

North Carolina Division of Community Corrections

Presented to

The NC Institute of Medicine

Task Force on Substance Abuse Services

June 2008

NORTH CAROLINA

1993 - 2007

**“The Evolution of
Community Corrections”**

Robert Lee Guy, Director

TOUGH

PUNISHMENTS

THAT MAKE CENTS

COMMUNITY CORRECTIONS STRATEGY

NC DIVISION OF COMMUNITY CORRECTIONS

“The overall mission of the Division of Community Corrections is to protect the safety of the citizens throughout the state by providing viable alternatives and meaningful supervision to offenders placed in our custody. How we accomplish this is through an equal balance of control and treatment for offenders that will positively affect their behavior and lifestyle patterns.” (Introduction in the DCC Violation Policy Lesson Plan)

FY: 06-07

Budget: 134.4 Million

Offender Population: 126,381

Staff: 2,572

Supervised: 117,164

Certified Officers: 2,011

Unsupervised/CSWP: 9,217

Programs/Sanction Oversight

- **Day Reporting Centers* (20)**
- **Electronic House Arrest**
- **Intensive Control Program**
- **Community Service Work Program**
- **Substance Abuse Screening and Intervention Program**
- **Resource Centers* (18)**
- **Satellite Substance Abuse* (44)**
- **Pre-Trial* (20)**
- **Post-Release/Parole**
- **Victims Advocate Program**

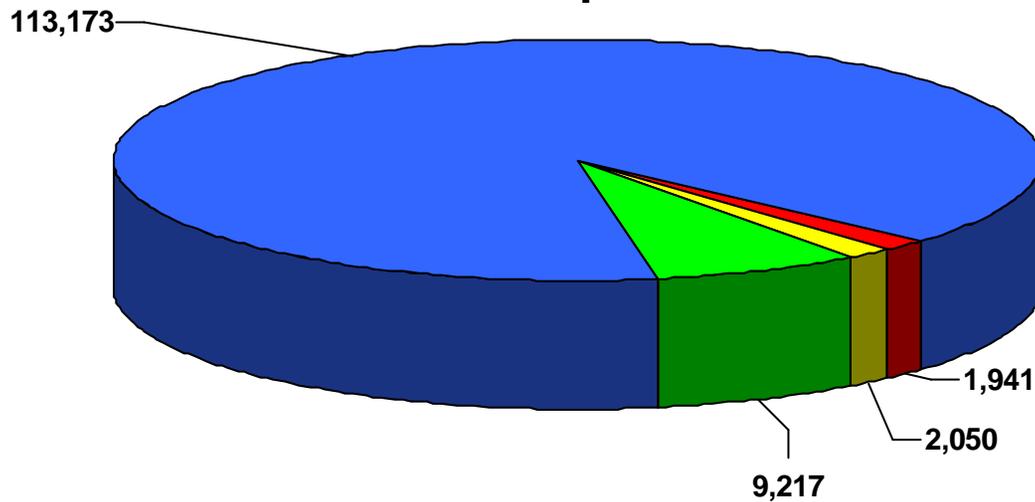
***CJPP Funded**

Offender Statistics

Supervised Offender Populations

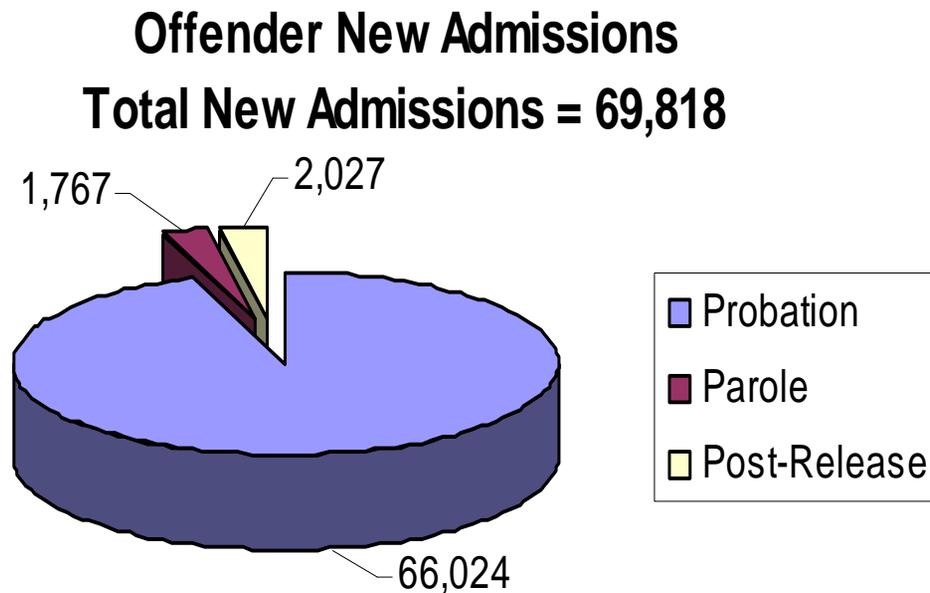
Total Offenders = 126,381 (6/01/07)

*Supervised with CSWP is included in Probation Population



Offender New Admissions

(Supervised with CSWP is included in Probation)

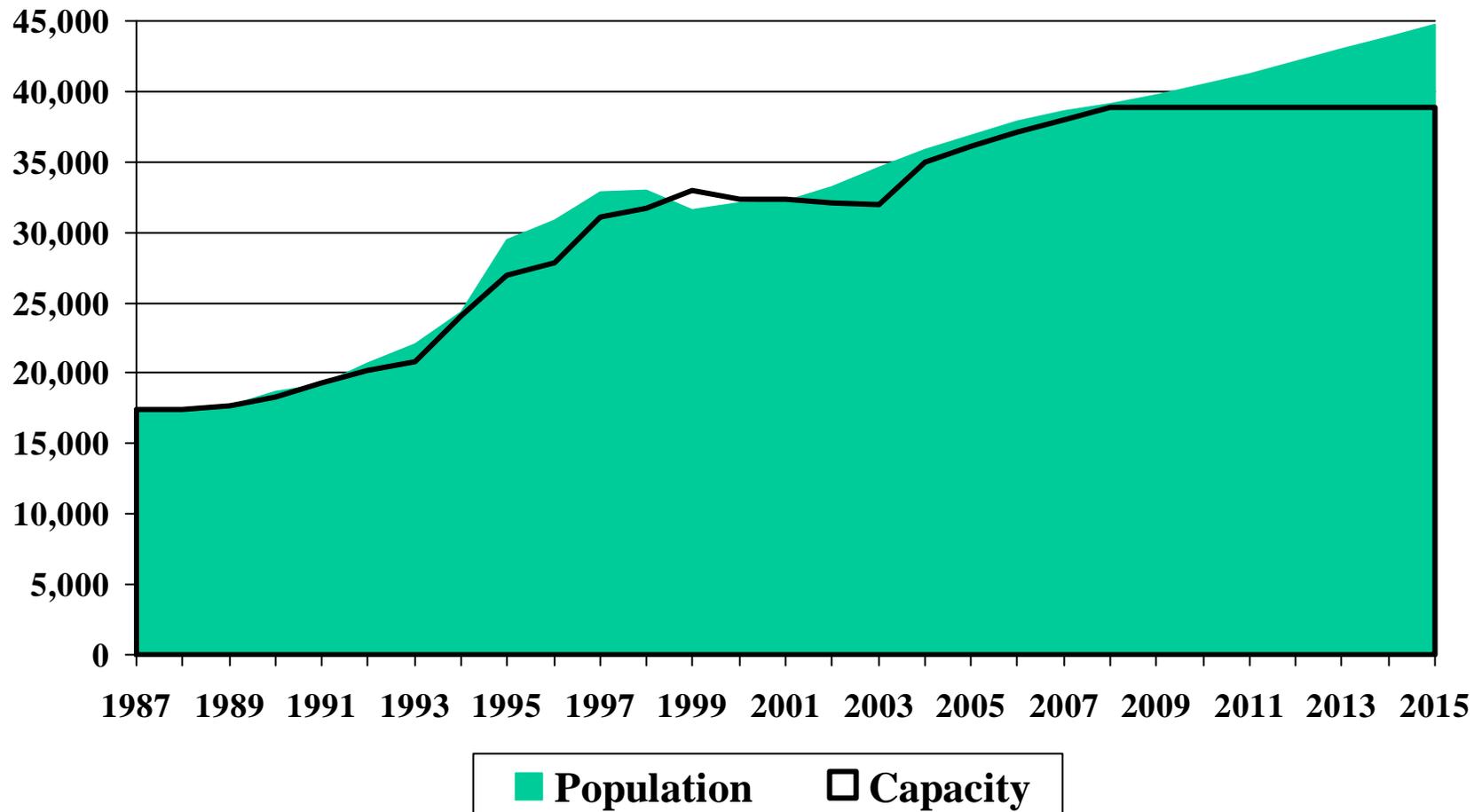


Distribution of FY 2006-2007 Probation Entries by Punishment Type

Intermediate -23.3%
Community – 53.6%
DWI – 14.4%
Pre-Structured Sentencing - .06%
Non-NC Offenses – 2%
Other – 6.5%

NC PRISON POPULATION AND CAPACITY

UPDATED JANUARY 2006



Note: Prison capacity figures reflect Expanded Operating Capacity.

SOURCE: NC Sentencing and Policy Advisory Commission and NC Department of Correction

NORTH CAROLINA CRIMINAL JUSTICE SYSTEM 1993-2007

◆ SENTENCING REFORM (10/1/94)

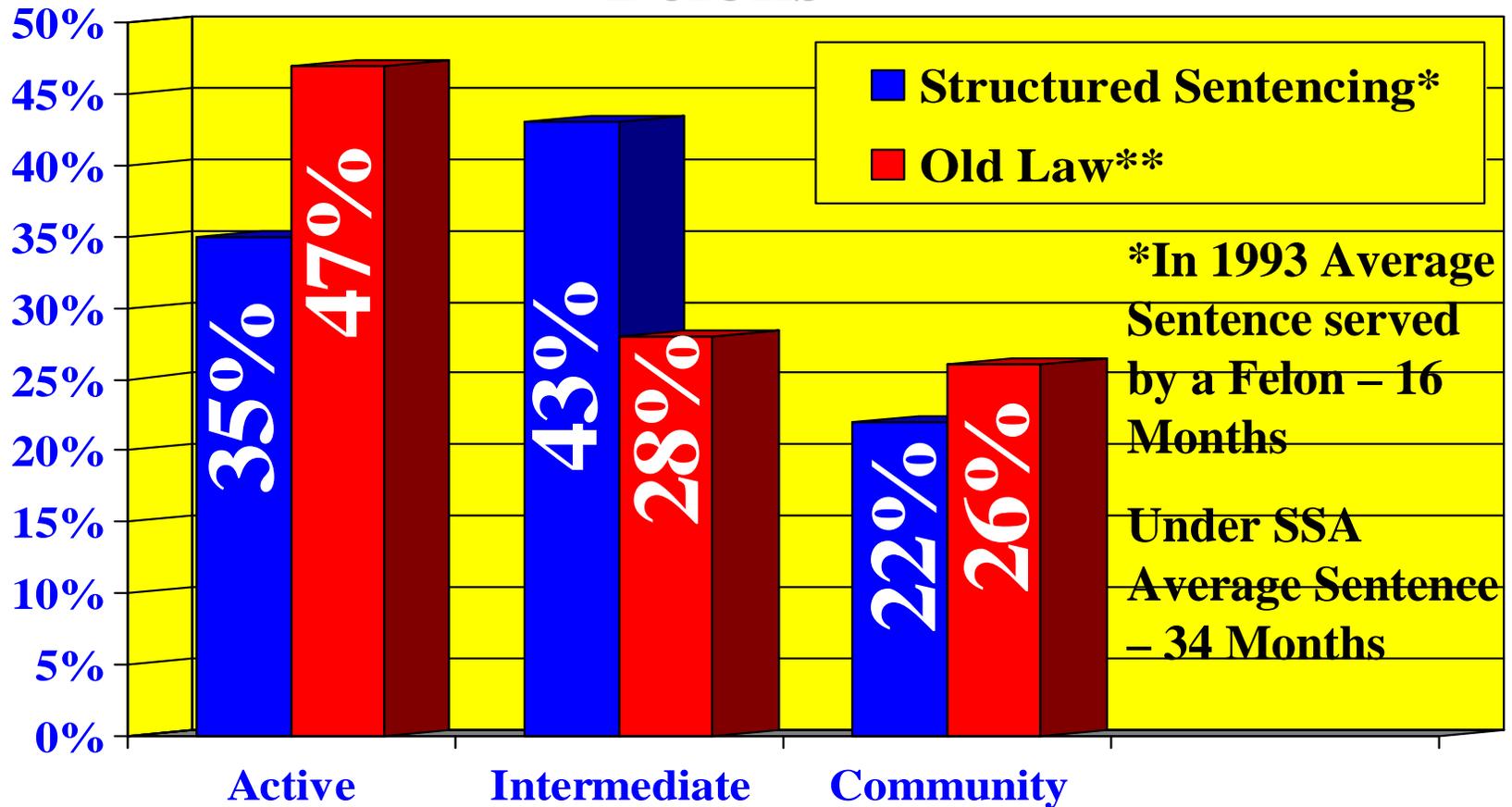
- Truthful Sentencing Policies
- Consistent and Certain Sentences
- Sentencing Policy that projects resource priorities
- Sentencing Policy supported by resources

◆ CORRECTIONAL REFORM (1994 - ON-GOING)

- Adequate Prison Capacity A Must
- Funding to Match Projections
- Staff/Programs geared toward a violent, changing population
- Efficient use of Existing Resources\

“COMMUNITY CORRECTIONS STRATEGY”
THE CORNERSTONE AND FOUNDATION TO
CRIMINAL JUSTICE REFORM

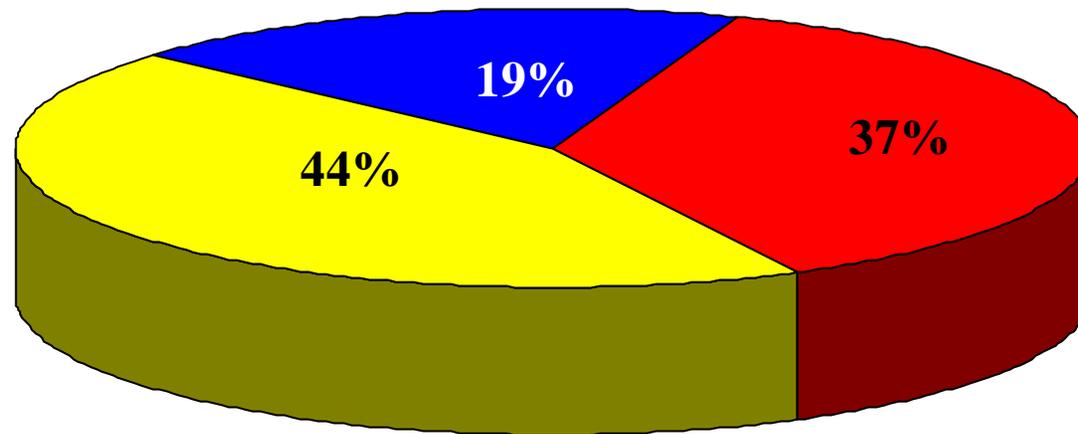
Type of Punishment Imposed Felon



* SOURCE: NC Sentencing and Policy Advisory Commission

** SOURCE: 1993 Pre-Structured Sentencing Data

Felons Sentenced Under North Carolina's Structured Sentencing Law



**Felony Non-Trafficking Drug and Property Offenders
comprise more than 60% of the Intermediate Population**

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 Statistical Report Data

**NORTH CAROLINA
PUNISHMENT TYPES, POPULATION, COST**

April 30, 2008

**ACTIVE: Approx. 39,227 + 27%
COST: \$73.71 Avg. Cost Per Day**

INTERMEDIATE: Approx. 30,245 21%

**COMMUNITY: Approx. 57,586 40%
(Traditional Probation)**

**INTERMEDIATE/COMMUNITY Ave. Cost Per Day:
\$2.09**

**OTHER – DWI
12% 18,002**

***** Effective for Offenses Committed on or after 12/1/95*****

FELONY PUNISHMENT CHART

PRIOR RECORD LEVEL

OFFENSE CLASS

	I 0 Pts	II 1-4 Pts	III 5-8 Pts	IV 9-14 Pts	V 15-18 Pts	VI 19+ Pts	
A	Death or Life Without Parole						
B1	A 240-300	A 288-360	A 336-420	A 384-480	A Life Without Parole	A Life Without Parole	DISPOSITION Aggravated Range
	192-240	230-288	269-336	307-384	346-433	384-480	PRESUMPTIVE RANGE
	144-192	173-230	202-269	230-307	260-346	288-384	Mitigated Range
B2	A 157-196	A 189-237	A 220-276	A 251-313	A 282-353	A 313-392	
	125-157	151-189	176-220	201-251	225-282	251-313	
	94-125	114-151	132-176	151-201	169-225	188-251	
C	A 73-92	A 100-125	A 116-145	A 133-167	A 151-188	A 168-210	
	58-73	80-100	93-116	107-133	121-151	135-168	
	44-58	60-80	70-93	80-107	90-121	101-135	
D	A 64-80	A 77-95	A 103-129	A 117-146	A 133-167	A 146-183	
	51-64	61-77	82-103	94-117	107-133	117-146	
	38-51	46-61	61-82	71-94	80-107	88-117	
E	I/A 25-31	I/A 29-36	A 34-42	A 46-58	A 53-66	A 59-74	
	20-25	23-29	27-34	37-46	42-53	47-59	
	15-20	17-23	20-27	28-37	32-42	35-47	
F	I/A 16-20	I/A 19-24	I/A 21-26	A 25-31	A 34-42	A 39-49	
	13-16	15-19	17-21	20-25	27-34	31-39	
	10-13	11-15	13-17	15-20	20-27	23-31	
G	I/A 13-16	I/A 15-19	I/A 16-20	I/A 20-25	A 21-26	A 29-36	
	10-13	12-15	13-16	16-20	17-21	23-29	
	8-10	9-12	10-13	12-16	13-17	17-23	
H	C/I/A 6-8	I/A 8-10	I/A 10-12	I/A 11-14	I/A 15-19	A 20-25	
	5-6	6-8	8-10	9-11	12-15	16-20	
	4-5	4-6	6-8	7-9	9-12	12-16	
I	C 6-8	C/I 6-8	I 6-8	I/A 8-10	I/A 9-11	I/A 10-12	
	4-6	4-6	5-6	6-8	7-9	8-10	
	3-4	3-4	4-5	4-6	5-7	6-8	

Note: A – Active Punishment I – Intermediate Punishment C – Community Punishment
 * Numbers shown are in months and represent the range of minimum sentences.

WHY is Community Corrections so VITAL to our Criminal Justice System?

- ❑ SOUND ECONOMICS**
- ❑ GOOD PUBLIC POLICY**
- ❑ PUBLIC HEALTH**
- ❑ PUBLIC SAFETY**
- ❑ THE RIGHT THING TO DO**

FACT: Regardless of sentencing practices or laws it is a known fact that less than 1% of all offenders incarcerated will remain there for life.

Front end control and rational planning before release are essential to the 99% that remain in or return to our communities.

SOUND ECONOMICS

Cost of doing “Correctional” Business in North Carolina

PRISONS

- ❖ Avg. Daily Cost 73.71
- ❖ 26% Population
- ❖ 1,000 Bed Facility
\$100 Million
(75 to Construct
25 to Operate)

INTERMEDIATE PUNISHMENTS

- ❖ 21% Population
- ❖ Avg. Daily Cost
\$4.00 - \$15.00

COMMUNITY PUNISHMENTS

- ❖ 41% Population
Avg. Daily Cost \$1.96

***FACT: Re-Redirecting Non-Violent (Property Offenders) and High Need (Non-Trafficking Drug Users) to Intermediate Programs reserves expensive prison beds for Violent Non-Conforming Offenders!**

Other Economic Factors:

➤ Offenders in the Community must:

- **Work**
- **Support their Families**
- **Perform Community Service**
- **Pay Taxes**
- **Pay Restitution**
- **Participate in Treatment**

North Carolina's Division of Community Corrections enforced the collection of the following fees in **FY 2006-2007:**

Supervision Fee	\$15.8 Million	(General Fund)
Restitution	\$17.9 Million	(Victims)
Fines	\$ 7.0 Million	(Education)
Court Costs	\$ 7.6 Million	(General Fund)

COMMUNITY CORRECTIONS – SOUND ECONOMICS

GOOD PUBLIC POLICY

“COMMUNITY CORRECTIONS” 21st CENTURY



“DEVELOPING AND IMPLEMENTING A CONTINUUM OF PUNISHMENTS THAT HOLDS OFFENDERS ACCOUNTABLE FOR THEIR ACTIONS AND A COMPREHENSIVE TREATMENT STRATEGY WITHIN A COMMUNITY SETTING.”

Robert Lee Guy

**The North Carolina
State-County Criminal Justice Partnership Act of 1993
G.S. 143B-273**

Created to support
The Structure Sentencing Act (SSA) of 1993

The Department of Correction is mandated oversight and
technical assistance of the CJPP Grant Funding

The Criminal Justice Partnership Act Was Designed to Achieve the Following:

- To implement recommendations of the NC Sentencing and Policy Advisory Commission by providing community corrections programs which appropriately punish criminal behavior and which offer rehabilitative opportunities.
- To expand sentencing options for courts
- To promote coordination between State and county community corrections programs
- To improve public confidence in community based punishments

Goals of the CJPP Act per General Statutes

- To Reduce Recidivism
- To Reduce the Number of Probation Revocations
- To Reduce Alcoholism and other drug dependencies among offenders
- To Reduce the Cost of Incarceration to the State and Counties

Types of CJP Programs

FY 2006-2007

- **20 Day Reporting Centers (DRC – Stand alone sanction)**
- **18 Resource Centers (RC)**
- **44 Satellite Substance Abuse Tx. Centers (SSAT)**
- **83 CJP Programs in 94 counties– some counties have combined**
- **Serve approximately 5000-6000 per year**

Services Offered by CJPP

- Intensive, Regular and Aftercare Substance Abuse/Drug Education
- GED, Adult Basic Education
- Employment/Job Seeking and Retention Skills – Job Placement – Work Program
- Life Skills
- Anger Management and Domestic Violence
- Cognitive Behavioral Intervention
- TASC Services > Assessments & Care Management
- Sex Offender Treatment (In-Kind)

INTERMEDIATE STRATEGIES

◆ CONTROL/TREATMENT PLAN

◆ SPECIALIZED OFFICERS

- INTENSIVE CASE OFFICERS**

- INTERMEDIATE PROBATION OFFICERS**

◆ CONTROLLING CONDITIONS

- CURFEWS**

- RESTRICTION OF MOVEMENT**

- INCREASED FREQUENCY/INTENSITY OF CONTACT**

- INCREASED OFFICER PRESENCE IN COMMUNITY**

◆ TREATMENT CONDITIONS

- MANDATORY DRUG SCREENS**

- TREATMENT ASSESSMENT**

- ENFORCED PARTICIPATION IN TREATMENT**

- MANDATORY WORK/SCHOOL**

VIOLATION PHILOSOPHY

The goal of community supervision is to selectively and proactively intervene with offenders to reduce the likelihood of future criminal activity and promote compliance with the supervision strategy ensuring an appropriate and proportionate response to all violations of the conditions of probation, taking into account offender risk, the nature of the violation, and the objective of offender accountability.

The basic expectations underlying the Division's policy regarding probation violations are:

- There will be a response to every detected violation.**
- Responses to violations will be proportional to the risk to the community posed by the particular offender, the severity of the violation, and the current situational risk.**
- Responses to violations will hold some potential for long-term positive outcomes in the context of the supervision strategy.**
- While response to violation behavior is determined by considering both risk and needs, risk to the community is the overriding consideration.**
- Probationers who demonstrate a habitual unwillingness to abide by supervision requirements or who pose undue risk to the community will be subject to revocation of probation.**



**OFFENDER
MANAGEMENT
MODEL**

ONE OFFENDER – ONE CASE PLAN – ONE TEAM



*** BALANCES INTERVENTION OPPORTUNITIES PROVIDED BY DHHS AND OUR OWN CRIMINAL JUSTICE PARTNERSHIP PROGRAM WITH THE CONTROLLED SUPERVISION OF DCC OFFICERS!**

NC Offender Management Model

Target Population

I Punishments, C Punishments at-risk for Revocation, Post-Releasees who completed a prison tx program



TASC Screening & Assessment



Collaborative Individualized Case Planning



Control, Care & Service Management

Team staffings & shared decision-making

North Carolina Criminal Justice Planning Flow Chart

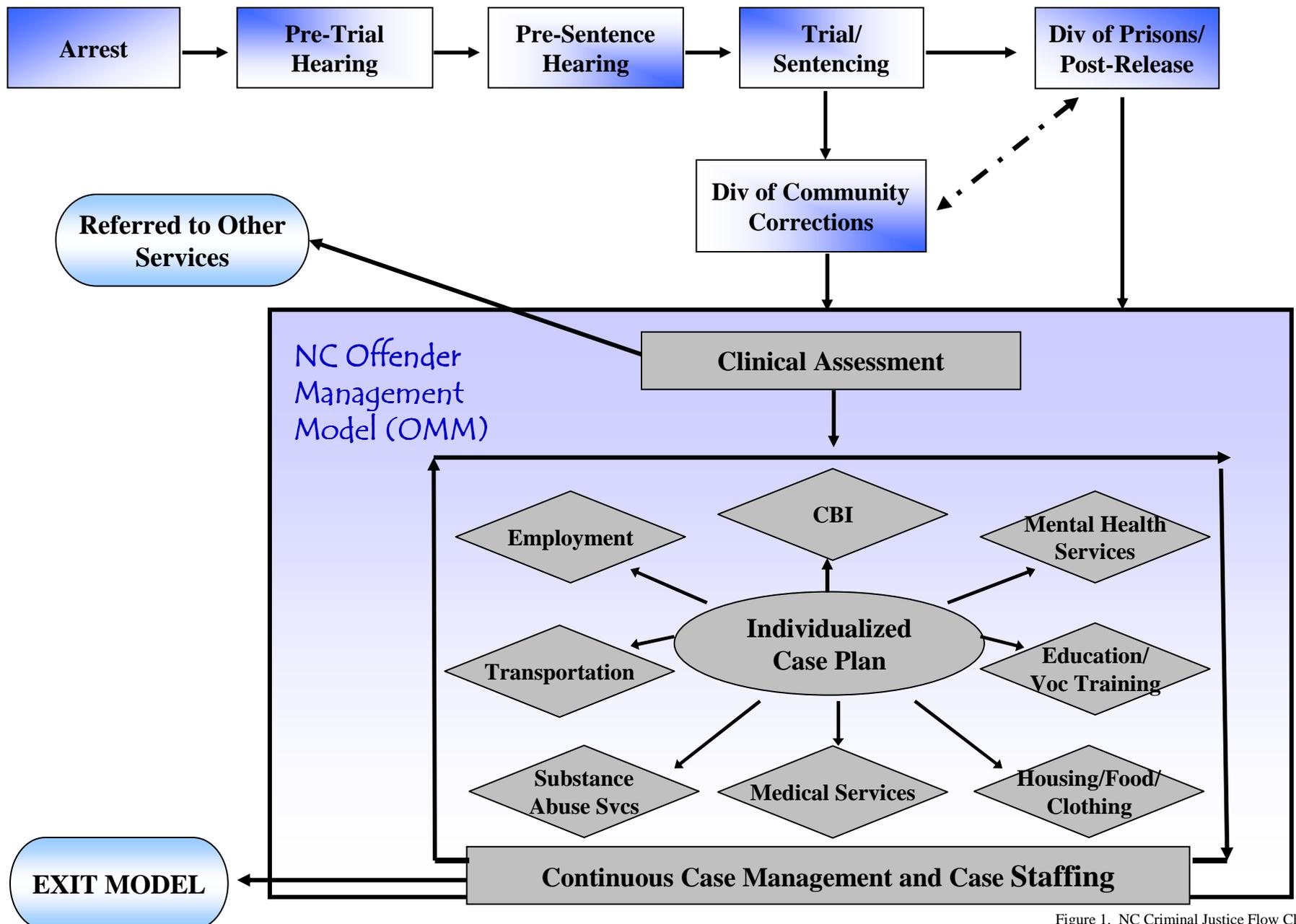
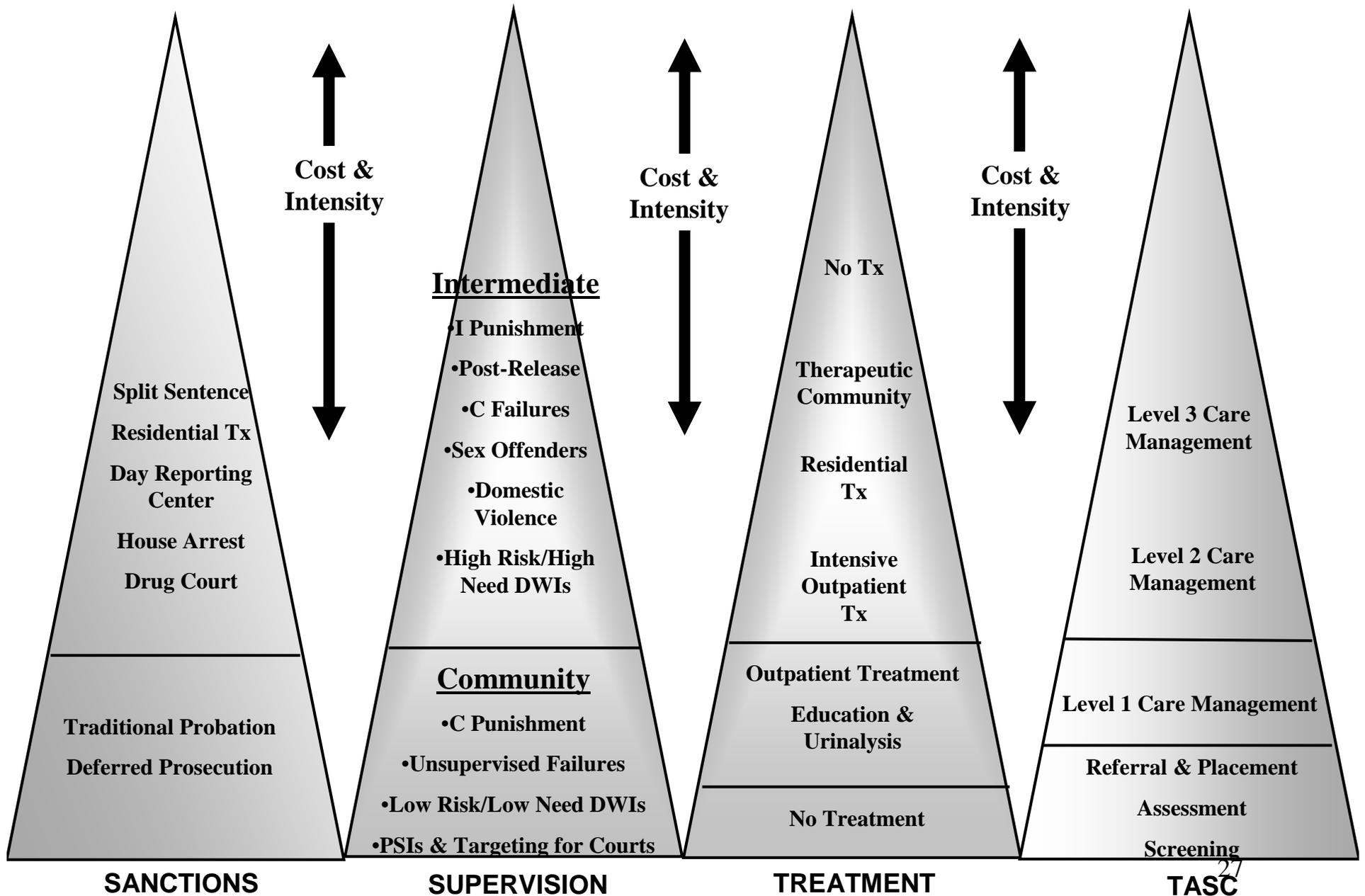


Figure 1. NC Criminal Justice Flow Chart

NC Continuum of Sanctions, Supervision & Care



Evolving Solution

Our Common Goal: Safely manage high-risk, high-need offenders in the community

- Treatment System Needs:
 - Less reliance on institutions
 - Better resource utilization & management
 - Increased community capacity
 - Effective treatment, interventions & case management

- Justice System Needs:
 - Less reliance on institutions
 - Effective & available care
 - Regular communication
 - Offender & treatment accountability

OMM: Balancing Control & Tx

- **One Offender**
One Case Plan
One Team
- **Common Goal: Safely manage high-risk, high-need offenders in the community**
- **Balances Intervention Opportunities provided thru DMHDDSAS & Supervision provided thru DCC & AOC**



N. C. OFFENDER MANAGEMENT MODEL

OBJECTIVES OF THE PARTNERSHIP BETWEEN DOC/DHHS ARE:

- ✓ CREATING A SEAMLESS CONTINUUM OF SERVICES TO OFFENDERS!**
- ✓ REDUCING THE RATE OF TECHNICAL AND DRUG VIOLATORS!**
- ✓ LEVERAGING RESOURCES AND PREVENTING DUPLICATION OF EFFORT!**
- ✓ PROVIDING COMPREHENSIVE COGNITIVE BEHAVIORAL INTERVENTIONS!**

CONTROL

24/7

TREATMENT

DAY REPORTING CENTERS
(SELECT JURISDICTIONS)



■ SUPERVISION TEAM

- DRC DIRECTOR
- INTERMEDIATE PROBATION OFFICER
- SURVEILLANCE OFFICER
- TASC CARE MANAGER

■ ON SITE SERVICES

- COGNITIVE BEHAVIOR INTERVENTION TRAINING
- JOB SKILLS TRAINING; PLACEMENT SERVICES
- SUBSTANCE ABUSE SERVICES
- EDUCATIONAL COURSES, ANGER MANAGEMENT

TARGET POPULATION: HIGH NEED, SUBSTANCE ABUSERS, UNEMPLOYED, UNDER EMPLOYED, COMMUNITY PUNISHMENT VIOLATORS

COMMUNITY CORRECTIONS: SOFT ON CRIME?

ABSOLUTELY NOT!

Strategy Must:

- ❑ Balance public's expectation for protection, control, and accountability with resources necessary to control and treat the high-risk/high-need offender in the community.
- ❑ Strive for a balance between Control and Treatment based on offender's needs and risk
 - Manage risks by supervisory control
 - Manage needs through treatment collaboration
- ❑ Prioritize resources based on risk and needs of offenders
- ❑ Build partnerships with law enforcement, treatment providers, schools, victims and the public.

Effectiveness/Efficiency of Community Corrections

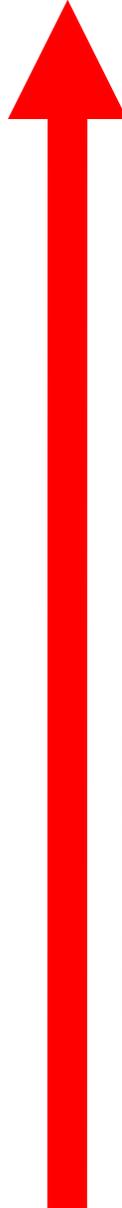
ACTIVE

- 44% Recidivism
- \$73.71 Per Day
- 27% Population

Public Safety/Health Fact

Studies reflect that with drug treatment and community supervision, primary drug use decreases by nearly one-half, reported alcohol & drug related medical visits decline by one-half and criminal activity decreases by as much as 80%.

SUCCESS HIGHER COST HIGH RISK



HIGH NEED

FAILURE

INTERMEDIATE PUNISHMENTS

- 32% Recidivism
- \$2.09 Per Day
- 21% Population

COMMUNITY PUNISHMENTS

(Traditional Probation/Parole Supervision)

- 24% Recidivism
- \$2.09 Per Day
- 41% Population

REVOCATION RATE – 28-30%

**NORTH CAROLINA
DIVISION OF COMMUNITY CORRECTIONS
2007**

☐ INTERMEDIATE PUNISHMENTS

☐ COMMUNITY PUNISHMENTS

- **Intermediate, Intensive Officers**
 - **Special Probation**
 - **Electronic House Arrest**
 - ***Day Reporting Centers**
- **Community Probation/Parole Officers**
 - **Traditional Supervision Strategies**
 - **Community Service Work Program**
- **Substance Abuse Screening Program**
 - ***Satellite Substance Abuse Programs**
 - ***Resource Centers, Pre-Trial Services**
 - **Post-Release, Re-Entry Services**
 - **Victim Services**

***Funded
through
CJPP Act**

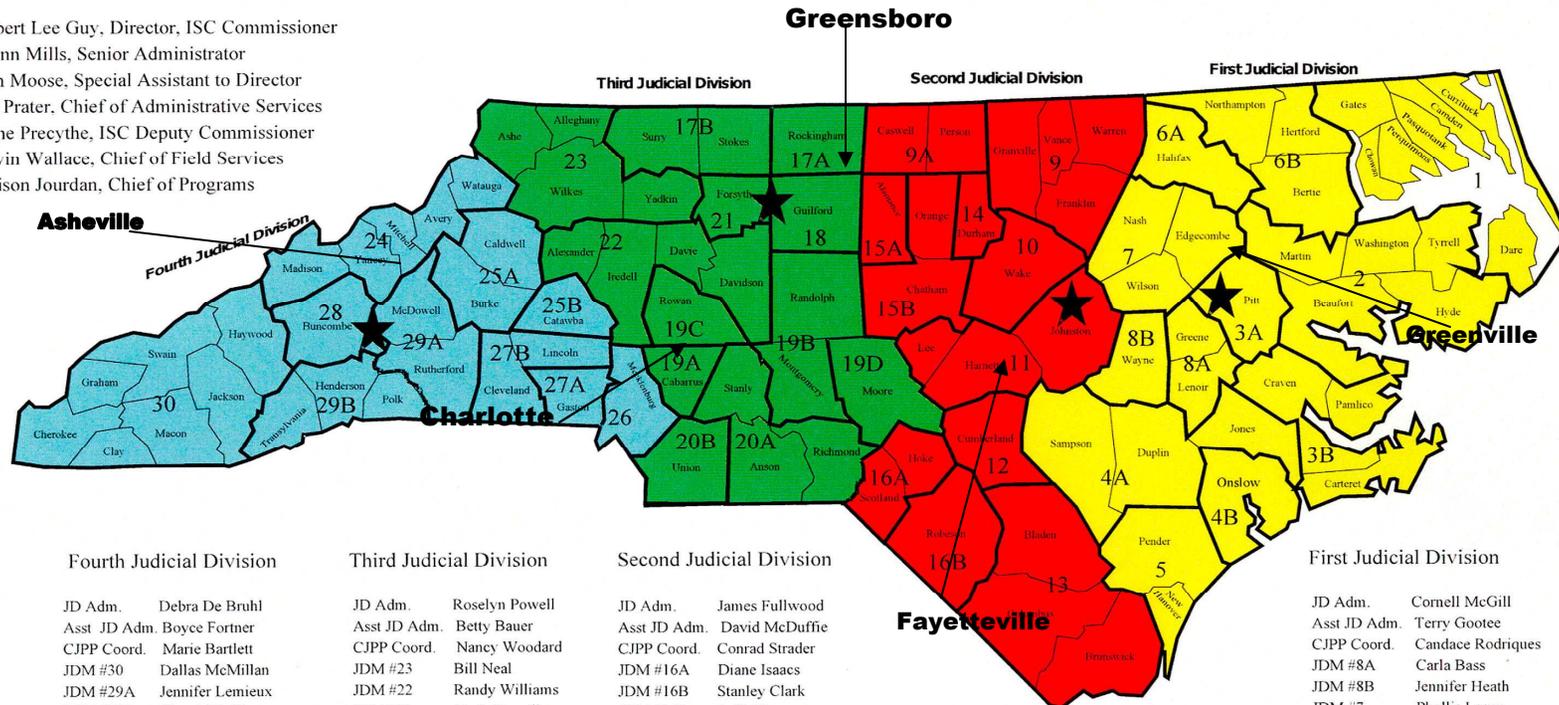
North Carolina's Keys to Success

- Good Public Policy
- Resources
- Case Management Strategy
- Infrastructure

N. C. DEPARTMENT OF CORRECTION

DIVISION OF COMMUNITY CORRECTIONS

Robert Lee Guy, Director, ISC Commissioner
 Glenn Mills, Senior Administrator
 Tim Moose, Special Assistant to Director
 Joe Prater, Chief of Administrative Services
 Anne Precythe, ISC Deputy Commissioner
 Kevin Wallace, Chief of Field Services
 Allison Jourdan, Chief of Programs



Fourth Judicial Division

JD Adm. Debra De Bruhl
 Asst JD Adm. Boyce Fortner
 CJPP Coord. Marie Bartlett
 JDM #30 Dallas McMillan
 JDM #29A Jennifer Lemieux
 JDM #29B Cheryl Modlin
 JDM #28 Lori Anderson
 JDM #27A Sandra Holland
 JDM #27B Tracy Royster
 JDM #26 Phyllis Bridges
 JDM #25A David Throneburg
 JDM #25B Janet Crump
 JDM #24 Jerry Jackson

Third Judicial Division

JD Adm. Roselyn Powell
 Asst JD Adm. Betty Bauer
 CJPP Coord. Nancy Woodard
 JDM #23 Bill Neal
 JDM #22 Randy Williams
 JDM #21 Chris Oxendine
 JDM #20A Barbara Orr
 JDM #20B Libby Ruth
 JDM #19A Catherine Combs
 JDM #19B Timothy Poole
 JDM #19C Rose Cox
 JDM #19D Randy Hussey
 JDM #18 Max Gerald
 JDM #17A George Aldridge
 JDM #17B David Willard

Second Judicial Division

JD Adm. James Fullwood
 Asst JD Adm. David McDuffie
 CJPP Coord. Conrad Strader
 JDM #16A Diane Isaacs
 JDM #16B Stanley Clark
 JDM #15A Jeff Allen
 JDM #15B Tommy Perry
 JDM #14 Geoffrey Hathaway
 JDM #13 Robert Shannon
 JDM #12 Wayne Marshburn
 JDM #11 Vacant
 JDM #10 Doug Pardue
 JDM #9 Royster Washington
 JDM #9A John Lee

First Judicial Division

JD Adm. Cornell McGill
 Asst JD Adm. Terry Gootee
 CJPP Coord. Candace Rodrigues
 JDM #8A Carla Bass
 JDM #8B Jennifer Heath
 JDM #7 Phyllis Leary
 JDM #6A Vernon Bryant
 JDM #6B Bill Mitchell
 JDM #5 Jean Walker
 JDM #4A Kenneth King
 JDM #4B Mike Morton
 JDM #3A Mary Lou Sutton
 JDM #3B James Parker
 JDM #2 Jami Stohlman
 JDM #1 Ray Griggs