



R. Seth Williams, District Attorney

**Pre-Entry & Re-Entry Transition Sub-Committee
Report and Recommendations**

Leon A. King II, Esq. – Co-Chair

Mr. Jeffery Brown – Co-Chair

Mr. Malik Aziz

Dr. James Keely

Dr. Paul J. Fink

Paul Heroux, MS, MSc

Mr. C.B. Kimmons

Mr. John Lieb

Antoinette Aziz

Drafted, Compiled and Edited by

**Leon A. King II, Esq.
&
Paul Heroux, MS, MSc**

March 10, 2010

Introduction & General Recommendations

Our Committee was asked to use our education and experience to advise District Attorney Williams on the steps that need to be taken in the areas of prisoner pre-entry and re-entry to enhance public safety in the City of Philadelphia. Upon consideration and reflection, we unanimously make the following recommendations which will be expanded upon in later sections:

1. Use a “system wide” budgetary and planning approach to “re-deploy, expand, save money and enhance public safety (R.E.S.S.) with City General Fund dollars, while looking to foundations, grants from various sources, and direct taxpayer money from Harrisburg and Washington, D.C. as secondary sources of money;
2. Institutionalize system-wide analysis and planning by hiring a criminal justice analyst and related staff;
3. Use the “Bully Pulpit” of the District Attorney’s Office to institute cultural change throughout the criminal justice system in the Commonwealth and City through an aggressive legislative agenda and a strong personal involvement in issues involving re-entry and pre-entry;
4. Implement or expand specialty courts and jail diversion programs with the goal to reduce the prison population and decrease recidivism. Specifically: 1) Treatment Court; 2) Community Court; 3) Mental Health Court; 4) Day Reporting; and 5) Electronic Monitoring and/or G.P.S.

Pre-Entry & Re-Entry as Defined by the Committee

As will be noted in the following pages, the Committee has placed a strong emphasis on expanding specialty courts, and the use of jail diversionary programs such as day reporting and enhanced electronic monitoring (i.e., GPS). There are many who would argue that jail diversionary programs and specialty courts are not re-entry programs, and in a narrow sense they would be correct. However, the Committee has taken a more expansive view and in its deliberations considered as pre-entry and re-entry, anything that combines the traditional elements of punishment, with an evidenced-based program that prepares and assists an individual in living a crime free life.

Specific Recommendations:

Comprehensive Criminal Justice Planning

The District Attorney has made it clear that his intention in the coming years is to institute a policy in the City of Philadelphia that is “smart on crime”. The single largest impediment in the City of Philadelphia to reaching a place where we can in fact be smart on crime is the lack of a budgetary and planning approach that recognizes all parts of the criminal justice system, and that recognizes that each agency in the system does not operate in a vacuum. It goes without saying

that being smart on crime is not free; the District Attorney will have to identify funds to implement his new ideas.

A. Budget –The One Billion Dollar Pool of Re-Investment Money

The simple fact is that in these economic times, the most repeated refrain that District Attorney Williams will hear is that the City is insolvent and there is no new money to fund new criminal justice initiatives, including but not limited to, pre-entry and re-entry programs, expanded Witness Protection Programs, community based prosecution, Back-on-Track, or any other of a number of things District Attorney Williams might want to do.

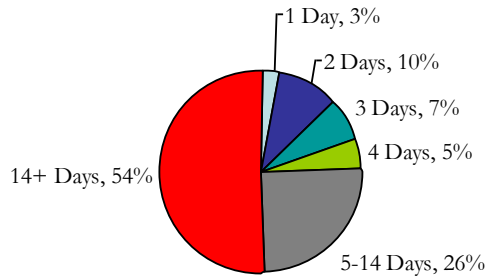
One of the knee jerk reactions to a lack of local funds to finance criminal justice initiatives (or various non-criminal justice programs, for that matter) is for elected officials to look to Washington D.C., Harrisburg, and various grants and gifts from foundations to finance new programs and/or to expand current ones.¹ We thus place our fate in the hands of others, delay needed reforms that are immediately required due to the crisis in the criminal justice system, and in later years when these funds inevitably dry up, we scramble around to address the new crisis that develops. In the alternative, we continue to fund government initiatives and their related bureaucracies that have long lost their effectiveness simply because the money that funds them does not come from the City's General Fund. While the Committee is not recommending that the District Attorney abandon trying to obtain money from foundations, and the state and federal governments, we are recommending that he consider what we seem to always leave out of planning for criminal justice.

Specifically, what we fail to consider is that at the same time the City is facing financial difficulties, there is also a historic, concentrated, and preliminarily successful effort to reduce jail overcrowding in this City that lacks the proper level of comprehensive planning. Effective criminal justice planning would turn the money that is saved from reducing overcrowding into re-investment dollars to expand and enhance other criminal justice initiatives that would further reduce overcrowding and save more money, fund other crime reducing strategies, and significantly eliminate the need to charge citizens for their trash pick-up, or the beverages they wish to drink, or close recreation centers and libraries. Over the life of the City's next five year plan, the City will spend over one billion dollars on the operations of the Philadelphia Prison System (PPS). While the System makes heroic efforts, we all agree that that money is being spent on a System that *may* deliver effective punishment and temporary incapacitation, but fails through no fault of its own to deliver effective rehabilitation and re-entry for inmates that go through the System. Based on the most recent study of the inmate population at the PPS 46% of the inmates are incarcerated for two weeks or less, with 28% of the overall population being held on the basis of failure to pay the required bail.

¹ We should also be reminded that often government based appropriations fail to allocate enough resources, and the resources they do allocate, especially on the federal level, are up for grabs by all 50 states, and the hundreds of jurisdictions in this country looking for funds. The City of Philadelphia is not guaranteed these monies. As reported by the Association of State Correctional Administrators, for the remainder of Fiscal Year 2010 the Federal Government has allocated \$114,000,000.00 for "re-entry" programs. \$14,000,000.00 is cut off the top to be dedicated solely to the Federal Bureau of Prisons, leaving \$100,000,000.00 to be spread around to 50 states and hundreds of local jurisdictions, in five specific categories (Re-entry demonstration; mentoring; re-entry courts; family-based substance abuse; and evaluating and improving education in prisons and jails).

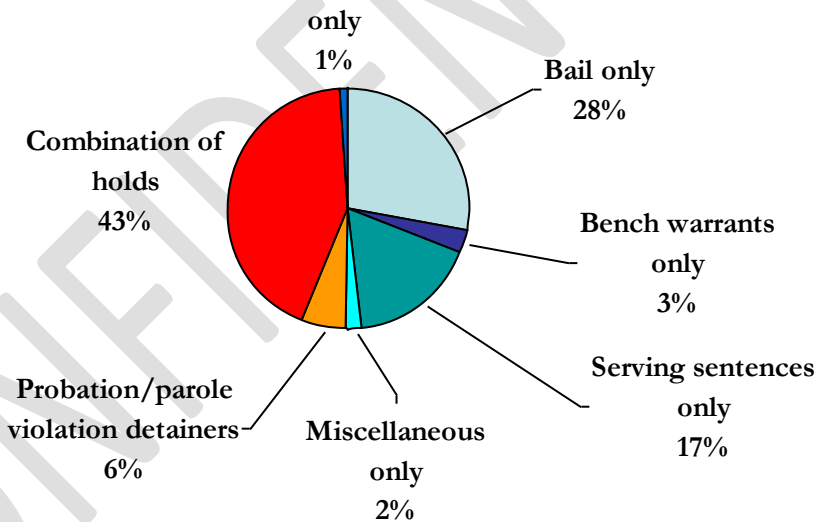
Length of Stay for Inmates

(Goldcamp)



Estimated Percent of Total Population Confined for Only One “Hold” (Goldcamp)

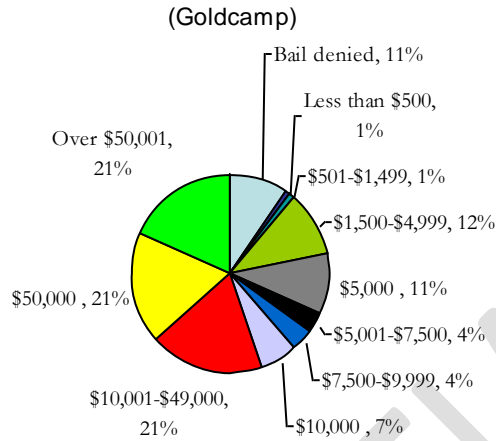
Awaiting sentence



While no specific study has been done to determine more specific characteristics of the bail only population, the evidence suggests that the presence of these inmates is due to overcharging by the District Attorney’s Office, and/or a defendant’s inability to pay his or her bail. The evidence also shows that 40% of those detained at the PPS have bail amounts of \$10,000.00 or less. Thus if we take the amount of bail to correlate somehow to the seriousness of the offense committed we are not necessarily talking about a pool of violent, predatory inmates. If we can reduce this percentage of inmates through the use of jail diversionary programs and/or specialty Courts by half, *there is a potential to save and re-invest over one hundred and forty millions dollars* (\$140,000,000.00) over the course of the City’s next five year plan.²

² The same study found that 43% of the inmate population was being held on a combination of holds, which is a distinct category from the bail only holds. The City has made some headway in addressing the processing of multiple hold defendants. If (as suggested above in regard to the “bail only” defendants) the criminal justice system can make headway in reducing by half the percentage of inmates held in this category by

Bail Amounts of Defendants Detained



Another way to analyze this problem is to use the average length of stay of an inmate (LOS) and the average daily population at the PPS as a barometer tied to the budget. Any program, or combination of programs that reduce the average length of stay and thereby the average daily population (ADP), especially for pre-trial defendants, can result in re-investment dollars over the life of the City's Five Year Plan. So for example, the Philadelphia Prison System's Fiscal 2010 budget request was for a total of \$248,835,310.00. Assuming for purposes of this example, that the budget for the PPS remained constant for the life of the City's Five Year Plan, we would budget for the life of the plan \$ 1,244,176,550.00. If, for purposes of this discussion, the FY2010 budget number is based on an ADP of 9,581, and an LOS of 90 days, if we plan correctly and can reduce the LOS to 60 days, we would have an average daily population of 5,880, a potential savings over the course of the Five Year Plan of \$485,228,854.50.³

So we have a potential range of \$140,000,00.00 to \$485,228,584.50.00 to re-shape the criminal justice system in this City, and specifically to expand or implement the programs recommended by this Committee. The beauty of this plan is that to the extent it allows various criminal justice partners to hire more employees to be smart on crime, and/or allows the creation or expansion of private businesses to provide services to low level offenders, it also creates jobs and economic opportunity in the City. Most importantly, it is a plan that will produce more ex-offenders who are ready to shed their life of crime, drug addiction, mental illness, and illiteracy, and also join the workforce. These projects can be undertaken at a greatly reduced cost to the

continuing to speed up the processing of these defendants, there is in theory an additional pool of \$215,000,000.00 (two hundred and fifteen million dollars) to be used as re-investment dollars over the life of the City's next Five Year Plan.

³ The Committee realizes that key to reducing the PPS budget is the ability to close facilities, and that its analysis has to be tied to this concept. We would note for the record, that with a ADP of 5880 inmates both the House of Correction and the Detention Center could close their doors forever, not to mention potentially reducing the number of temporary posts filled by overtime at the Curran Fromhold Correctional Facility.

city, and it is likely that much of the potential re-investment dollars can also be used to assist the Mayor in filling the funding gaps in other areas of the city budget and Five year Plan.

B. Interconnectedness and “System-wide” Planning

All too often in the City of Philadelphia we institute criminal justice programs, without thinking the criminal justice process through to its ultimate conclusion, which is rehabilitation of the offender. In other words, we lack some sort of plan to make sure the likelihood that an offense is recommitted is reduced. While there are many examples, Municipal Court’s Night Court Programs provides a good illustration.

Night Court as an Example

At a recent session of Night Court, 12 defendants were arrested by police for summary disorderly conduct charges meted out by police in an effort to sweep a drug corner. Of the 12, seven were clearly high on alcohol or drugs, three were mentally ill, one was an employed nurse on her way home from work, and one was the neighborhood drug dealer. All were found guilty as charged, levied a small fine, and referred to sign up for community service with one of the community organizations waiting in the Courtroom. The concept is a good one in that it sends a message that if you ‘hang out’ on the drug corner you will be arrested, you will be locked up for a short time, and you will face some immediate consequence from a judge.

On the other hand, it is reasonable to conclude that those who were drug addicted, or mentally ill, are not going to show up for their community service or pay their fines. Thus, at some point a detainer will be placed on them and the next time they are arrested, up to the jail on State Road they will go to sit for 30 days until the matter is resolved. It is also highly likely that since their offense was a summary one, once they come before another judge to resolve the detainer, they will be released once again and ordered to pay the fine, do community service, after being given a jail sentence of time served. Having not addressed the underlying issues of drug addiction and mental illness, the majority of these offenders will begin their life of going through the revolving door of the prisons, wasting taxpayer money, frustrating the police, and in the meantime just start hanging out on another corner. The nurse having a bad day will not likely re-offend, and the drug dealer will ply his trade elsewhere. This is what we call insanity. Programs like Night Court can be made more effective if we actually plan as a component of such programs, initiatives that clinically treat drug addiction and mental illness. The Committee is also convinced that many of these types of offenders are amenable to treatment if it is offered and presented in the right way at point of arrest.

Re-Entry Across Agencies – Quarter of Billion Dollars Plus – We Need a Plan

In Fiscal Year 2007 the City of Philadelphia projected that it would spend a total of 56.4 million dollars on community re-entry for ex-offenders.⁴ Assuming no growth in this budget, this meant that at the time the City was planning to spend \$272,000,000.00 on prison re-entry

⁴ These facts and figures are contained in an October 13, 2006 report by the City of Philadelphia, Division of Social Services, to then Mayor Street entitled “Community Re-Entry for Ex-Offenders”.

over the course of the City's Five Year Plan. This report did not cover the cost of the activities of the Public Defender or specialty courts as they fit into the re-entry picture. However, it did report on the budgets of: 1) the Court System's probation and parole officers; 2) the PPS; 3) the Department of Human Services; 4) the Department of Behavioral Health; 5) the Department of Health; 6) the Mayor's Office for the Re-Entry of Ex-Offenders; and 7) private contractors working for the City. When we add to this number the money being spent by non-profits and others on prison re-entry in this City, not mention the investment the State's Department of Corrections makes, this quarter of a billion dollars could be potentially millions of dollars more.

As noted above this large amount of money is administered and managed by: 1) 3 different branches of government all with independently elected officials with seemingly divergent interests; 2) at least five different agencies in the Executive Branch of City government, also with divergent interests; and 3) numerous foundations and non-profits. The sad report is that there is no centralized plan, and more importantly centralized accountability for the effectiveness of our re-entry efforts. The City of Philadelphia has many people working hard on the issue of re-entry but it is still mired in the poverty of too much recidivism. This is an insane lack of organization.

In recent years the City's response to this quagmire, was the establishment of the Mayor's Office for the Re-Entry of Ex-Offenders (MORE). We established another bureaucracy to manage another bureaucracy, and then through a series of bad personnel decisions, a woeful lack of oversight, and a structure that was doomed to failure, we wasted over five million dollars to try and organize re-entry in this City. As is noted below, it is time to right this botched experiment and start with a new plan.

Things that Need to Change

For every criminal justice initiative that is undertaken, whether it be Night Court, Gun Court, mental health court, community court, Back on Track, day reporting, or Electronic monitoring, District Attorney Williams needs to lead the planning to address the entire criminal justice continuum, from point of arrest to re-entry and treatment in the community.

Secondly, for each initiative put in place, the District Attorney's Office needs to assess and plan for the effect it may have on other criminal justice partners, whether it offers his office the ability to re-deploy existing staff in a more efficient manner, and whether a strategic investment in one area, can reduce the burden on another and make the system more effective.

Lastly, the District Attorney needs to lead the charge to abolish M.O.R.E. and come up with a better way of managing the re-reentry resources in this City. The Committee recommends that the Criminal Justice Advisory Board appoint a Re-Entry Czar who uses the City's jail population as a universe and works with all the criminal justice partners to develop a coherent re-entry strategy that efficiently uses resources in this City. *This does not mean creating another bureaucracy* endowed with implied, imagined, or unenforceable, directory authority over those providing or funding re-entry services. Nor does it mean the creation of another agency that provides direct service itself. This type of structure invites the situation that caused M.O.R.E. to fail, and as noted above we already have enough agencies and people providing direct service.

Rather, the Re-entry Czar should be a master facilitator who comes up with a plan that all the partners agree to, and that thereafter can be policed by the C.J.A.B. as a group.

Keep Change Moving - Institutionalize Analysis and Planning

Traditionally in Philadelphia, our criminal justice planning efforts in general have been fueled all too often by antidotal experience, rather than data based planning. When we have undertaken to compile data and use it for decision making, our effects have been slow, pained, and often marked by a commissioned report that collects dust on a shelf. We then use academia as a backup and turn to area universities to tell us what the latest criminal justice research shows, or to answer such questions as “ who can we divert from jail”.

The Committee recommends that this primitive organization of planning ceases.

It is essential that District Attorney Williams support the funding of a team of at least two people whose job it will be to: 1) work with the IT infrastructure of the City of Philadelphia to develop a data warehouse to enable the criminal justice partners to analyze specially what is going on the criminal justice system; 2) use this data to recommend new programs, expand old programs, and close ineffective programs; 3) analyze the budgetary impact across all agencies of the criminal justice system to support efficient operation of the System. The people charged with this responsibility should be specially trained criminal justice analysts, with knowledge of statistics, and the national trends and practices in criminal justice.⁵ The City needs to implement this change in a way so that in the future, the city’s criminal justice analyst (or team of analysts) is as integrally institutionalized in the government bureaucracy as a budget officer, an office administrator, or a director of human resources.

Keep Change Moving the “Bully Pulpit” – Legislation and Community Relations

District Attorney Williams has a great deal of moral authority to institute and keep change moving by using his office as bully pulpit to advance issues not under his direct control, and to engage the community in assisting him to solve problems.

The Community Generally

The Committee is unanimous in its feeling that the “community” is all too often left out in the implementation and delivery of pre-entry and re-entry services in the City. While they are sometimes consulted, the City tends to interject into the neighborhoods contracted “professional” providers who while they have an understanding of “evidence based” practices, the bottom line is saving or making money. They do not have the “soul” of the community and its improvement at heart and often end up alienating members of the community. District Attorney Williams should endeavor to keep this in mind when he is moving through our various neighborhoods and when his influence can come to bear on the selection of pre-entry and re-entry service providers.

⁵ While some have suggested that a unit such as this be established under the auspices of the Criminal Justice Advisory Board, District Attorney Williams should consider establishing such a unit with the District Attorney’s Office. This scenario avoids the bureaucratic process of delay that will be required to establish such a unit under the CJAB. More importantly, the entity that controls the data, controls the debate.

Instead of leaning so heavily on "professional" service providers with no "soul", District Attorney Williams should encourage the use of groups or institutions already established in the community with the "soul" of the community at heart and assist them in restructuring to be evidence based "professionals" providing services in their own community.

Legislation – Second Chance Act, Tax Credits, Mental Health Procedures Act,

District Attorney Williams should be as loud in his support of federal, state, and local legislation to improve the chances of an ex-offender's successful reentry, as the previous District Attorney was silent. We include only a few of the most important examples.

District Attorney Williams should be actively supporting State Senator Shirley Kitchen's Second Chance Legislation. This Legislation recognizes the well established research that demonstrates that after being crime free for seven years, an ex-offender is no more likely to recommit a crime than a non ex-offender. The employment law of this Commonwealth needs to be changed to reflect this reality, and cease the ad-hoc and random legal discrimination that currently acts against a successful re-integration into society by ex-offenders.

The current law of the City of Philadelphia allowing tax credits for employers who hire ex-offenders should be completely scrapped and new legislation introduced. Some of what the current law lacks is: 1) a clear strategy to market it to employers; 2) a properly motivated or informed City agency to administer it; 3) cumbersome and overbearing reporting requirements for employers; and 4) mistakenly calculates its benefit to the City on an inmate per diem cost of \$97 a day when the economic benefit in reducing prison population and/or the prison budget can only be calculated as part of a wider plan.

Since the Committee has broadly defined pre-entry and re-entry, the District Attorney should lead a new effort for a revision of the Pennsylvania Mental Health Procedures Act. The Act has not been significantly revised since its inception in the 1970s and its revision could greatly expand the tools currently available for diverting the mentally ill from the jail process, the criminal justice system generally, and/or expanding the reach and effectiveness of the City's Mental Health Court.

Expand, Supplement, or Institute the following Programs:

The Committee understands clearly that the programs outlined below are but a portion of the pre-entry, reentry, or jail diversion programs currently operating, or soon to be implemented in the City of Philadelphia. We are also aware that the First Judicial District operates specialty courts not referenced in these recommendations. The Committee is also aware of the fact that there are others under discussion or even preferred by District Attorney Williams (Fast Track). We have also reviewed the most recent study and recommendations on re-entry and treatment services undertaken for Everett Gillison by J.E.V.S.

Why These Programs

We have picked these particular Specialty Courts and programs for two reasons:

First, given the City's current financial condition, the emergent need to redress the stress on the criminal justice system, and the delay that would be caused by trying to implement completely new programs or concepts, these recommendations are the most prudent.

Secondly, part of the reason for the City's current financial condition is the city's tradition of implementing programs with great fanfare, failing to properly analyze and improve those programs, and then saying "hey that program doesn't work, lets start something new". We therefore think we should start with concepts that are well known and have been substantially worked on, rather than waste more time and resources beginning something completely new at this stage.

Think "Big Picture" and Beware the Naysayers

We also admonish the District Attorney to be wary of the naysayers. They will say "don't you know the prison population is down?" as a way to discourage swift movement in these areas. To this the Committee says, the reduction is not large enough and the county jails are still over capacity and extremely overcrowded, we can do more.

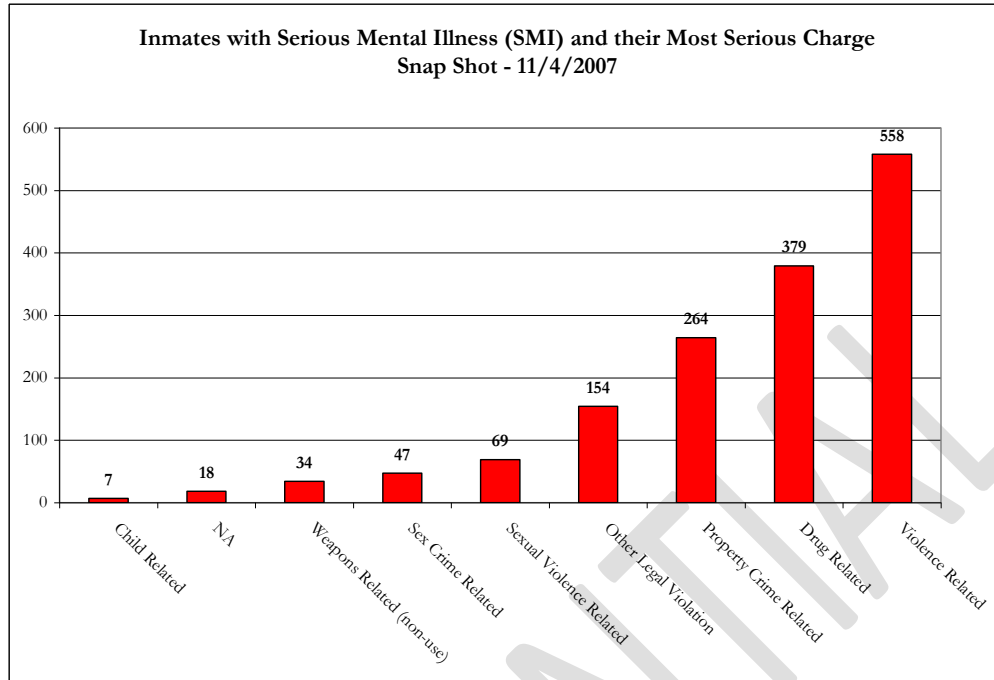
The naysayers will also say things like "we need to move slowly", or we need to be extremely "careful, deliberate and slow" in an effort to discourage speedy progress. As is noted below, the criminal justice system has been debating these ideas and concepts in some areas for decades. To this the Committee says "we have been debating enough, let's get moving."

The naysayers will also point out that any one of these programs will not have a significant enough effect on jail population to make a dent in a budgetary sense. The District attorney should keep in mind the 1.2 billion pool of re-investment money and the other "Big Picture" themes in this report when evaluating these programs; they cannot be looked at in a singular vacuum. You put all of them together, along with other programs that are on-going and not mentioned in this report, and with proper analysis, the "Big Picture" will emerge, and true progress can be made quickly.

Expand Mental Health Court

After many years of discussion and debate, the current Mental Health Court was informally started in 2008. The Court was formalized in 2008 after a grant from the Commonwealth of Pennsylvania under the leadership of the newly invigorated Criminal Justice Advisory Board.

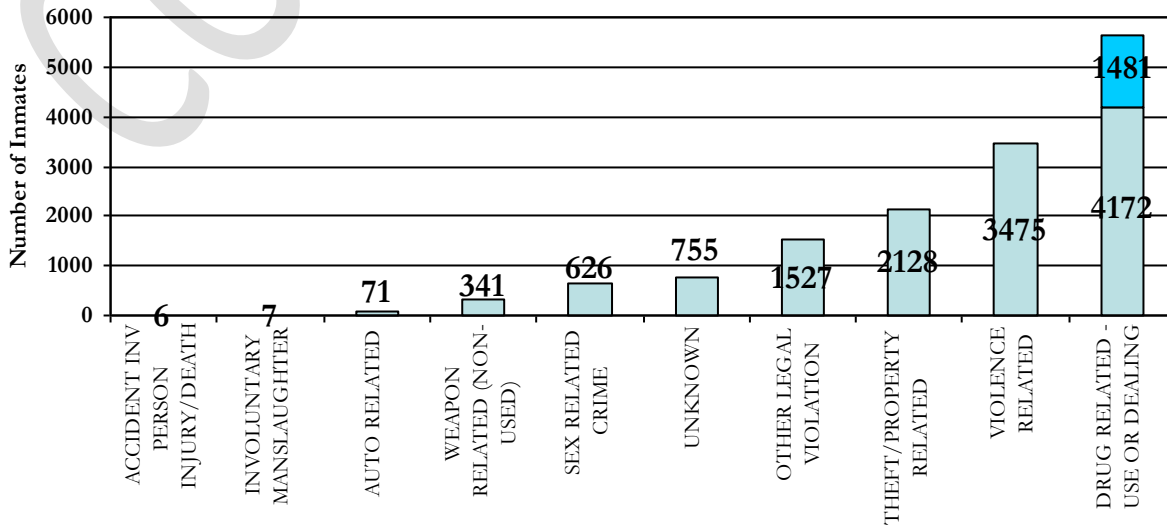
This accomplishment is laudable, however the court as it is currently established services too few clients (40 sentenced inmates as reported to the Committee). As noted in the chart below, there are far more than 40 inmates currently incarcerated who are non-violent offenders that could be more appropriately treated in the Community, and the program should be expanded to include pre-trial inmates. *A jail is not an effective substitute for clinically appropriate mental health treatment.* Reports from the county jail indicate that there are 700 non-violent inmates that could be released but for the lack of beds in the community.



Mental health courts were adapted from the drug court model to be used as a diversion from incarceration for mentally ill offenders by linking appropriately identified defendants with court-ordered, community-based supervision, long-term treatment, and other services as needed in an effort to move away from the adversarial legal process, address the underlying causes of crime committed by offenders with mental health issues, and to help reduce the stigma associated with mental illness. The first mental health court opened in June 1997 in Broward County, Florida. As of June 2005 there were approximately 125 operational courts in 36 states. The passage of the America’s Law Enforcement and Mental Health Project Act (P.L. 106-515), a federal law authorizing support for additional mental health court programs, was pivotal in the growth of these courts throughout the United States.

Expand & Improve Community Court, Treatment Court & Electronic Monitoring – Institute Day Reporting

A Snap Shot of 15,000 PPS Inmates’ Most Serious Charges over 6 months in FY 06



As noted in the chart above, there are over 5,000 inmates at any given time who are a pool of potential inmates that can be used as a pool to expand or institute these programs. When it is considered that over a year's period of time the number is going to be much larger, we have to challenge ourselves to answer the question of why, for example. Only about 2,000 offenders have been adjudicated in Treatment Court since its inception in 1997.

The major issue in the various debates that have gone on over these types of initiatives over the years is the criteria to be used to determine which offenders are diverted to these programs. No agreement on the criteria, no expansion of the programs. The ironic thing is that given that almost half of the population of the county jails stays incarcerated 14 days or less, we do in fact have a criterion that we have been using on an informal basis to release many included in this pool of inmates to the community, and/or to hold them for up to 14 days. The same criterion needs to be formalized and used to implement the recommendations of this Committee.^{6,7,8}

⁶ Drug courts seek to break the cycle of addiction, crime, and repeat incarceration in cases involving drug-using offenders by addressing the root of the problem and reducing the likelihood of future offending through comprehensive supervision. Mandatory random drug testing, community based treatment services, and immediate sanctions and incentives vary from drug court to drug court, but tend to follow a model that includes a non-adversarial team approach including at a minimum a judge, attorneys for the defense and prosecution, and treatment staff who work together to monitor the progress of participants; a focus on early identification of eligible offenders and timely placement in appropriate treatment and services; a continuum of treatment and services focused on rehabilitation; frequent substance abuse testing; direct interaction between the judge and participants to review and respond to progress and setbacks with a range of tangible rewards and sanctions; and successful participants generally having the charges against them dismissed or reduced, while those who fail receive jail or prison sentences.

⁷ Electronic Monitoring is a technological supervision tool which adds an extra level of surveillance for offenders in the community by collecting information regarding their location and transmitting it to a monitoring center for review and appropriate action. Offenders are held accountable to follow a schedule created with their case manager requiring them to be certain places at certain times and for some offenders to avoid certain locations. Electronic monitoring programs began in the early 1980s in Florida and Albuquerque, New Mexico using radio frequency devices. "By 1993, Electronic monitoring was employed in all fifty States". An enhanced version of electronic monitoring using Global Positioning System (GPS) technology was introduced in Florida in 1997. The two main categories of technology used are radio frequency and Global Positioning System (GPS). Radio frequency monitoring tracks an offender at a fixed location such as their residence using, in most cases, a transmitter, receiver unit, and a land line telephone and can track whether an offender is in or out of range only. Global Positioning System (GPS) technology takes tracking a step further as it has the capacity to track an offenders' location at any given time using satellites and a transmitter and/or cellular phone. GPS devices monitor through active ("near real time"), passive (collected throughout a set timeframe to be relayed to the monitoring center daily) or hybrid (passive monitoring that switches to active if there is an alert) transmission. The technology can be programmed with inclusion and exclusion zones for each offender specifying certain parameters where they can or cannot go respectively. This added feature is helpful for the monitoring of sex and domestic violence offenders as immediate detection of and response to a breach can enhance the safety of victims or potential victims.

⁸ A Day Reporting Center is a designated site based in the community where offenders on pretrial release, probation, parole, or sentenced inmates released to community supervision are required to report to on a regular basis, often daily or multiple times each week, to check in and receive services. This alternative incorporates rehabilitation through programs, treatment, and community service with accountability through increased surveillance including frequent reporting and phone calls to the center, random urinalysis testing, and in a number of cases electronic monitoring. "Day reporting centers vary greatly in terms of the target population, eligibility criteria, services offered, monitoring procedures, and termination policies". Notwithstanding, they all have in common the provision of services and intensive supervision. The concept of day reporting originated in Great Britain during the nineteen-seventies. In 1986 the first center was established in the United States in Hampden County, Massachusetts. As of mid year 2006, there were 4,841 persons under jail supervision supervised by a day reporting center nationwide, up from 3,969 in the year 2000.