

PROGRAM EVALUATION

AN OUTCOME EVALUATION FOR
CALENDAR YEAR 1999

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CHESAPEAKE BAY ASAP

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INTRODUCTION

This report contains an outcome 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 served Accomack and Northampton ever since.

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 an outcome 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 year 1999 for Standard VASAP, Abuse and Lose, and Zero Tolerance, who had an intake completed (n=3,067). An intake is scheduled when an offender is referred for any of the three services listed previously. 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 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. It must be noted that a significant upgrade to Inferno2 was completed on November 30, 1999. During the upgrade to the software application, data was compromised and therefore, was rendered unusable for the purposes of the evaluation. The report documents situations where compromised data or database alterations prevented the completion of analysis.

The evaluation consists of four 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 affect success and failure in the CBASAP program.

Summary – 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 1999 - 3,067 had an intake completed. These cases were used to complete the analyses contained in this section of the report. Intake completion was determined by the presence of a valid intake date for the specific referral.

REFERRALS

Referral Type

Approximately 90% of all offenders were referred for Standard VASAP services as the result of a DUI conviction. Nine percent (9%) of offenders were referred for Abuse and Lose services while approximately 1% were referred for Zero Tolerance services.

Case Type

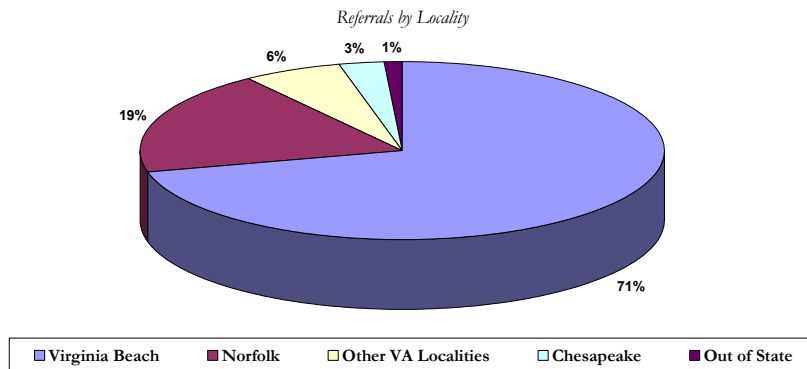
For the cases analyzed, there were two primary types of arrest; alcohol related and drug related. Ninety-one percent of offenders referred were involved in an alcohol related arrest while 9% were involved in a drug related arrest.

Court Referral

The majority of court referrals were received from General District Courts (89%). Circuit Courts comprised the second highest percentage of referrals (10%). The remaining 1% of referrals came from other sources.

Referring Locality

Nearly 3/4ths of all offenders were referred from Virginia Beach while 19% were referred from Norfolk. The remainder of referrals came from Chesapeake (3%), other Virginia localities (6%), or from out of state (1%).



Transfers

Eleven percent (11%) of the 3,067 cases analyzed were transferred out to another ASAP for case management as follows:

RECEIVING ASAP	CASES
Southeastern ASAP	5%
Peninsula ASAP	3%
Another ASAP	3%

In addition, 7% of all cases originated in another program and were transferred in for management by CBASAP staff as follows:

ORIGINATING ASAP	CASES
Southeastern ASAP	3%
Peninsula ASAP	2%
Another ASAP	2%

Alcohol Test Type

The data contained in Inferno2 indicated that of the offenders arrested for an alcohol related offense, 97% submitted to a breath test, 1% submitted to a blood test, and the remaining 2% refused to submit to either type of test. This result is suspect when compared to the results from 1996, 1997, 1998, 2000, and 2001. There is a potential that this data was compromised during the Inferno2 upgrade and therefore, should not be relied upon.

BAC

For offenders who submitted to an alcohol test, the average BAC was .15 percent. The most common BAC was .14 percent. BAC results ranged from .03 to .34 percent.

Restricted License

Due to changes made to the Inferno2 database in 1999, information regarding license restriction was available for only 20% ($n=603$) of offenders. Of the 496 offenders who were identified as receiving restricted licenses, travel was permitted in the following situations: to and from work - 73%, to and from ASAP - 72%, during work - 59%, to and from medical appointments - 23%, and to and from school - 15%.

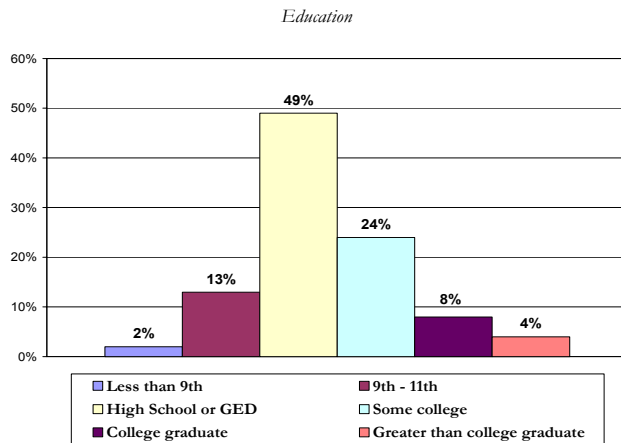
OFFENDER CHARACTERISTICS

Sex, Race, Age

Men constituted 80% of the population. The racial distribution of offenders was as follows: 76% were white, 20% were black, and 4% were of another race. The age of offenders ranged from 17 to 78 years old, with the average age being 33 years old.

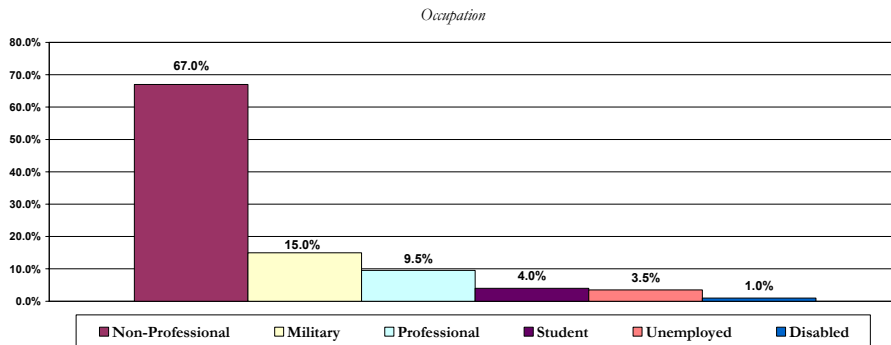
Education

Nearly half (49%) of all program participants had a high school diploma or GED. Fifteen percent (15%) of the offenders had less than a high school education while 12% had at least a college degree.



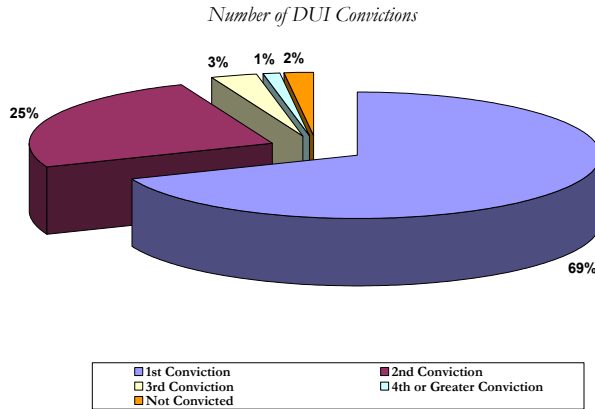
Occupation

Of the offenders referred, 92% were gainfully employed at the time of intake. In addition, 15% of all offenders were employed by the military.



Number of DUI Convictions

Of the offenders referred to CBASAP with a DUI *arrest*, 2% were convicted of a charge other than DUI for the current referral. Of those 2%, none had been previously convicted of DUI. For 69% of all referred offenders, the current conviction was their first. For 25% of offenders the current conviction was their second with 3% and 1% of offenders being convicted of a third and fourth or greater conviction respectively.



Prior ASAP, Treatment, Recidivism

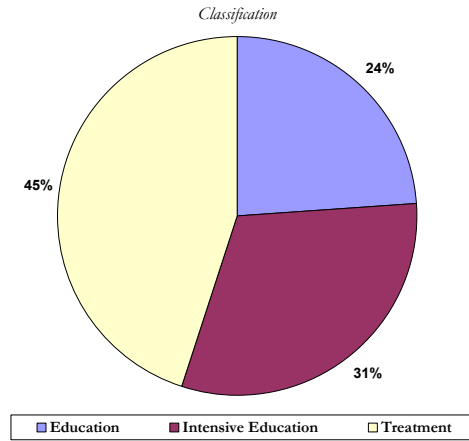
Prior program evaluations contained analysis of offenders who had previously attended ASAP and treatment. As a result of the 1999 Inferno2 upgrade, data relating to prior ASAP and prior treatment are no longer collected. Data fields that gathered this information were removed from Inferno2. However, an examination of the entire database identified 363 (12%) of the 3,067 offenders who had been referred to CBASAP for either Standard VASAP, Abuse and Lose, or Zero Tolerance at some time in the past. Conversely, 88% of all offenders had never been previously referred to CBASAP.

Twenty-nine percent (29%) off all offenders were identified as recidivists at the time of intake.

OFFENDER AND PROGRAM PERFORMANCE

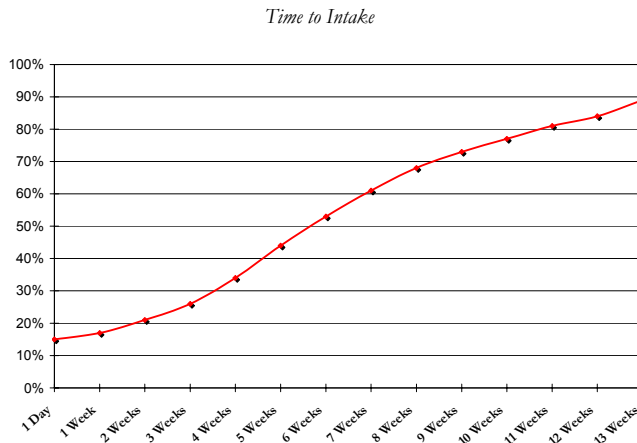
Classification

Offenders were classified into three levels of 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. Fifteen percent (15%) of all offenders had intakes completed within one day of court referral or program transfer. It should be noted that 11% of the 15% were cases transferred out. In these instances the practice was to identify the same referral and intake date. In addition, 34% of all intakes were completed within one month from the time the court referred the case to CBASAP. Seventy-six percent (76%) 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 3,067 offenders supervised in 1999. The case managers conducted intakes for an average of 383 offender cases.

Intake and Intervention Closure

All offenders referred to CBASAP were classified into one of three service categories (Education, Intensive Education, and Treatment) as part of the programs' primary intervention. The table below demonstrates the time elapsed between intake and case closure (successful or unsuccessful completion of the primary intervention). It should be noted that cases closed successfully continue to be monitored for the duration of the license restriction.

TIME	% CLOSED
6 months	15%
1 year	74%
2 years	97%
3 years	98%

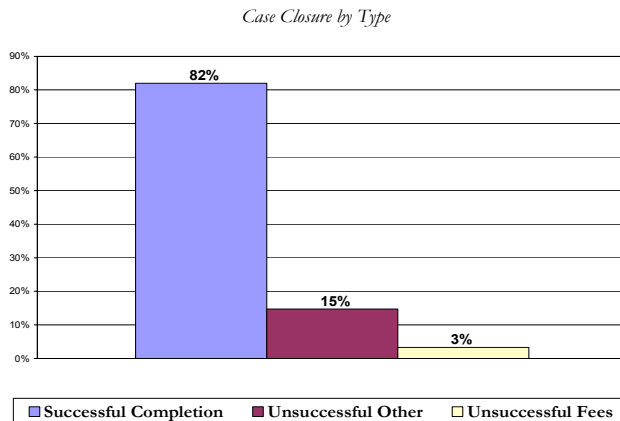
■ *Table: Intake to intervention closure.*

Fees

Eighty-seven percent (87%) of all offenders paid their assessed fee in full. Details regarding the remaining unpaid fees were unavailable due to compromised data as a result of the 1999 Inferno2 upgrade.

Case Outcome

Ninety-five percent (95%) of all cases were closed by July 2003. Of the closed cases, 82% were closed successfully, 3% were closed unsuccessfully due to failure to pay fees only, and 15% were closed unsuccessfully for other reasons.



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.

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 13% more likely to succeed than offenders referred for Abuse and Lose (Standard VASAP 83% vs. Abuse and Lose 70%). Chi-Square $p = .000$ $n = 2913$

Case 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 83% success rate as compared to a 69% success rate for offenders with a drug related arrest. Chi-Square $p = .000$ $n = 2900$

Court Referral

Offenders referred by a circuit court were 13% more likely to successfully complete the program than were offenders referred by a general district court (94% Circuit Court vs. 81% GDC). This difference was found to be statistically significant. Chi-Square $p = .000$ $n = 2872$

Referring Locality

There was a significant difference in success rates between referrals from Norfolk and Virginia Beach courts (71% successful Norfolk, 84% successful Virginia Beach). Chi-Square $p = .000$ $n = 2649$

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 .146%, mean BAC unsuccessful cases .147%). t-test $p = .494$ $n = 2059$

OFFENDER CHARACTERISTICS

Sex

Women were 7% more likely to successfully complete the program than were men (88% success rate vs. 81% success rate). This difference was found to be statistically significant. Chi-Square $p=.000$ $n=2914$

Race

There was a statistically significant difference in success rates between offenders who were white, black, or another race. Chi-Square $p=.000$ $n=2883$

RACE	SUCCESSFUL
White	84%
Other	81%
Black	73%

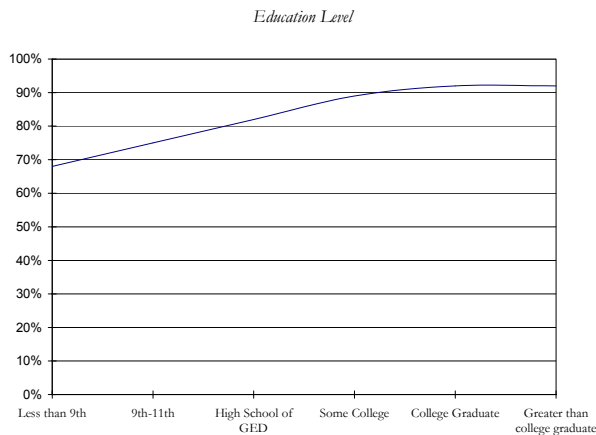
■ *Table: Success rates by race.*

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 $p=.008$ $n=2010$

Education

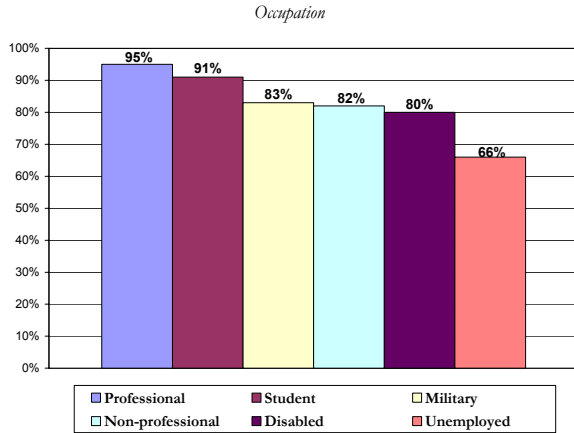
There was a positive relationship between education level and program success rate. The greater the education level, the greater the chance of successful program completion.



Mann-Whitney U $p=.000$ $n=2186$

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 $p=.000$ $n=2355$

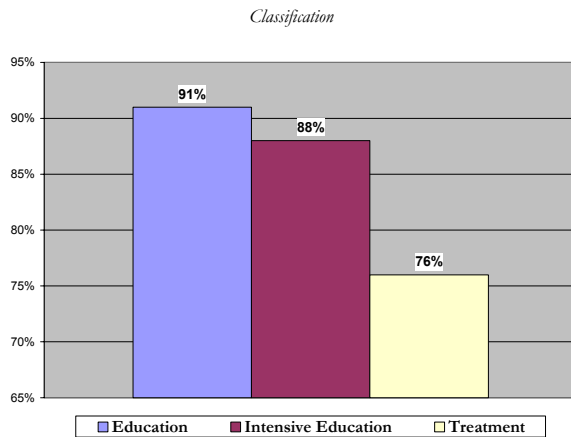
Number of DUI Convictions

There was a negative relationship between the number of DUI convictions and successful program completion rate. Offenders with two or more DUI convictions were 6% more likely to unsuccessfully complete the program. This difference was found to be statistically significant. Mann-Whitney U $p=.001$ $n=1881$

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 $p=.000$ $n=2416$

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 48.5 days between referral and intake; conversely, unsuccessful offenders waited an average of 68 days between referral and intake. t -test $p=.000$ $n=2892$

Intake and Closure

Offenders who completed the program successfully averaged 370 days between intake and case closure. Offenders who unsuccessfully completed the program averaged 415 days between intake and case closure. This difference was found to be statistically significant. t -test $p=.000$ $n=2913$

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 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 three times more likely to fail when compared to offenders classified for Education services.

Case Type/Referral Type

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

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 case type of drug related arrest, and a referral type of Abuse and Lose. The length of time between referral and intake was also found to be related to failure in the program.

SUMMARY

In 1999 there were 3,067 offenders referred to the main CBASAP office with a completed intake for Standard VASAP, Abuse and Lose, and Zero Tolerance 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.

Offenders referred to CBASAP had an overall successful completion rate of 82%. The assessed fees were paid in full by 87% 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 who were classified for Treatment services were more likely to be unsuccessful when compared to offenders who were classified for Education and Intensive Education services.

Fifteen percent (15%) of all offenders had intakes completed within one day of court referral or program transfer. Also, 34% of all intakes were completed within one month from the time the court referred the case to CBASAP. Seventy-six percent (76%) 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.

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.

It is also interesting to note the relationship between successful case closures and time between referral and intake. As time between referral and intake decreased, successful completion rates increased. 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.