

PROGRAM EVALUATION

AN OUTCOME EVALUATION FOR
CALENDAR YEARS 2000 & 2001

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INTRODUCTION

This report contains a program evaluation for the Chesapeake Bay Alcohol Safety Action Program (CBASAP). The information contained in this report is intended to assist in the continued successful administration of the program. CBASAP was founded in 1975 and serves the cities of Virginia Beach and Norfolk, and the counties of Accomack and Northampton. CBASAP has served Virginia Beach and Norfolk since its inception. In 1993 CBASAP, formerly Tidewater ASAP, merged with Eastern Shore ASAP and has since served the counties of Accomack and Northampton.

CBASAP provides a wide variety of services including, but not limited to, Standard VASAP, Abuse and Lose, Zero Tolerance, Driver Improvement, Habitual Offender Evaluation, Intervention and Monitoring, and Young Offender. Offenders are referred for services primarily from Norfolk and Virginia Beach courts but are also received from other ASAP programs through transfer and from out of state.

This report contains the results of a program evaluation for CBASAP. The evaluation includes offenders managed in the main office in Virginia Beach and excludes cases managed in the Eastern Shore satellite office. Offenders included in the analysis were referred in calendar years 2000 and 2001 for Standard VASAP, Abuse and Lose, Pre-Adjudication, and Zero Tolerance, who had an intake completed (n=6,472). An intake is scheduled when an offender is referred for any of the four services listed above. If an offender appears for an intake and the intake is completed, they are classified into one of three levels of primary intervention services- Education, Intensive Education, or Treatment. If an offender fails to appear for an intake the case is returned to the original referral source. Only offenders who had an intake completed were included in this evaluation.

A case is closed upon successful or unsuccessful completion of the specified level of the primary intervention service; however, offenders remain under monitored supervision for the duration of the license suspension/restriction if applicable. This evaluation examines the outcome of the case (successful or unsuccessful closure) based on the status of the primary intervention service and does not track an offenders' progress throughout the monitoring phase.

The evaluation was completed by analyzing data contained in the Inferno2 database application which is utilized by CBASAP to manage offender cases. The evaluation consists of three parts:

Descriptive Statistics – Information regarding the court referral, offender characteristics, and offender performance in the program.

Bivariate Statistics – A variety of bivariate statistics were used to identify significant differences in success rates dependent upon offender characteristics and other factors.

Multivariate Statistics – The multivariate technique of Binary Logistic Regression was used to identify the most important factors that are related to success and failure in the CBASAP program.

Summary and Discussion – A summary of the significant findings and recommendations to the program for improved performance are provided.

DESCRIPTIVE STATISTICS

Of the offenders referred to Chesapeake Bay ASAP in 2000 and 2001 – 6,472 had an intake completed (3,333 in 2000 and 3,139 in 2001). These cases were used to complete the analyses contained in this report. The results below are for 2000 and 2001 combined; however, all significant differences between the two years are noted in the appropriate sections.

REFERRALS

Referral Type

Approximately 88% of all offenders were referred for Standard VASAP services as the result of a DUI conviction. Eleven percent (11%) of the offenders were referred for Abuse and Lose services while approximately 1% were referred for Pre-Adjudication. Only four offenders, less than one percent, were referred for Zero Tolerance.

Arrest Type

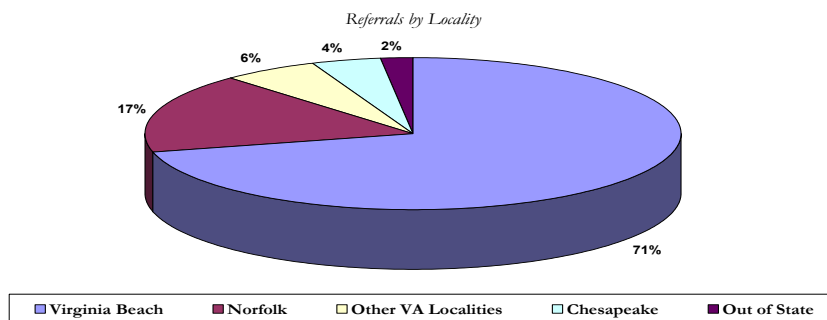
For the cases analyzed, there were two primary types of arrest; alcohol related and drug related. Eighty-nine percent of offenders referred were involved in an alcohol related arrest while 11% were involved in a drug related arrest.

Referral Court Type

The majority of court referrals were received from General District Courts (90%). Circuit Courts comprised the second highest percentage of referrals (8%). The remaining 2% of referrals came from other sources.

Referring Locality

Nearly 3/4ths of all offenders were referred from Virginia Beach while 17% were referred from Norfolk. The remainder of referrals came from Chesapeake (4%), other Virginia localities (6%), or from out of state (2%).



Transfers

Ten percent (10%) of the 6,472 cases analyzed were transferred out to another ASAP for case management as follows:

RECEIVING ASAP	CASES
Southeastern ASAP	4%
Peninsula ASAP	2%
Another ASAP	2%
Out of State	2%

In addition, 10% of all cases originated in another program and were transferred in for management by CBASAP staff as follows:

ORIGINATING ASAP	CASES
Southeastern ASAP	4%
Peninsula ASAP	3%
Another ASAP	3%

Alcohol Test Type

Of the offenders arrested for an alcohol related offense, 89% submitted to a breath test, 1% submitted to a blood test, and the remaining 10% refused to submit to either type of test.

BAC

For offenders who submitted to an alcohol test, the average BAC was .14 percent while the most common BAC was .13 percent. BAC results ranged from .01 to .40 percent.

Restricted License

Eighty-three percent (83%) of all offenders were issued a restricted license. Of the 5,382 offenders who were identified as receiving restricted licenses, travel was permitted in the following situations: to and from work - 81%, to and from ASAP - 84%, during work - 67%, to and from medical appointments - 25%, and to and from school - 21%. Data relating to the length of time licenses were restricted were only available for 50% of offenders. Of the 3,188 offenders with license restriction information, 2% were restricted for 6 months, 88% for 1 year, and 10% for 3 years.

OFFENDER CHARACTERISTICS

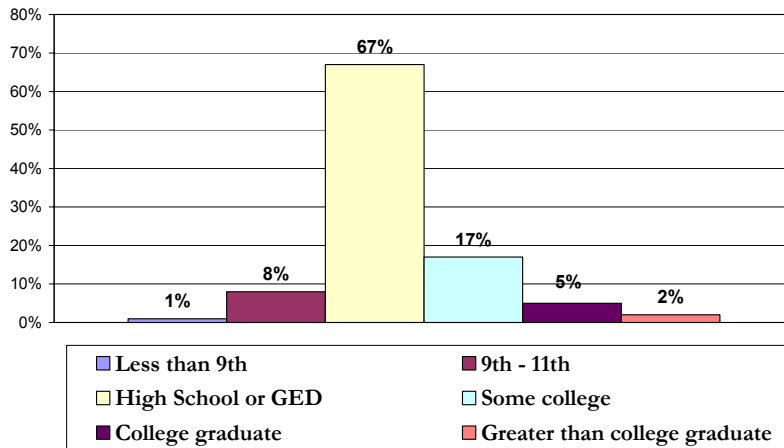
Sex, Race, Age

Men constituted 80% of the population. The racial distribution of offenders was as follows: 74% were white, 21% were black, and 5% were of another race. The age of offenders ranged from 17 to 87 years old, with the average age being 32 years old.

Education

More than half (66%) of all program participants had a high school diploma or GED. Nine percent (9%) of the offenders had less than a high school education while 7% had at least a college degree.

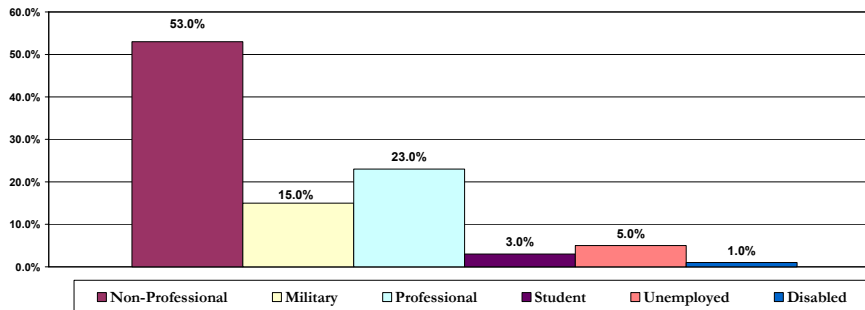
Education



Occupation

Of the offenders referred, 91% reported being gainfully employed at the time of intake. Fifteen percent of all offenders were employed by the military. In 2000, 13% of offenders were employed by the military compared to 18% in 2001. In addition, the percentage of offenders who were unemployed was 3.7 in 2001 and 6.2 in 2002.

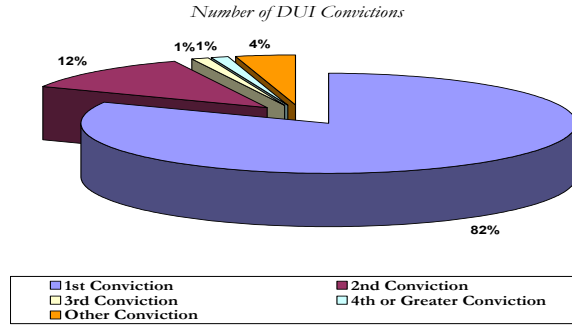
Occupation



Number of DUI Convictions

For 82% of all offenders referred for a DUI conviction, the current conviction was their first. For 13% of offenders the current DUI conviction was their second. Two percent (2%) of offenders were referred for their a 3rd or greater DUI conviction.

Of the offenders referred to CBASAP with a DUI *arrest*, 4% were *convicted* of a charge other than DUI for the current referral.



Prior ASAP, Treatment, Recidivism

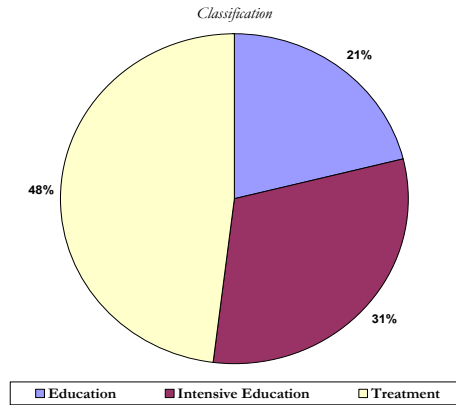
Prior program evaluations contained analysis of offenders who had previously attended ASAP and treatment. As a result of the 1999 Inferno2 upgrade, data relating to prior ASAP and prior treatment are no longer collected. Data fields that gathered this information were removed from Inferno2. However, an examination of the entire database identified 938 (14%) of the 6,472 offenders in the sample had been referred to CBASAP for either Standard VASAP, Abuse and Lose, Pre-Adjudication or Zero Tolerance at some time in the past. Conversely, 86% of the 6,472 offenders had never been previously referred to CBASAP.

Fifteen percent of all offenders were identified as recidivists at the time of intake.

OFFENDER AND PROGRAM PERFORMANCE

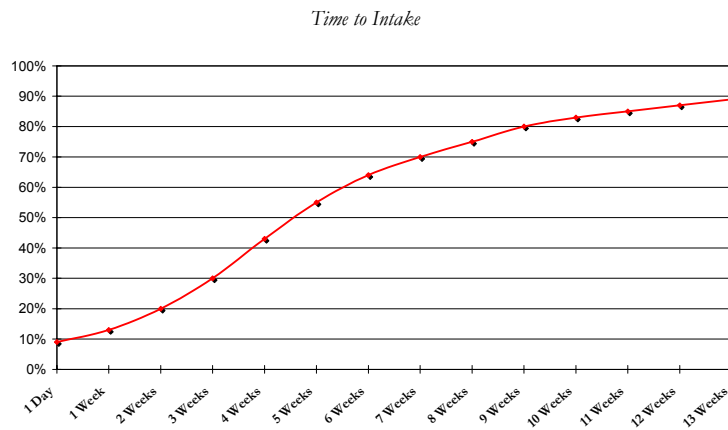
Classification

Offenders were classified into three levels of primary intervention service (Education, Intensive Education, and Treatment) as shown in the chart below.



Referral and Intake

The time line presented below shows the amount of time that elapsed between court referral and ASAP intake. Nine percent (9%) of all offenders had intakes completed within one day of court referral or program transfer. It should be noted that a majority of these were cases transferred out. In these instances the practice was to identify the same referral and intake date. In addition, 47% of all intakes were completed within one month from the time the court referred the case to CBASAP. Seventy-eight percent (78%) of all referrals were seen for intake within two months while 89% of all offenders had an intake completed within three months of court referral.



Case Management

Eight program staff members provided case management services to the 3,333 offenders supervised in 2000 and the 3,139 offenders supervised in 2001. The case managers conducted intakes for an average of 417 offender cases in 2000 and 392 offender cases in 2001.

Intake and Intervention Closure

As of the writing of this report, only 4% of all offenders referred in 2001 and 5% referred in 2002 remain active or the closure type is unknown; therefore, their cases have not been closed. The table below demonstrates the time elapsed between intake and case closure (successful or unsuccessful completion of the primary intervention service). It should be noted that cases closed successfully continue to be monitored for the duration of the license restriction.

TIME	CLOSED
6 months	14%
1 year	69%
1.5 years	87%
2 years	91%
2.5 years	93%
3 years	99%

■ *Table: Intake to intervention closure*

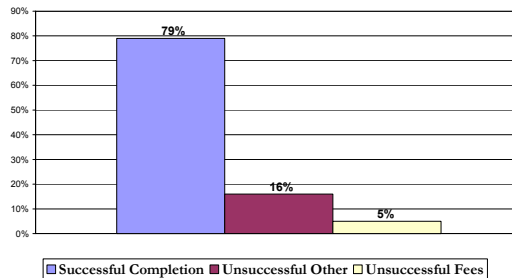
Fees

Eighty-six percent (86%) of all offenders paid their assessed fee in full. Details regarding the remaining unpaid fees were unavailable.

Case Outcome

Ninety-six percent (96%) of all cases were closed by December 31, 2004. Of those closed cases, 79% were closed successfully, 5% were closed unsuccessfully due to failure to pay fees only, and 16% were closed unsuccessfully for other reasons.

Case Closure by Type



In addition, offenders referred due to an alcohol related arrest were closed successfully 81% vs. 64% for offenders referred due to a drug related arrest. Similarly, offenders referred for Abuse and Lose services had a 64% success rate while offenders referred for Standard VASAP services had an 81% success rate.

BIVARIATE STATISTICS

A variety of bivariate statistics including Chi square, t-test and Mann Whitney U were used to identify relationships between variables contained in the first section of this report and the final program outcome (successful or unsuccessful closure). The findings are presented below along with the statistical test utilized, the results, the number of valid cases, and whether or not the difference identified was found to be statistically significant at the $p < .05$ level.

Certain interpretations of the information presented should be made with caution. Variables, such as demographic variables, that show a significant difference between groups may be due to another factor related to that variable, and not necessarily indicative of a direct relationship. This phenomenon, known as multicollinearity, is a factor to be considered in research of this nature. For this reason, differences found in demographic variables should be interpreted with caution.

REFERRALS

Referral Type

There was a significant difference in success rates of offenders based on their specific referral type. Offenders referred for Standard VASAP were 17% more likely to succeed than offenders referred for Abuse and Lose (Standard VASAP 81% vs. Abuse and Lose 64%). Chi-Square $p = .000$ $n = 6185$

Arrest Type

There was a statistically significant difference in success rates based on the type of arrest for which the offender was referred. Offenders with alcohol related arrests had an 81% success rate as compared to a 64% success rate for offenders with a drug related arrest. Chi-Square $p = .000$ $n = 6094$

Referral Court Type

Offenders referred by a circuit court were 8% more likely to successfully complete the program than were offenders referred by a general district court (87% Circuit Court vs. 79% GDC). This difference was found to be statistically significant. Chi-Square $p = .000$ $n = 6053$

Referring Locality

There was a statistically significant difference in success rates between referrals from Norfolk and Virginia Beach courts (72% Norfolk vs. 81% Virginia Beach). Chi-Square $p = .000$ $n = 6175$

BAC

There was no statistically significant difference in the average BAC level between offenders who successfully and unsuccessfully completed the program (mean BAC successful cases .143% vs. mean BAC unsuccessful cases .144%). t-test $p=.575$ $n=3783$

OFFENDER CHARACTERISTICS

Sex

Women were 6% more likely to successfully complete the program than were men (84% vs. 78% success rate). This difference was found to be statistically significant. Chi-Square $p=.000$ $n=6152$

Race

There was a statistically significant difference in success rates between offenders who were white, black, or another race. Chi-Square $p=.000$ $n=6017$

RACE	SUCCESSFUL
White	83%
Other	84%
Black	67%

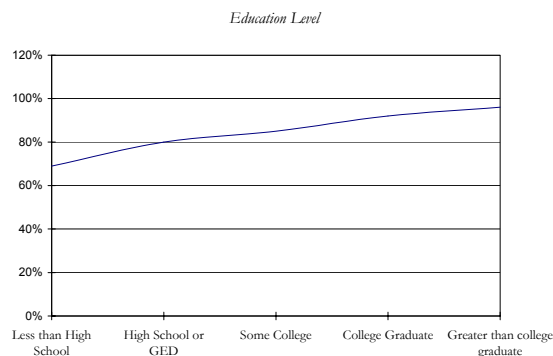
■ *Table: Success rates by race*

Age

Offenders who successfully completed the program were, on average, 2 years older than offenders who unsuccessfully completed the program (33 and 31 years old respectively). This difference was found to be statistically significant but not substantively significant. t-test $p=.000$ $n=6057$

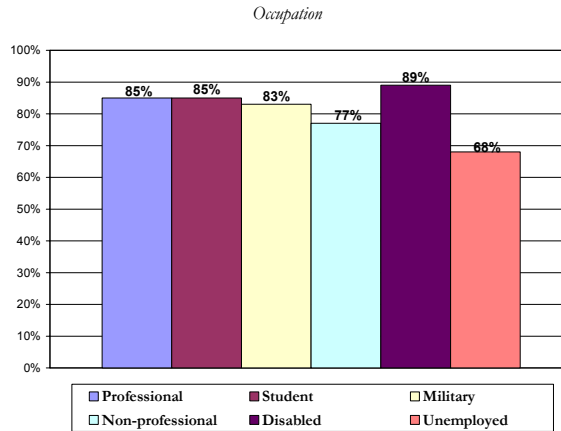
Education

There was a positive relationship between education level and program success rate. The greater the education level, the greater the chance of successful program completion. Mann-Whitney U $p=.000$ $n=3717$



Occupation

Offenders who were unemployed at the time of intake were substantially more likely to fail in the program than offenders who were employed, attending school, or who were disabled. Chi-Square $p=.000$ $n=5590$



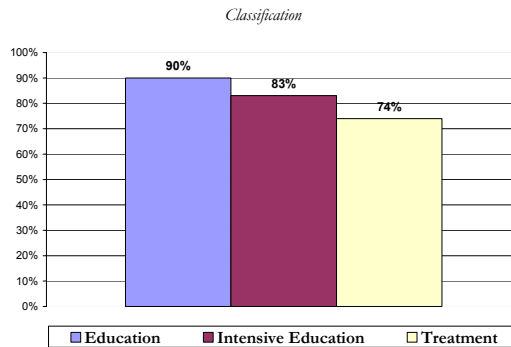
Number of DUI Convictions

There was a negative relationship between the number of DUI convictions and successful program completion rate. Offenders with two or more DUI convictions were 5% more likely to complete the program unsuccessfully. This difference was found to be statistically significant. Mann-Whitney U $p=.007$ $n=4322$

OFFENDER AND PROGRAM PERFORMANCE

Classification

There was a statistically significant difference in success rates based on the classification level determined at intake. The higher the level of classification the less likely an offender was to complete the program successfully. Chi-Square $p=.000$ $n=5470$



Referral and Intake

There was a statistically significant difference in the average number of days between referral and intake between those offenders who successfully and unsuccessfully completed the program. Offenders closed successfully waited an average of 49 days between referral and intake; conversely, unsuccessful offenders waited an average of 64 days between referral and intake. t-test $p=.000$ $n=6145$

Intake and Closure

Offenders who completed the program successfully averaged 376 days between intake and case closure. Offenders who completed the program unsuccessfully averaged 384 days between intake and case closure. This difference was not found to be statistically significant. t-test $p=.257$ $n=6181$

MULTIVARIATE STATISTICS

Binary Logistic Regression was used to identify the factors that are related to case outcome (program success or failure) and the relative importance of these factors. This technique identifies whether the factor is a significant predictor of case outcome and the likelihood an offender will fail dependent upon the specified factor. The identification of the variables that are indicators that a person is a high risk to fail is useful when determining appropriate levels of supervision or case management practices. All relevant factors excluding offender demographics found to be related to case outcome were examined, the results are discussed below.

Classification Level

Offenders who were classified for Education services were the most successful. Offenders classified for Intensive Education services were nearly one and a half times more likely to fail while those classified for Treatment services were two and a half times more likely to fail when compared to offenders classified for Education services.

Referral Type/ Arrest Type

Offenders who were referred to the program for Abuse and Lose were more than twice as likely to fail when compared to offenders referred for Standard VASAP. The factor of referral type has nearly a direct relationship with arrest type. For this reason, offenders referred for a drug related arrest or conviction were also more than twice as likely to fail when compared to offenders referred for an alcohol related arrest or conviction.

Length of Time to Intake

The length of time between court referral and an intake completion was a statistically significant predictor of case outcome. The longer the period of time between referral and intake the less likely an offender was to complete successfully.

Summary

There were four primary factors related to case outcome. The strongest predictors of failure on the program were a classification for Treatment services, a referral type of Abuse and Lose, and a drug related arrest type. The length of time between referral and intake was also found to be related to failure in the program.

SUMMARY AND DISCUSSION

In 2000 and 2001 there were 6,472 offenders referred to the main CBASAP office with a completed intake for Standard VASAP, Abuse and Lose, Zero Tolerance, and Pre-Adjudication services. Referrals were received primarily from Norfolk and Virginia Beach courts but were also received from other ASAP programs through transfer or from out of state.

As of the writing of this report, 96% of all cases were closed. Based on the closed cases, offenders referred to CBASAP had an overall successful completion rate of 79%. The assessed fees were paid in full by 86% of all offenders. Offenders receiving Standard VASAP services were substantially more successful in completing the program when compared to offenders receiving Abuse and Lose services. This variation in success rates appears to be related to whether or not the underlying arrest for the referral was drug or alcohol related. Offenders with a drug related arrest were substantially less successful than offenders with alcohol related arrests.

Offenders at the greatest risk of failure were those who were referred due to a drug arrest, offenders referred for Abuse and Lose services, and offenders who were classified for Treatment services. Although these factors cannot be changed, the identification of offenders who are at high-risk of program failure can be beneficial. In an attempt to increase success rates, high-risk offenders may be targeted for closer supervision while in the program and may receive additional support and interventions to mitigate the risk.

Nine percent (9%) of all offenders had intakes completed within one day of court referral or program transfer. Also, 47% of all intakes were completed within one month from the time the court referred the case to CBASAP. Seventy-eight percent (78%) of all offenders were seen for an intake within two months while 89% of all offenders had an intake completed within three months of court referral. There was a relationship between the amount of time elapsed between referral and intake and offender success rates. The shorter the time between referral and intake the more likely an offender was to be successful. It must be acknowledged that this time frame can be influenced by the offender as well as the program. However, attempts by the program to decrease the time between referral and intake could further increase the program success rate.

The results of this evaluation are consistent with those completed in recent years. The best predictors of program outcome have remained constant with few exceptions since the first evaluation was completed for calendar year 1996. For this reason, the program is strongly encouraged to consider programmatic changes to address the areas identified above.

As this report demonstrates, a program evaluation based on data provides beneficial information for management to guide the continued successful administration of the program. In addition to the information provided in this report, the review of the 2000 and 2001 data identified potential differences in offender case handling, term definitions, and data entry practices. For this reason a program assessment is recommended to

identify and resolve these discrepancies. The results of this evaluation combined with a program assessment will provide critical information for program management to consider when making improvements in program practices and operations.