \$66,420 | \$75,483 | \$9,063 | \$0 | \$75,483 |
| Person | \$68,426 | \$70,452 | \$2,026 | \$0 | \$70,452 |
| Pitt | \$131,535 | \$131,976 | \$441 | \$10,807 | \$142,783 |
| Polk | \$41,734 | \$46,684 | \$4,950 | \$0 | \$46,684 |
| Randolph | \$113,638 | \$117,886 | \$4,248 | \$14,750 | \$132,636 |
| Richmond | \$84,016 | \$80,721 | (\$3,295) | \$0 | \$80,721 |
| Robeson | \$136,223 | \$117,821 | (\$18,402) | \$27,402 | \$145,223 |
| Rockingham | \$98,169 | \$94,655 | (\$3,514) | \$3,670 | \$98,325 |
| Rowan | \$132,572 | \$124,127 | (\$8,445) | \$3,500 | \$127,627 |
| Rutherford | \$79,156 | \$86,223 | \$7,067 | \$0 | \$86,223 |
| Sampson | \$79,538 | \$81,028 | \$1,490 | \$0 | \$81,028 |
| Scotland/Hoke | \$146,976 | \$151,325 | \$4,349 | \$2,500 | \$153,825 |
| Stanly | \$74,708 | \$71,970 | (\$2,738) | \$2,026 | \$73,996 |
| Stokes | \$71,944 | \$73,048 | \$1,104 | \$20,734 | \$93,782 |
| Surry | \$87,703 | \$90,591 | \$2,888 | \$3,800 | \$94,391 |
| Swain | \$44,570 | \$48,170 | \$3,600 | \$0 | \$48,170 |
| Transylvania | \$51,042 | \$54,324 | \$3,282 | \$0 | \$54,324 |
| Tyrrell | \$47,746 | \$65,933 | \$18,187 | \$0 | \$65,933 |
| Union | \$113,922 | \$121,973 | \$8,051 | \$0 | \$121,973 |
| Vance/Warren/ Granville/Franklin | \$259,475 | \$270,859 | \$11,384 | \$0 | \$270,859 |
| Wake | \$411,498 | \$443,180 | \$31,682 | \$0 | \$443,180 |
| Washington | \$54,456 | \$62,087 | \$7,631 | \$0 | \$62,087 |
| Watauga | \$60,670 | \$61,272 | \$602 | \$3,080 | \$64,352 |
| Wayne | \$110,320 | \$117,895 | \$7,575 | \$3,620 | \$121,515 |
| Wilkes | \$89,004 | \$88,805 | (\$199) | \$0 | \$88,805 |
| Wilson | \$88,015 | \$91,202 | \$3,187 | \$0 | \$91,202 |
| Yadkin | \$61,334 | \$61,945 | \$611 | \$2,900 | \$64,845 |
| Yancey | \$41,946 | \$53,059 | \$11,113 | \$0 | \$53,059 |
| | \$8,865,634 | \$9,153,134 | \$287,500 | \$516,843 | \$9,669,977 |

**Appendix D Average Cost by Location
Satellite Substance Abuse**

| Location | Percent of Offender Goal Utilized | Cost Per Day per Offender |
|-----------------|--|----------------------------------|
| ALAMANCE | 72% | 8.57 |
| ALLEGHANY | 88% | 15.54 |
| ANSON | 88% | 12.28 |
| AVERY | 104% | 19.43 |
| BEAUFORT | 74% | 10.37 |
| BRUNSWICK | 104% | 13.55 |
| CABARRUS | 78% | 11.74 |
| CALDWELL | 65% | 15.80 |
| CATAWBA | 71% | 13.48 |
| COLUMBUS | 72% | 25.95 |
| CRAVEN | 85% | 9.05 |
| DUPLIN | 81% | 12.26 |
| EDGECOMBE | 118% | 15.00 |
| GREENE | 130% | 10.63 |
| HAYWOOD | 45% | 21.65 |
| JACKSON | 74% | 10.68 |
| JOHNSTON | 94% | 24.14 |
| JONES | 70% | 26.14 |
| MADISON | 26% | 7.92 |
| MARTIN | 76% | 15.08 |
| MITCHELL | 91% | 2.47 |
| NASH | 81% | 8.52 |
| ORANGE-CHATHAM | 98% | 47.51 |
| PAMLICO | 90% | 13.74 |
| PENDER | 81% | 3.90 |
| PITT | 71% | 5.05 |
| POLK | 136% | 11.77 |
| RICHMOND | 89% | 13.57 |
| ROCKINGHAM | 143% | 11.91 |
| ROWAN | 91% | 12.88 |
| RUTHERFORD | 113% | 12.04 |
| SAMPSON | 87% | 13.78 |
| SCOTLAND-HOKE | 84% | 11.46 |
| STANLY | 100% | 11.23 |
| TRANSYLVANIA | 136% | 11.12 |
| TYRRELL | 39% | 20.39 |
| UNION | 98% | 26.35 |
| WASHINGTON | 73% | 16.77 |
| WATAUGA | 58% | 9.22 |
| WILSON | 102% | 11.75 |
| YADKIN | 81% | 15.78 |
| YANCEY | 157% | 2.00 |
| TOTAL | 84% | 11.06 |

DAY REPORTING CENTER

| Location | Percent of Offender Goal Utilized | Cost Per Day per Offender |
|-----------------|--|----------------------------------|
| BERTIE | 63% | 19.66 |
| BUNCOMBE | 72% | 32.56 |
| BURKE | 102% | 25.18 |
| CLEVELAND | 77% | 22.79 |
| CUMBERLAND | 90% | 17.46 |
| DAVIDSON | 107% | 15.04 |
| DURHAM | 81% | 18.93 |
| FORSYTH | 87% | 15.74 |
| GASTON | 86% | 12.59 |
| GUILFORD | 154% | 37.13 |
| HALIFAX | 93% | 24.75 |
| HERTFORD | 66% | 19.84 |
| LENOIR | 98% | 15.94 |
| MECKLENBURG | 115% | 18.71 |
| MOORE | 57% | 15.47 |
| NEW HANOVER | 103% | 20.43 |
| NORTHAMPTON | 61% | 19.51 |
| ONslow | 139% | 20.64 |
| RANDOLPH | 128% | 10.77 |
| WAKE | 95% | 31.31 |
| WAYNE | 105% | 21.66 |
| TOTAL | 92% | 19.62 |

CJPP RESOURCE CENTER

| Location | Percent of Offender Goal Utilized | Cost Per Day per Offender |
|------------------|--|----------------------------------|
| ALBEMARLE REGION | 112% | 13.74 |
| ALEXANDER | 69% | 13.65 |
| ASHE | 97% | 8.27 |
| CARTERET | 89% | 7.95 |
| CHEROKEE | 79% | 7.48 |
| CLAY | 100% | 3.21 |
| DAVIE | 103% | 14.70 |
| GRAHAM | 50% | 17.57 |
| HARNETT | 129% | 5.74 |
| HENDERSON | 67% | 7.69 |
| IREDELL | 110% | 7.98 |
| MACON | 94% | 18.82 |

| | | |
|--------------|------------|--------------|
| MCDOWELL | 65% | 19.72 |
| MONTGOMERY | 100% | 6.60 |
| ROBESON | 80% | 14.05 |
| STOKES | 73% | 13.78 |
| SURRY | 94% | 12.90 |
| SWAIN | 70% | 13.23 |
| VGFW | 95% | 37.40 |
| WILKES | 119% | 8.35 |
| TOTAL | 94% | 11.41 |

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