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DEMONSTRATION PROJECT -
ALTERNATIVE TO INCARCERATION
FOR THE WOMAN OFFENDER

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August 1975

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Preface

This design for a demonstration project "alternative to incarceration for the woman offender" was prepared by staff of Entropy Limited as part of their work under a Manpower Administration Grant to explore whether the provision of comprehensive human resource development services that help to maintain or lead to sustained gainful employment can effectively reduce the operating costs of the criminal justice system and/or aid in the rehabilitation of female offenders. Although the design specifically focuses upon Washington, D.C. as a site, it is hoped that the ideas presented herein will be useful to other regions as well.

The material in this project was prepared under Grant No. 21-25-75-11 from the Manpower Administration, U.S. Department of Labor, under the authority of title III, Part B of the Comprehensive Employment and Training Act of 1973. Researchers undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment. Therefore, points of view or opinions reached in this document do not necessarily represent the official position or policy of the Department of Labor.

DEMONSTRATION PROJECT: ALTERNATIVE TO INCARCERATION
FOR THE WOMAN OFFENDER

I. BACKGROUND

Since the development of the prison, and particularly in recent years, one rehabilitative concept after another has evolved and been absorbed into the correctional system in a continuous effort to compensate for the failure of confinement. Isolation, prison industry, institutional maintenance work, recreation, classification, vocational and educational training, interpersonal skill training, individual and group psychotherapy, pastoral counseling, psycho-pharmacological approaches, medicine and cosmetic surgery, social casework, milieu therapy, psychosurgery, confrontation groups, transactional analysis, behavior modification have all been tried. Careful researchers, such as Wolfgang, Conrad, Ohlin, and recently Martinson, have all reported that few, if any correctional programs have noticeably effected the recidivism rate. Martinson states that his studies of correctional treatments found no appreciable effect by these programs - positive or negative - on the rates of recurrence of criminal behavior.

In recognition of studies such as these regarding inherent limitations of detention, the National Advisory Commission on Criminal Justice Standards and Goals stated:

"The prison, the reformatory and the jail have achieved only a shocking record of failure. There is overwhelming evidence that these institutions create crime rather than prevent it. Their very nature insures failure. Mass living and bureaucratic management of large numbers of human beings are counter productive to the goals of positive behavior change and reintegration. These isolated and closed societies are incompatible with the world outside. Normally desirable characteristics such as self-confidence, initiative, sociability, and leadership are counteracted by the experience of incarceration. Individuality is lost and the spirit of man broken through the performance of deadening routines and endless hours of idleness. ... In view of the bankruptcy of penal institutions, it would be a great mistake to provide new settings for the traditional approach in correction. The penitentiary idea must succumb to a new concept-community corrections. Therefore, the Commission recommends a 10 year moratorium on construction of institutions except under circumstances specifically set forth."

Still, laws, bureaucratic resistance to change, and lack of other competitive models sustain archaic institutions and foster replication of existing ideas. The system and expectations placed upon it are thus preserved,

The acceptance of community alternatives has grown, as professional and public support for incarceration of offenders has declined with the increasing evidence of its debilitating effects. While community programs and services are proliferating, the rate of program growth has been nowhere as rapid for women as for the male offender population. Few community treatment programs have been implemented that serve as true alternatives to incarceration for women offenders.

Cognizant of the need for alternative community models for the woman offender, staff of Entropy Limited have held the position from the onset of discussions with the Department of Labor that the focus of a demonstration effort should not be an incarcerated population, but rather a program within the community that serves as a viable alternative. This position is reflected in the notice of grant award by the U. S. Department of Labor, Manpower Administration with the statement of Grant Project (Attachment 1) which reads:

"The basic objective of this grant is to explore whether the provision of comprehensive human resource development services that help to maintain or lead to sustained gainful employment can effectively reduce the operating costs of the criminal justice system and/or aid in the rehabilitation of female offenders. An attempt will be made to demonstrate the viability of alternatives to incarceration for women offenders."

II. PHASE I ACTIVITIES

During the Phase I effort of this study, site visits were conducted in a number of cities - Boston, New York, Atlanta, Pittsburgh, Philadelphia, Des Moines, Waterloo, and Washington, D. C. Particular emphasis was placed on visiting agencies serving women offenders and/or designed to provide alternative programming in the community. Written materials on many other projects in operation around the country were reviewed. Efforts were made to identify alternative programming at the various junctures along the criminal justice continuum. Particular attention was given to pretrial programs as initially it was felt that pretrial was a suitable point for alternative demonstration project intervention.

Pretrial programs have been implemented in many cities throughout the country, as a result of LEAA and DOL funding. Most of the projects we visited served a predominantly male population, (ranging from 80%-90%) and until recently, served first offenders. We examined pretrial projects

closely to determine level of concern with the following issues:

- identification of that portion of currently imprisoned adult offenders, male and female, that could be maintained in the community without greater risk to the community and without an increase in recidivism.
- comprehensive and in-depth research on program effectiveness.
- attention given to due process and other legal issues relating to client participation.
- utilization of community resources for support services and organized labor, business and industry for employment as intensive intervention for offenders to remain in the community and to interrupt their criminal career patterns.

At a time when anti-prison sentiments are high, there is a tendency toward unconditional approval of programs on the single criteria that they are not based in an institution. Because they are administered in the community and are a departure from traditional criminal justice processing, pretrial programs are perceived by most to be an alternative to incarceration. However, if one considers that selection criteria and project design usually favor inclusion of those offenders who are not likely to be imprisoned should there be no program intervention, very few pretrial programs could legitimately be rated as an actual alternative to incarceration.* During site visits we found the prevalent opinion of staff was unquestioning support for the benefit of pretrial diversion.

Many of the pretrial programs that were visited during Phase I did include women. Most projects, derived from the Vera model, were initially designed for service delivery to males. The design had not been modified to serve women but projects began taking women. Consequently, we frequently found that staff were of the opinion that female offenders were not suitable candidates for alternative programs because of complications related to dependents, employment restrictions and lack of skills or work experience, and availability of welfare or other means of support. Also, staff working with female participants expressed the feeling that women did not seem as compelled to participate in release programs as men, possibly

* Eleanor Harlow, "Review: Intensive Intervention: An Alternative to Institutionalization," Crime and Delinquency Literature, 2 (1): 3-5, 1970.

because she anticipates "getting off" or at least expects to be treated less severely. (This may well be a realistic assessment by the woman, since her crime is most likely less severe.) Staff also noted that female participants, particularly the young persons were difficult to motivate. Their performance was rated poorer than that of male participants; especially in programs with employment emphasis. (See Appendix E. M. L. Christensen, Employment and the Women Offender, May, 1975.)

Projects and agencies were also examined concerning the offender population being served. Of particular interest was how selection criteria impinged on the female offender population. Here again, most agencies had not assessed their practices as they pertain to woman offenders. Research on the differential impact of project selection criteria on women was non-existent.* We found that point scales (whether formally or informally applied), worked toward the exclusion of the women (because of a crime category, e.g., prostitution, or personal situation, e.g., no employment outside the home) which resulted in her detention. However, despite the possibility that women may be held unnecessarily, the prevailing opinion of the staff interviewed (with the exception of projects serving only women offenders) was that women "fall out" or otherwise receive preferential access to advantages all through the system.

Serious attention was given to each project's data collection practices, particularly with respect to available statistical information on their women offender clientele. Generally we found that most projects, in the cases where records were kept, were unable to retrieve information beyond basic numerical counts. Further these records were often inconsistently kept and were not adequately differentiated for women. Administrators and project personnel were unaware or ill-informed of the numbers, characteristics, program needs and problems of the woman offenders in their client population. Therefore, many of their comments about women offenders were speculative, full of assumptions that had not been subjected to analysis.

In addition to the site visits, conversations with women offenders and a wide range of persons working with female offenders, two other major areas of activity were undertaken as part of the Phase I effort. Entropy

* D. C. Bail in Washington, D. C. has recently undertaken an assessment, modified as a result of internal evaluation, their selection criteria to reduce their discriminatory impact on women offenders.

Limited Project Staff identified, gathered and reviewed literature on (1) pretrial and other alternative programs, (2) employment for women and offenders, (3) legal articles on women offenders, (4) all known bibliographies, literature reviews, books, chapters in books, journal articles, dissertations and documents written on the woman offender in the last 10 years (compiled into a sourcebook), and (5) through a newspaper reading/clipping service received current articles on women offenders from around the country which were reviewed for information on problems/ programs/services existing for women. Staff also identified existing research, and in special instances obtained data bases containing information on the woman offender (for analysis during Phase II) and undertook cooperative exchanges of information with other studies and researchers focusing on the woman offender.

Besides gaining a sense of the "state of the art" on matters related to the woman offender from this range of activities and sources of information described above, also noted were those issues we determined to be important to the development of an alternative program model for the woman offender. In the following section several of the major factors that influenced our decision making process are discussed.

III. DESIGN OF PROJECT MODEL

The combined characteristics of this project design form a unique model:

- It focuses research and demonstration efforts on the female offender to identify her unique problems and needs for services and specialized programmatic responses.
- It is an alternative for women offenders in lieu of incarceration.
- Two target populations of women offenders pretrial and sentenced will be served thereby improving cost-effectiveness in providing services.
- It is a model containing elements that can be generalized for use in serving women offenders at several criminal justice stages.
- The identification, planning, co-ordination, and evaluation capabilities at existing community resources are utilized to more effectively serve the woman offender.
- It includes "feminist" support sources through the involvement of many women's groups, women volunteers and agencies oriented to serve women.

A. Selected Junctures of Intervention

The proposed project is designed to provide an alternative to incarceration for women offenders at two junctures in the Washington, D.C., Criminal Justice System. One point is at sentencing for convicted women (or for review of probation violation) who would otherwise be incarcerated. The other juncture where the proposed project will provide an alternative for women is at pretrial with offenders who would otherwise be detained in jail awaiting trial.

The project model is intended to "demonstrate" the effectiveness of an alternative at the point of incarceration (sentencing to prison). Intervention at this juncture is the primary focus of the project. The proposed project should not be misconstrued as a pretrial diversion program.

The point of sentencing (to jail or prison) was selected over earlier junctures in criminal justice processing as the more suitable point to demonstrate effectiveness of alternative programming. A program offered at the time a woman is faced with imprisonment is a compelling option. At earlier stages in the process, the viability of an alternative is challenged by the reasonable likelihood of the more client favored option of simply "dropping out". It was for this reason that sentencing rather than pretrial, an increasingly popular point of intervention, was selected as the primary juncture at which an alternative program for female offenders should be tried.

For the sake of replicability it was determined that a project in which client participation as a condition of probation is more suitable than an arrangement whereby clients are sentenced to the project. Although it is possible in the District of Columbia for a convicted offender to be sentenced to a community based center, there are many jurisdictions where judges are not permitted that flexibility in sentencing.

Using probation as a means of circumventing her commitment to an institution, the client is retained in the community with intensive service delivery and supervision. For the purpose of this project probation is utilized as a legal vehicle by which we are able to keep the client in the community. The purpose of working within the structure of probation is not to approve or disapprove its adequacy as an alternative to incarceration, but to utilize probation as the conduit for alternative programming for women offenders. This approach was adopted, acknowledging that systems generally do not change in leaps and bounds. A program that is a feasible transition from an existing structure has a more favorable likelihood of being replicated elsewhere.

Another reason for implementing an alternative at the juncture of sentencing is to avoid institutionalization, the most costly of all correctional programs. It is generally acknowledged that imprisonment in today's system has a hazardous impact on incarcerants. It is an expense to the taxpayer that should be avoided whenever possible. There is support for such a

position in findings that indicate institutional populations can be reduced without additional risk to the community.* Underlying the proposed project is a basic premise that there are selected women offenders for which prison is neither necessary or beneficial and for whom the negative effects of isolation from the community, the severing of family and non-criminal ties, and exposure of institutional sub-cultures should be avoided.**

Further there is controversy in more than one jurisdiction with respect to the construction of detention facilities for female offenders.*** A demonstration project that explores the feasibility of an alternative to prison for women offenders is timely and will provide valuable information for decision-makers in D.C.

Many features of the proposed project are suitable for use in programs serving female offenders at other junctures of criminal justice processing. Assuming this to be true and cognizant of cost considerations and relevancy for replication for other jurisdictions, the demonstration project was designed to include a selected group of women offenders at pretrial.**** Their inclusion is not for the purpose of testing the effectiveness of pre-trial diversion.

As discussed in Section IV, in most communities the small numbers of women offenders at any particular juncture of the criminal justice system are such that alternative projects, certainly those using intensive intervention aimed at a specific population, will be quite expensive. The

*Nora Klapmuts, "Community Alternatives to Prison," Crime and Delinquency Literature, June, 1973, p. 310.

**This premise is consistent with the experiences of the Project Co-Director, L. Rans, as Superintendent of a women's reformatory for five years.

***The States of Michigan, Florida, Alabama (8 million) are presently considering new construction for women's prison. Indiana is planning renovation and detention facilities are planned for women in Cincinnati and Washington, D.C. Information provided by Laura Crites, National Resource Center on the Women Offenders, June, 1975.

****A full discussion of our considerations with respect to alternatives at the juncture of pretrial is presented in Sections II and IV.

question of cost effectiveness makes it desirable to design a multi-purpose program that can serve more than one target population of women along the criminal justice continuum.

The reality of cost factors strongly influenced the decision to expand our client population. The difficulties of working with small numbers is a situation facing many woman offender program planners. A second point is that a project designed to serve women at more than one juncture point has greater possibility of being replicated or incorporated by the existing services at that particular juncture.

B. Delivery of Services

Crucial to any demonstration effort with the woman offender is the development of a program for intervention through a model for delivery of services. Certain services have been identified as "intensive" and therefore to be delivered directly by Project staff. Because of the personpower required to deliver a wide array of services, the higher quality of service that often exists in agencies offering a specialized service, and the cost of duplication of effort, the model concentrates on utilization/collaboration/coordination of many existing community resources to more effectively serve the needs of the woman as a woman and as an offender. Two related activities of the Project are (1) the enhancement of existing C.J. agency efforts to more effectively serve the potential portion of the women offender population they could serve and (2) the creation of a network of communication and pattern of collaboration by community resources for serving women (offenders) more effectively.

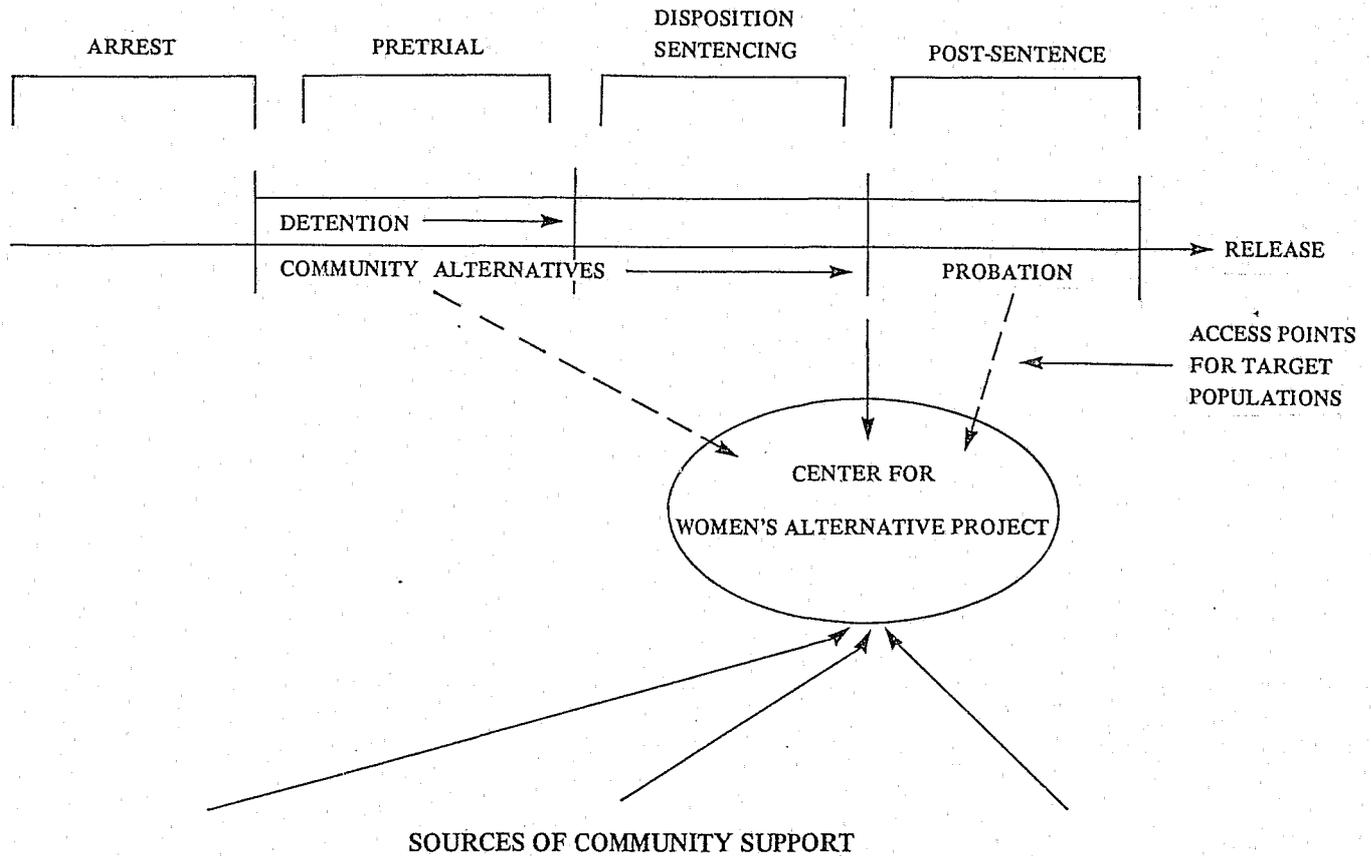
Particular attention will be given to gaining access to agencies specialized in serving women, eg. Women's Center, Preterm, YWCA, Rape Crisis Center, etc. It is anticipated that the relationships/program structures created between the Project, women's groups and services, other community agencies, and criminal justices agencies will play an important role in serving women offenders, even after the completion of this Project.

C. Replication

It is possible that the resulting program design can be generalized to other communities (1) as a whole or (2) as a component that can be attached to/incorporated within many existing structures, e.g. probation (parole) departments (a woman's unit, specially trained staff working with women, or as a component within a decentralized area service office), or (3) as a component of existing pretrial projects funded by DOL or LEAA.

On the next page is a schematic of the criminal justice continuum with a simplified presentation of the decision stages where alternative options occur: at arrest, pretrial, disposition and sentencing, and post-sentence. The major point of intervention is shown at the point of sentencing with other interventions at pretrial and post-sentence. Below the Center, in the diagram, are shown examples of some Sources of Community Support. The Project will cooperate in many ways with existing C.J. Agencies in our mutual efforts to serve women offenders. The utilization of existing community resources will be comparable to that practiced by many other offender programs. However the participation of women's group, community resources and agencies specialized in service delivery to women is innovative. As an example, exploration is underway between Preterm and Federal City College (Division of Continuing Education) about how they might collaborate in their efforts to provide women, and the women offender population of the District, with information about their reproductive health care needs and female sexuality. Another example is the interest by the Women's Center in sponsoring, with this Project, a conference in the fall on the woman offender. The D.C. Commission on the Status of Women, through its Criminal Justice Task Force, has also indicated a willingness to cooperate with Entropy Limited's Staff in community education activities focusing on the woman offender. Conceivably, several groups may participate in the planning for such a conference.

PROJECT MODEL OF CRIMINAL JUSTICE CONTINUUM



Community Criminal Justice Agencies

- (1) Arrest Alternatives
- (2) Pretrial Alternatives
 - D.C. Bail Agency
 - Bonabond
 - Community Release Organization
 - Bureau of Rehabilitation
 - DISMAS
 - Narcotics Treatment Administration
 - Project Crossroads
- (3) Sentencing Alternatives (Women's Alternative Project)
- (4) Post-Sentence Alternatives
 - Washington Halfway House

Woman's Organizations

- D.C. Commission on the Status of Women
- Criminal Justice Reform for Women
- Jr. League of Washington
- YWCA
- Washington Area Feminist Theatre
- Am. Assn. of Univ. Women
- Church Women United
- Washington Opportunities for Women
- Women's Center
- Rape Center
- Women's Legal Defense Fund
- Women's Rights Project
- Latin Women's Organization

Existing Community Resources

- Preterm
- Bureau of Rehabilitation
- Board of Education
- Sisters of the Good Shephard
- National Prison Project
- RAP
- Washington Technical Inst.
- Federal City College
- Mr. Vernon College
- NABS
- Howard University
- Board of Trade
- St. Elizabeth's Hospital
- Washington Psychiatric Inst.
- Am. U. - LAWCOR
- Georgetown Law Center

IV. FACTORS INFLUENCING DEMONSTRATION PROJECT DESIGN

Many issues relevant to project design surfaced from our site observations, conversations with criminal justice personnel and offenders, literature review, and from personal previous experience in the field. Outstanding among these are issues that converged to influence our decisions regarding the Demonstration Project. Although they are discussed below under individual topic headings, their influence was not necessarily distinct from one another; they represent a confluence of ideas.

A. Issues of Expanding Social Control with Pretrial Programs

As stated in Section III, the proposed project is designed not as a pretrial diversion program but as an alternative to detention/incarceration. In the early stages of site visitation and planning, pretrial diversion was viewed favorably as a suitable structure for implementing our Demonstration Project for women offenders. However, after a careful consideration of the value and limitations of the pretrial diversion model, it was decided to demonstrate alternative programs at sentencing. Of particular concern with respect to pretrial diversion, is the issue of expanding social control. An excellent article in this regard is "Pretrial Diversion: the Threat of Expanding Social Control," in Harvard Civil Rights, Civil Liberties Law Review, Winter, 1975. The following comments are excerpts from that article. They are used here because they so clearly delineate the issues under consideration:

- The concept of diversion arose from a belief that too many people are swept within the scope of the criminal law. Non-dangerous individuals clog the police stations, courts, and jails, rendering the criminal justice system inefficient, costly, and arbitrary. Diversion has received acclaim as a reform that will make American Criminal Justice more efficient and humane. The proponents of diversion argue that by diverting individuals who should be treated rather than punished, diversion spares them the indignity and stigma of indictment, trial, conviction, and imprisonment; at the same time, it preserves the resources of the criminal justice system to more effectively apprehend and detain dangerous offenders.

- Emerging data on diversion programs, however, raise serious questions as to the efficacy of diversion in decreasing the scope of the criminal law. In fact, it suggests that diversion may serve to cast a wider net of governmental intervention over American society. It appears, however, that diversion is more accurately an alternative to dismissal of charges or probation than to incarceration. Most individuals who are diverted either would have had their charges dismissed or would have received a sentence of probation.
- This comment will analyze the theory of diversion in terms of its three basic components: its goal of rehabilitating rather than punishing; its assumption that an individual's dangerousness is more important than his culpability in determining the appropriate response of the criminal law; and its reliance on discretionary practices to avoid the encumbering procedures of normal criminal processing.
- Diversion's criteria for the imposition of social control--the need for rehabilitation and dangerousness--necessarily lead to an expansion of social control. The concept of "need for treatment" has no inherent limitation. It too easily expands to accommodate pressures to rid the community of those who are perceived as threatening or odd. Moreover, if the degree or period of social control is determined by treatment necessities instead of by punitive considerations, the degree of social intervention imposed on an individual may extend far beyond that which he could have expected as punishment. The time required to "cure" an individual may bear no relation to the harm caused by his criminal act.
 In a similar manner, the criterion of dangerousness is also expansionary. Diversion provides a prosecutor who has any doubt about the dangerousness of an individual with a means of imposing an intermediate measure of state control over him without having to spend time and effort proving to a court that the individual is guilty and requires control. Like the notion of need for treatment, a determination of dangerousness is essentially without limits or foundation in fact, and it is left entirely within a prosecutor's discretion.
 This reliance on discretionary decisionmaking is the third expansionary element of the diversion system. It is claimed that discretion is necessary to make diversion efficient and to facilitate the determination of dangerousness and rehabilitative needs. But the other side of discretion is arbitrariness. In the context of diversion, increased emphasis on discretion permits the expansionary tendencies of preventive and rehabilitative pressures to proceed unchecked.
- A system based on rehabilitation, the prevention of dangerousness, and discretionary decisionmaking is incompatible with three traditional checks on government control: the requirement of criminal culpability as a prerequisite to government control; the concept of proportionality between crime and punishment; and the provision of

due process to insure accurate factfinding and protection against the arbitrary use of power.

B. Size of Women Offender Populations

Women comprise less than 15% of all arrestees, around 5% of this country's jail population, and 3-5% of prison populations. Compared to the male population, the numbers of female offenders are quite small resulting in a deficiency of resource allocation to the latter population throughout the criminal justice system.

Small numbers drive program cost up and thus reinforce administrator's reluctance to implement specialized female offender programs which require disproportionate allocation of resources. In addition, the excessive expense of maintaining security facilities for a further diminished women offender population limits the resources available to explore alternatives. Consequently, very few alternative programs exist for women offenders. Those that do exist are often inadequately funded to provide the range of services required. In light of these factors, it is no surprise that women are merely co-opted into more offender oriented services. Too often it is perceived as the easiest and most economical way to respond to the female offender "problem".

Confronting these pressures during the planning process, our response was to design a project with the capability of serving more than one population of female offenders. Although the project is intended as an alternative-to-incarceration for women facing prison either as an initial sentence or as a result of probation violation, it is also organized to provide services to women offenders who might otherwise be detained awaiting trial.

C. Present Economic Recession and High Unemployment

During a period of high unemployment jobs are particularly hard for the unskilled, minorities and women to find in a highly competitive labor market. The client population of the Demonstration Project are among those persons

who are last hired and first fired. It is strongly felt that adequately salaried employment on some other stable source of legitimate income is essential for a women offender to break the cycle of criminal behavior. A strong vocational component has been built into the project in response to these issues. The project will have the capability to assist each client on an individualized basis to overcome obstacles to gainful employment and/or support.

D. Inadequate Community Services for Women Offenders

The provision of services to offenders in general and particularly female offenders is characterized by a lack of:

- comprehensive planning
- adequate data on population
- systematic identification of offender needs and related human resource development
- collaboration and coordination of existing services
- staff training and problem solving capabilities
- program and offender progress evaluation

A primary function of the project under consideration is to serve as an organizing/coordinating force in the community to mobilize resources into a network of comprehensive service delivery to the women offender. A women's alternative center will serve as the vehicle through which services are brought to bare on the needs of women who are project participants and women offenders from other agencies.

E. Women's Groups Involvement in Criminal Justice

Concerned women, either individually or through a group or organization have become increasingly involved in criminal justice in the last several years. Women concerned in general with the status of women, and women with legal training are among those actively working for reform on behalf of female offenders. These people are sensitive to the needs of women and

have valuable expertise. These individuals and groups have been instrumental in identifying female offender needs, promoting positive change, and providing services directly to female offenders.

Project staff are well aware of the wealth of resource women's groups and individuals can provide to the Demonstration Project. Every effort will be made to directly involve them in project activities. It is felt these women will provide an essential model and perspective regarding the needs of women offenders that are an outcome of their being women in this society.

F. Future Funding for New Programs

In the present depressed economy many cities and states are experiencing fiscal cutbacks. The serious implications a strained economy has for the funding of criminal justice programs can not be ignored. Program planners must consider how, if at all, cities and states will allocate their diminished fiscal resources for offender project. There is an important question with regard to the willingness and/or capability of cities and states to assume responsibility for the continued funding of existing federally funded programs. For example, many LEAA funded programs are in their third year cycle and their survival will depend on local funding. Careful review will be a necessary part of deciding which program will be refunded locally. Replication of the Demonstration Project will face a highly competitive funding climate. When funds are constrained human service programs that have existed for longer periods of time will have a greater likelihood of survival. For criminal justice, this will mean that many offender programs within jails/institutions and in the community, especially those implemented recently will be jeopardized.

An overall goal of the Alternative-to-Incarceration Project is the creation of a model female offender program that will be adaptable, in part or in its entirety to the needs in other communities. It is intended that many features of the Demonstration Project can be assimilated/replicated by existing structures should funding in a community be otherwise available.

V. DEMONSTRATION PROJECT SITE SELECTION

A. Location

The site location for the Demonstration Project is Washington, D.C. This city was selected after careful consideration of several possible sites. Reasons for locating in Washington, D.C. include:

- The problems of the woman offender have been under serious study by a variety of concerned groups who are willing to lend support and share accumulated information on the female offender. (Many persons and groups encouraged us to consider D.C. as a project site).
- The city and its criminal justice administrators are faced with increasing pressures including a law suite over detention and lack of programming for the woman offender. Thus there is a climate more receptive to the introduction of an alternative to incarceration model.
- There are female offenders at various juncture points along the criminal justice continuum in Washington, D.C. from which an adequate sample could be drawn for an Alternative Demonstration Project, yet representative of many U.S. cities, i.e., populations between 500,000 to 1 million.
- There is a foundation of experience within the C.J. system in D.C. regarding alternative offender programming. Therefore there is greater capability by the C.J. system to work with non-institutional approaches to dealing with the offender.
- There is a strong interest in our Project by citizen groups, as well as pledges of support and co-operation by many C.J. agencies and projects, e.g., D.C. Bail, Probation Branch, Community and Women's Groups.
- D.C. serves as the National headquarters for women's groups, federal agencies and the National Resource Center on the Woman Offender thereby providing greater access to and capabilities for dissemination on a national scale of information on the Project model and findings.
- Minorities and blacks are a significant portion of the offender population in many cities. Almost 80% of the population of D.C. is black. The offender population has an extremely high representation of non-whites providing the opportunity (even to an exaggerated degree) to examine more closely the special needs of this portion of the offender population.

B. Community Organizations

As part of our final selection process, many groups and agencies in

D.C. were identified, and the majority contacted by Entropy project staff. Following is a listing of the organizations and city and Federal agencies solicited for information on the woman offender, and for their cooperation and support of this Demonstration Project.

ORGANIZATIONS AND AGENCIES CONTACTED IN WASHINGTON, D.C.*

Sisters of the Good Shepherd
Women's Legal Defense Fund
Federal City College
Pretern
ACLU/National Prison Project (Data on Corrections)
Councilwomen - Willie Hardy and Staff
Public Defenders/Offender Rehabilitation Division
Bureau of Rehabilitation
D.C. Bail (Data on Pretrial)
D.C. Superior Court - Office of the Chief Judge
D.C. Superior Court - Social Services, Adult Probation Branch
Office of Criminal Justice Plans and Analysis
Institute for Law and Social Research (PROMIS data)
One America, Inc.
Study of Alternatives to Conventional Adjudication - Am. U. Law School
Division of Social Services, Research and Planning
Institute of Criminal Law and Procedure, Georgetown Univ. Law Center
Adams-Morgan Women's Employment Center
Washington Opportunities for Women
Visitors Services Center
Washington Half-Way House for Women
Washington Area Women's Center
Jr. League of Washington
Department of Labor/ Women's Bureau
LEAA (National Study of Women's Correctional Programs)
ABA - National Pretrial Intervention Center
National League of Cities and U.S. Conference of Mayors
AFL-CIO - Human Resources Development Institute
National Planning Association
Bureau of Social Science Research
Police Foundation
National Council of Crime and Delinquency - D.C.
Antioch Law School

C. Women's Organizations

It has been noted during the development of the proposed project that women's organizations have been particularly active among those seeking reform for the female offender. (This is the case in Washington, D.C. where community women's groups have been active in criminal justice.)

* Contacts were made with the Directors or their designated assistants.

Many women's organizations have been instrumental in accomplishing change on behalf of the women offenders in their communities. Further these organizations have served as invaluable community resources for the delivery of needed services to the offenders, e.g. Pennsylvania and Iowa AAUW.

Project Staff feel strongly that an essential component of any model program for women offenders is the direct involvement of women's organizations. The proposed project will actively seek the direct participation of such groups in Washington, D.C. A partial listing of women's organizations in the District follows. Many of these groups have been contacted. Others will be approached during the course of the demonstration project.

WOMEN'S ORGANIZATIONS IN WASHINGTON, D. C.

- D. C. Commission on the Status of Women
- * American Association of University Women
- D. C. Federation of Colored Women's Clubs
- Federally Employed Women, Inc.
- * League of Woman Voters of the U. S.
- * National Council of Negro Women, Inc.
- * National Federation of Business and Professional Women's Clubs, Inc.
(D. C. Branch)
- * National Organization for Women
- * National Women's Political Causes (D. C. Branch is Capital Hill)
- Woman's Equality Action League
- Criminal Justice Reform for Women
- Jr. League of Washington
- National Association Commissions for Women
- National Black Feminist Organization
- National Conf. Puerto Rican Women
- Rape Crisis Center
- Sisters of the Good Shepherd
- Women's Legal Defense Fund
- Women's Rights Project
- Center for Law and Social Policy
- Concerned Black Women of Washington
- Women's Roundtable of D. C.
- Women's Arts Center
- Women's Center
- Big Sisters of Washington, D. C.
- National Committee on Household Employment
- YWCA
- Women's Issue Task Force
- *National Resource Center on the Woman Offender
- *Interstate Commission on the Status of Women

* National Offices located in Washington, D. C.

VI. DESCRIPTION OF PROGRAM POPULATION, GOALS, APPROACH AND EVALUATION CRITERIA

The Demonstration Project is designed to impact upon two groups of women offenders. First, a "directly served" group of approximately 80 women who would otherwise have been held in jail or prison. Second, "indirectly served" groups of women offenders presently on probation, parole or other release supervision for whom the project provides job hunting services (40) or special programs on problems of women offenders (about 150).

The overall goal of the project with respect to the "directly served" group is to demonstrate that they can be retained in the community in a program designed to help improve employability, get jobs, stabilize economic status, and solve special problems, at less cost than incarceration, without additional recidivism risk. The additional overall goal with respect to the other group is to demonstrate that the project will have beneficial side effects in terms of helping other women offenders in job seeking and problem solving and that they will take advantage of this assistance.

The primary means by which the project will achieve these goals is through a program specifically coordinated with the D. C. Superior Court, Probation Department and Bail Agency employing a full-time staff for counseling and job development, coupled with (a) utilization or purchase of available community services for education, training, medical care, legal assistance, marital counseling, voc/ed counseling, family planning, short term housing, and other needs of the women and (b) utilization of women as volunteers, trainers and mobilizing the resources of women's groups in the D. C. community to support the overall efforts of the Demonstration Project.

In section A-D below are given characterizations of the populations to be served, statements of the specific project goals with respect to the various groups within these populations, descriptions of the means of achieving these goals and the rationale for designing the project to encompass these goals and means. Also given are the measures-of-effectiveness on which data will be collected as a part of project monitoring and which will be used as criteria in evaluating the success or failure of the various project components.

A. Populations Served

1. Sentenced (Incarceration)

Approximately 100 women are sentenced each year by the D. C. Superior Court to the Women's Detention Center, some being subsequently transferred to the Federal Reformatory for Women at Alderson. This project will accept 30 women who would otherwise have been sentenced to WDC during the 8-month program intake period, assigned to this project by the court at time of sentencing as probationary status in lieu of incarceration.

Rationale: Considering the project time frame and the program, outlined in C.l.b.iii below, of providing each woman with a 6 month intensive guidance period plus a follow-up period of 3-6 months, the intake period is fixed at about 8 months. With a total of about 8 women sentenced to detention each month by the D. C. Superior Court on the average, and noting that roughly half will not be candidates for this project due to the criteria stated in C.l.b.i below, there will be about 30 qualifying women offenders available to the project who would otherwise have been sentenced to incarceration.

The rationale for focusing the project's direct impact on women who would have been incarcerated is that there are presently a number of women offenders in institutions for whom prison is neither necessary or beneficial and who can be retained in the community without additional risk. It is generally acknowledged that imprisonment in today's system has a hazardous impact on incarcerations. Incarceration is, furthermore, the most costly of all correctional programs, an expense to the taxpayer that should be avoided whenever possible, especially new construction costs.

Of the 100 women sentenced from WDC during 1974, 30 were convicted of crimes against person, 38 were convicted of property crimes, 25 convicted of drug charges, 10 convicted of prostitution,

and 11 were convicted of charges related to violating bail, probation or parole.* According to Department of Correction figures, the mean age of 186 women sentenced in fiscal year 1973 was 27.6 years. Of these women, 85% were black. More than half of the sentenced women had been unemployed or didn't state an occupation prior to incarceration.** A profile of the woman offender in Washington, D.C. emerges as that of a young, black, unskilled, undereducated, mother of dependent children.***

2. Returned (Probation Violation)

Approximately 600 women are under the supervision of the D. C. Probation Department. Each year, roughly 10 women probationers who have their probationary status revoked because of a technical violation or commission of a new offense, are returned to the court and placed in jail or prison. A larger number of women probationers have their probationary status reviewed under serious consideration for revocation because of technical violations or a new arrest. This project will accept 10 women (up to 20 if available) on probation, who are returned to court or become serious probation risks because of a technical violation or a new offense, assigned by the court to this project in lieu of incarceration.

Rationale: Considering the current revocation rates for women on probation, 10 is about as many as can be

* Reported by Jeanne Mozier in The Women's Detention Center-A Case Study, May 9, 1975, from data collected by staff of the National Prison Project, ACLU.

** Economics of the Women Offender. A report to be published through the American Bar Association, Economic Center.

*** Irene Miels, Pre-trial Intervention Programs and Related Services for Women in Washington, D.C., May 6, 1974, p. 1.

expected to be available for the project during an eight month intake period who otherwise would have been returned to incarceration. However, if women who are rearrested or who are experiencing difficulty are included, it is anticipated that at least 10 more women would be identified as candidates for the project.

3. Pre-Trial (Incarcerated)

Of the approximately 3000 women arrested in D. C. each year, several hundred are detained in the WCD prior to trial, some released within a few hours or days, others held for longer periods up to several months. This project will accept 40 women who otherwise would have been held in WDC until trial, assigned to this project by the court in conjunction with a recommendation from the D. C. Bail Agency.

Rationale: Pre-trial detention is quite different from post-correction incarceration with respect to legal status, populations, turnover rates, and nature of treatment. However, they share the common facets of detention and isolation seriously impacting upon their lives and of placing a much greater and costly burden upon the CJS with respect to supervision. For this reason, the project has been designed to include a pre-trial sample as well as a post-conviction sample. The accuracy of any comparisons made between the two samples would be limited by the size of the smaller, so the pre-trial sample has been set at the same size as that of the post-conviction sample.

General commentary on population to be served:

While it is strongly held that a selected group of to-be-incarcerated women offenders can be retained in the community, it is also recognized that such an endeavor is not without difficulty or cost. A meaningful and well-planned investment of resources is required to impact on participants, as the target population of the proposed project are by no standards the "cream of the crop."

By the time a woman is confronted with incarceration, she has several strikes against her including one or more of the following: a crime of the nature that immediate return to the community would be met with opposition, a history of repeated convictions, previous participation in diversion and/or probation, a multiplicity of personal and environmental problems of particular hardship to women that are poorly understood. Prison population surveys indicate that 67-70% are likely to be mothers, most will also be single heads of households, many will have been participants in the cyclical routine of welfare dependency alternating with employment in secondary labor market jobs. Many will have no verifiable work history; the majority will not have earned a high school diploma or received a GED. Even fewer will have been exposed to higher education in any form. Where work histories are demonstrable,* they will be predictably sporadic and clustered in entry or low level positions in clerical, service and sales capacities (i.e., typical for under-educated, minority women). While it is obvious that the District, like most metropolitan American labor markets is characterized by a predominance of non-professional job titles in the areas of clerical and service occupations, the clientele of the program which we propose will be reflective of statistics generated within the last year by Private Concerns, Inc. in New York which discovered that from a client pool of over 500 ex-offenders (more than one-third women), not one applicant for employment in an all ex-offender employment consortium could take stenography at the minimum 80 words per minute. Fewer than twenty were able to pass lowered corporate standards typing tests. Civil disabilities inherent in criminal conviction further bar entrance to particular industries and occupational titles-- often prohibiting employment in lucrative service occupations whose job requirements demand little prior experience or job-specific preparation. Although the task of impeding

*The 1973 PROMIS Data on Female Offenders in D.C. shows that 69% of the of the women arrested were unemployed.

further criminal behavior with this group of women is not easy, it is considered possible and a primary goal of the proposed project.*

4. Other Women Offenders-Needing Jobs

Women offenders under non-incarceration supervision in

D. C. include:

Women on D. C. Pre-Trial Bail Release	D. C. Bail Agency
Women on D. C. Probation	D. C. Probation Dept.
Women on D. C. Parole	D. C. D. C.
Women on D. C. Work Release	Wash. Half-Way House (D. C. D. C.)
Women in drug rehab. programs	NTA Programs
Women on Fed. Pre-Trial Release	} Fed. Bureau of Prisons
Women on Fed. Probation	
Women on Fed. Parole	

As a service to these women and the agencies supervising them, this project will offer to place at least 40 (approximately 4 per month for 10 months) referred to this project in contact with employers expressing a willingness to consider hiring former women offenders.

Rationale: A project of this nature in which, as one of its important features, there are full-time personnel activity lining up job possibilities for women offenders can have a definite impact upon more than just the 80 women directly assigned to it. To demonstrate this "side effect," this project is designed to include finding job opening possibilities for 40 women offenders under the supervision of various CJ agencies in the D. C. area.

5. Women Offenders Needing Employment and Personal Guidance

The 80 women offenders participating in the demonstration project and the other women offenders in the groups listed in I.A. 4 above include many needing guidance on employment and personal matters. For approximately 30 women per session, this project will conduct twelve monthly sessions focusing on areas of special concern to many women offenders. The total number of different women expected to attend one or more

* A detailed description of certain characteristics the woman offender arrested in D.C. is provided in Appendix A: Susan Katzenelson, "The Female Offender in Washington, D.C.", April 18, 1975.

sessions is approximately 150.

Rationale: As part of this program for the women offender assigned to it, this project will conduct a number of sessions on topics of special concern to women offenders generally. The benefits of these sessions need not be limited to direct project participants. Thus the project has been designed to include the provision for attendance by women under the supervision of agencies throughout the D. C. CJS.

B. Project Goals with Respect to Populations Served

1. Direct Intervention Participant Goals

- a. To handle the women who would otherwise have been incarcerated at less monetary expense than would have been the per diem cost allocable to them had they been incarcerated.

Discussion: This project will demonstrate that women offenders presently incarcerated can remain in the community, in a program involving a mix of direct project services and utilization of and purchase of community resources, at less per diem cost than had they been held in jail or prison. Based on preliminary project estimates, we expect the per diem project costs to be in the range of \$13.50 per person-day^{*}, compared to an estimated per diem rate of \$71.50 per person-day (4th Quarter, 1974) at WDC, for example.

- b. To retain women in the community who would have been sentenced to or returned to incarceration with no greater risk of recidivism than had they been incarcerated.

Discussion: The project will accept during the 8 month intake period about half of the women in D. C. that would otherwise have been incarcerated or re-incarcerated. It will demonstrate that they can be retained in the community without additional recidivism risk by means of a program

* Excluding costs of any probation supervision or third party custody, and indirect costs of any separately funded resources utilized.

focused upon their employment situation, their economic security and their personal problems as women.

- c. To retain women in the community who would have been detained pre-trial with a court no-show rate no greater than that for women released with conditions other than ROR or monetary bail.

Discussion: With respect to the pre-trial group, this project will demonstrate that women who would have been detained in jail prior to trial (and are not excluded by the criteria listed in C.I.B.i below) can be retained in the community without additional no-show risk by a program directed at improving employment and economic conditions, and solving personal problems.

- d. To raise the level of employability of those women for whom employment is appropriate.

[For purpose of this project, a woman will be regarded as in the "employment appropriate" category unless she is either:

- i) A head of a household with employment income potential lower than the support level available to her through public assistance or private sources such as alimony or income of relatives. (Employment income potential will be estimated from wage at most recent job, plus assumed cost-of-living raises if more than one year ago. If never employed, it will be estimated from wages for jobs available in the D. C. area for persons at her employability level.)

or

- ii) A person with a mental or physical disability serious enough to qualify her for full disability public assistance.]

Discussion: This project will demonstrate that the employability of women offenders in the employment appropriate group is increased by a program of personal assessment, personal problem solving, remedial education, career guidance, pre-employment guidance, job training, and follow-up.

- e. To find jobs for those presently unemployed who are job ready, and to help upgrade the job situation (type of work, wages, stability, etc.) as appropriate for those presently employed.

[A woman will be regarded as "job ready" if she is in the employment appropriate category and

- she has at least entry level skills
- there is nothing preventing her from working.]

Discussion: This project will demonstrate that jobs can be found for presently unemployed women offenders who are job ready with full-time experienced job development and the utilization of community job placement resources. It will also demonstrate that the job status of currently employed offenders can be improved by a program of regular contacts both with the worker and her employer and assistance with respect to both personal and vocational problems.

- f. To ensure adequate subsistence for those women for whom employment is not appropriate.

Discussion: This project will demonstrate that the amount and stability of the financial support for women offenders in the employment non-appropriate category can be ensured by a program of individualized assistance in seeking public support or in obtaining support from private sources if public support is not available.

2. Job Seeking Service Goals for Women Outside Direct Intervention Group

- a. To identify 40 job openings (in addition to the jobs found for the direct program participants) for which the employers will consider hiring former women offenders.

Discussion: This project will demonstrate that job openings can be found in the D. C. area for which the employer will consider hiring a woman with a criminal record, through personal contacts with employers by a full-time experienced job developer.

- b. To involve personnel in C.J. agencies in D. C. in the goals and services of this project in finding jobs for female offenders.

Discussion: This project will demonstrate that C. J. agencies, made aware, by means of personal contacts and periodic mailings, of a service of identifying such job openings will refer women offenders under their supervision to this service.

3. Women Offender Special Guidance Goals

- a. To provide, on a monthly basis, special sessions for women offenders, focussed on problems of special importance to them, which they find to be of value to them in helping them deal with these problems.

Discussion: This project will demonstrate that special sessions focussed on the particular problems of women offenders and run by personnel knowledgeable and experienced in these problem areas will be found to be of direct personal value to the attendees.

- b. To inform women offenders under the supervision of agencies and groups throughout D. C. of certain services of this project and to provide special guidance sessions to them on the problems of women offenders.

Discussion: This project will demonstrate that women offenders will take advantage of special sessions on problems of importance to them. Attendance will be promoted through personal contact, regular mailings with the agencies supervising them, and through Project clients inviting other women to attend.

C. Primary Means of Achieving Project Goals

1. Primary Means of Achieving Direct Intervention Goals

a. Lower per diem cost

Goal: To service the women who otherwise would have been incarcerated at less monetary expense than would have been the per diem cost allocable to them had they been incarcerated.

i) Use of non-incarceration residence, e.g.

- previous home or apartment
- new home or apartment
- living with family or relatives
- staying at existing half-way house
- living in room or other housing with rent paid by project.

Rationale: This is expected to be the single most significant factor in reducing costs. Of course, to keep costs down, project payment for boarding or rent will be used only as an emergency last resort, and then only for limited time periods.

ii) Utilization or purchase of existing community resources instead of staffing and supporting special resource groups within project:

- GED preparation
- second language training
- legal services
- marital counseling
- voc/ed counseling
- family planning
- child care services
- vocational training
- alcohol and drug counseling
- health care services/education
- sex education and counseling
- OJT

Rationale: Instead of duplicating the capability of delivering these services to the participants within the project, as is generally done within institutional settings, it is expected that the use of already existing resources and the mutual exchange of resources will cut costs, even if some of the services must be purchased.

b. Control recidivism (sentenced and returned groups)

Goal: To retain women in the community who would have been sentenced to or returned to incarceration with no greater risk of recidivism than had they been incarcerated.

i) Use project intake selection criteria that eliminate:

- women with extensive histories of violent crime
- psychotics
- alcoholics and drug addicts

Rationale: This project is not designed to have the facilities and staffing for the treatment of psychotics, alcoholic and drug addicts, so they will be eliminated. In addition, it will exclude women offenders who may be inappropriate for a community based program because of an extensive history of violence.

ii) Improve and stabilize economic status

- for the "employment appropriate" group by improving employability and finding jobs (see C. l. d and e below)
- for the "employment non-appropriate" group by helping to find adequate and stable sources of support (see C.l.f below).

Rationale: A central thesis of this demonstration project is that the employment/economic situation of a woman is one of the key factors altering her likelihood of criminal behavior. We contend that improvement of the quality of employment for the job ready, unemployed or underemployed clients in our direct and secondary client caseloads, as well as elevating the level of occupational expectation for those who need pre-vocational preparation prior to assumption of employment, is critical to the entire alternative effort. For this reason, all other program activities and services will be conducted using the question of enhancing employability and stabilizing economic status as a primary consideration.

The Project will likewise function with the understanding that current familial responsibilities and/or personal physical or mental health problems may preclude vocational involvement of the client during the period of program participation. This is most apparent in the case of women with dependants whose expected income in the labor market (based upon evaluation of skills, work experience, and educational background contrasted with prevailing employment specifications and salaries) does not approximate resources available through welfare and ancillary Social Services benefits. In these cases, however, we would attempt to motivate the client along the lines of the Brooklyn Court Employment Project which demanded of each "unemployable" female client that she participate in at least one non-time-intensive employment-related activity, to achieve successful program participation and thus a dismissal of pending charges. This program reports a high dismissal rate for this census, with individual women enrolling themselves in once-a-week Urban League typing programs, or other vocational development/readiness related activities.

iii) Focusing rehabilitative efforts on the needs of women offenders as women and not just as offenders:

- providing two weeks of initial personalized assessment of needs and objectives as a woman.
- providing for six months for each woman an intensive program of personal problem solving sessions (individual sessions, group sessions, and home visits) on problems such as those listed in C.l.a.ii. above.
- providing, after the 6 months intensive period, a series of follow-up sessions for each woman (bi-weekly for first two months, monthly thereafter).

Rationale: Another central thesis of this project is that women offenders have special needs as women, and that a rehabilitative effort is more likely to be successful if it focuses on these needs. Further, a "feminist perspective" seems to be evolving among women on issues related to the woman offender. Our reviews of the literature of the last 5 years and our conversations with

many programs and women's groups during Phase I showed an increasing concern and interest by women in becoming involved with the problems of women who are offenders. Women's groups who have committed themselves (see Section VIII-E) to working with this Demonstration Project will be involved in the planning of workshops and the development of materials, information and resources needed by the project participants.

c. Control No-Show Rate (pre-trial group)

Goal: To retain women in the community who would have been detained pre-trial with a court no-show rate no greater than that for women released with conditions other than ROR or monetary bail.

i) Enter into collaborative arrangements.

In cooperation with the D.C. Bail Agency and other groups such as the Bureau of Rehabilitation's Third Party Custody Program and eventually with the Sisters of the Good Shepherd, provide intensive resources of the project to women under their supervision. Under these arrangements, the pre trial women assigned to this project would be placed in the third party custody of the BR or the SGS under the condition of participation in this program for purposes of assistance in improving employment or subsistence stability and for special guidance.

Rationale: These groups presently provide third party custody services in the D.C. area and, with the collaborative support of this project, could accept women presently remaining in detention.

d. Increase Employability (employment appropriate group)

Goal: To raise the level of employability of those women for whom employment is appropriate.

- i) Set up a purchase of services arrangement with Federal City College, WOW, Vocational/Technical Institute and others to provide:
- voc/ed assessment
 - remedial education
 - career guidance

Also, help secure Board of Education support for educational upgrading.

Rationale: These elements, although not sufficient in themselves, are a necessary pre-requisite to determining and laying a foundation for improving employability.

ii) Arranging for job training as necessary.

- CETA prime sponsor job slots with OJT
- USES listed job slots with OJT
- VEA funded job training
- single slot employment opportunities with OJT
- purchase of job training services

Rationale: The woman offender group is one of the most difficult groups for whom to seek employment. (See Appendix E.) This puts them at a selective disadvantage even in terms of the meaning of employability. The same employer who may regard the average person as employable and is on-the-job trainable will often not regard former offenders (especially women offenders) as employable who aren't already trained. Thus, as job training improves employability generally, it is even more important for women offenders.

iii) Provide pre-employment guidance directly and through purchase of services with respect to:

- job hunting techniques
- resume writing
- application & interview techniques
- personal presentation
- work habits orientation

Rationale: Women offenders generally are quite deficient in these basic elements of making the transition from the potential to the actual in employment. Many have never written a resume, and simply do not know how to fill out job applications. Their presentation is sloppy and interviewing techniques fail to inspire employers to give them work responsibilities.

e. Find Jobs & Help Upgrade Employment (job ready group)

Goal: To find jobs for those presently unemployed who are job ready, and to help upgrade the job situation (type of work, wages, stability, etc.) as appropriate for those presently employed.

- i) Employ an experienced full time job developer with existing working relationships with employees in the D.C. area to directly contact employees in the D.C. area about job openings and about job applicants among women offenders.

Rationale: Direct personal contacts with employers by a full time job developer with existing working relationships with these employers will bring the women to consideration for available jobs which they have a reasonable chance of obtaining.

- ii) Contact other job placement services available in the community to help find jobs for the program participants who are job ready.

- HRD employment referred groups
- USES
- WOW
- Other C.J. projects
- CETA prime sponsors

Rationale: The utilization of existing job placement services will expand the scope of the search for jobs for the program participants. Even when it does not provide specific openings relevant to those currently seeking jobs, it can yield leads to additional employers to contact for job possibilities.

- iii) Conduct bi-weekly follow-up with participant employees and their employers (generally by telephone, with personal visit when necessitated by special problems).

Rationale: Direct contact follow-up will provide additional guidance concerning employment upgrading. It will also provide a mean for detecting problems, both job related problems and personal problems which may interfere with employment. Follow-up assistance on these problems can then be provided to the women involved.

f. Ensure Adequate Subsistence (employment non-appropriate group)

Goal: To ensure adequate subsistence for those women for whom employment is not appropriate.

- i) Determine probable eligibility of each woman in this group for public assistance (e.g., welfare, social security, unemployment compensation, etc.); put her in contact with agencies (if any) from whom she is probably eligible for assistance; and assist her in filling out application for assistance, transportation to interviews, etc.

Rationale: Typical women offenders gain their knowledge of public assistance by word of mouth and seek such support on a hit and miss basis. (There is a particular lack of understanding of public assistance among the more elderly women in this group.) A program with a comprehensive view of what is available, the criteria for qualification and the application procedures, together with individualized direction and assistance in securing assistance can be expected to improve the support levels of the women offenders participating in this program.

The project will have a direct contact source within the welfare agency. Advisors to the project will also be identified who direct contact and knowledge of private sources of assistance in the community.

- ii) If she is not eligible for public assistance, work with her family or other private sources to help her secure financial and other needed assistance:

- salary of provider (related or non-related)
- disability insurance
- alimony, child-support
- other

Rationale: The program will also bring to the women a more comprehensive view of the availability of support from private sources. In addition, it will supply third party assistance in securing this support. Eg.:

- assisting husband or other provider in obtaining employment
- reviewing any health insurance coverage
- directing to legal assistance for alimony, child support, etc.
- assisting husband or other provider in securing GI benefits or other support possibly available.

2. Primary Means of Achieving Job Seeking Service Goals

a. Identify Job Openings

Goal: To identify 40 job openings (in addition to the jobs found for the direct program participants) for which the employers will consider hiring former women offenders.

- i) Identify 40 job openings which are possibilities for women offenders through the direct contacts of the job developer in addition to the job possibilities being sought for direct program participants.

Rationale: The intensive efforts of this project to identify employment opportunities through direct contact will identify jobs that are currently open and will permit specific determination of whether or not they are appropriate to women with the backgrounds usual for women offenders in the D. C. area. It is anticipated that job opportunities will occur for which there are no direct program participants job ready, or that other job development programs may identify job possibilities for women, and these jobs can be made available to women offenders who are not direct program participants.

b. Making CJ Agencies Aware of the Project Service

Goal: To inform personnel in CJ agencies in D.C. in the goals and services of this project in finding jobs for female offenders.

- i) By personal contact and by letter, keep heads of following agencies periodically informed about availability of job openings and job training slots identified as possibilities for women offenders:

- D. C. Bail Agency
- D. C. Adult Probation Board
- D. C. Department of Corrections/Parole
- NTA Programs
- Wash. Half-way House for Women
- Bureau of Rehabilitation
- Project Crossroads
- Others to be specified

Rationale: One of the concerns of probation officers, parole officers and others supervising women offenders is getting them jobs. They need more job opportunities for their supervisees. They have already pledged their cooperation with this project and can be expected to make use of this service of identifying job openings, if they are kept notified of them on a regular basis. Further, this is a basis of cooperative sharing of information on employment of the woman offender.

- ii) Make available to CJ agencies in D. C. the findings of the Job Market Analysis conducted by Entropy Limited as part of the Project Start-up tasks.

Rationale: Much of the labor market information in D. C. has not been clearly organized and specified in terms of categories--as we intend to analyze and organize the information--with a focus to the employment of the woman offender. This information should be of some value to CJ agencies responsible for assisting women offenders in obtaining employment or training leading to employment.

3. Primary Means of Achieving Special Guidance Goals

- a. Provide Special Sessions of Direct Personal Value to Women Offenders

Goal: To provide, on a monthly basis, special sessions for women offenders, focussed on problems of special importance to them, which they find to be of value to them in helping them deal with these problems.

i) Hold two cycles of six monthly sessions on the following topics (co-headed by a person invited from indicated group)

- Feminist/Assertiveness Workshops (Women's Center/CJ Reform of Women)
- Employment rights for women (Civil Service Commission/D. C. Commission on the Status of Women)
- Personal budgeting for women (Federal City College)
- The working mother (WOW)
- Welfare and housing rights (Women's Legal Defense fund)
- Legal problems of women offenders (National Prison Project/LAWCOR)
- Reproductive health care for women (Pre-Term)
- Others to be developed as needs are identified (Project resources)

Rationale: These areas cover problems of special concern to women offenders. Bringing to each session a person from another group working day-to-day on the problems involved will provide the participants with a diversity of currently relevant information/options.

b. Making Women Offenders Aware of These Sessions

Goal: To inform women offenders under the supervision of agencies and groups throughout D. C. of certain services of this project and to provide special guidance sessions to them on the problems of women offenders.

Notify heads of following agencies and designated staff working with women offenders of special sessions to be held for women offenders, inviting them to have clients with problems in the specified areas attend.

- D. C. Bail Agency
- D. C. Adult Probation Board
- Bureau of Rehabilitation
- D. C. Department of Corrections/Parole
- Washington Half-Way House
- NTA Programs
- Federal Bureau of Prisons
- Project Crossroads

Rationale: Rather than relying solely upon one means, a multiplicity of motivation, contacts, and word-of-mouth techniques will be employed to make women offenders aware of the sessions.

D. Measures of Effectiveness (M-o-E) in Achieving Project Goals

1. M-o-E for Direct Participant Goals

a. Lower per diem cost

- Per diem cost of handling direct program participants
 - Portion of fixed costs allocable to them divided by person-days served, plus
 - Variable costs allocable to them divided by person-days served.

compared to

- Per diem costs (fixed plus variable) of incarceration at
 - WDC
 - Alderson

Discussion: In computing the costs allocable to handling the direct participants, the following adjustment will be made to total demonstration project fixed and variable costs:

Omit: start up costs
costs of services to non-direct participants
costs of research documentation and analysis beyond ordinary record keeping and reporting

Add: portion of D.C. Adult Probation Branch costs allocable to supervision by Branch, for these offenders
portion of costs of Bureau of Rehabilitation or Sisters of the Good Shepherd etc. allocable to third party custody for these offenders.
estimated costs of portions of services provided through other funded projects

b. Control Recidivism (Sentenced & returned groups)

- Rearrests (as function of offense type) for project participants
 - during 6 month period of intensive supervision
 - within 1 month after intensive period
 - within 3 month after intensive period
 - within 6 months after intensive period (if within project time frame).

compared to

- Rearrest rates for women paroled from WDC and Alderson during 1974 and 1975, from parole records,

and

- Rearrest rates quoted by DCDC for women offenders leaving DCDC supervision,

and

- Rearrest rate data found by LEAA's National Study of Women's Correctional Programs, presently underway and covering women's institutions in 13 states, mostly 1974 and 1975 data,

and

- Rearrest rate information found by Private Concerns, Inc. in their study of data on the 1974 inmate population of the Bedford Hills, New York Correctional Institution for Women,

and

- Rearrest rates found for women offenders in Iowa through analyses of the Iowa data bases obtained in Phase I of this project.

[Data on re-entrants among inmate populations in the above institutions will be used to estimate rearrest rates for those leaving by means of steady state modeling (appropriate for the short time frames involved) using reported estimates of average times served to relate rates to populations.]

Discussion: Rearrest is chosen as the principal measure rather than reconviction because reconviction data cannot be expected to be available within the project's time frame due to the periods involved in normal court case processing.

The most direct comparison group is the first listed, namely recent parolees from WDC and Alderson. However, because of the statistical inaccuracies involved in any recidivism data based on information short of detailed person-by-person records searches covering jurisdictions of known residences, etc., a number of comparison groups will be used. Fortunately, precise statistical accuracy of the comparisons groups is not essential, since the objective is not to pin down exactly what the rearrest rates are, but rather to find out whether or not the rearrest rates for project participants are less than, approximately equal to, or greater than what may reasonably have been expected otherwise.

c. Control No-Show Rate (Pre-Trial group)

- No-show rate for pre-trial program participants under direct supervision,

compared to

- No-show rate for women released with conditions other than ROR or monetary bail, as determined for 1975, from

records of the DC Bail Agency and the Superior Court.
Discussion: These figures will be readily available from direct counts of the records of this program for the participants and of the court records for the comparison group.

d. Increase Employability (employment appropriate group)

- Employability indices of participants at end of 6 month intensive guidance period:
 - Educational level
 - Job training and experience (in job categories available in D.C. area)
 - Job readiness (job possibility seeking, resume writing, application completion, employment interviewing, work habits orientation, etc.)

compared to

- Employability indices of same persons upon intake into program

Discussion: Both during the two week intake period and at the end of the 6 month intensive guidance period, the following information will be acquired for each participant:

- whether or not possesses GED
- if not, estimated hours needed to complete GED
- number of hours of job training
- number of yrs/mos. of work experience
- estimated work skill level (subjective judgement, supported by contact with most recent employer, if possible)
- possession of written resume
- adequacy of written resume (content, style and appearance)
- interviewing techniques (subjective judgement)
- attitude toward work and work habits (response to series of valid adjusted questions or short survey questionnaires)
- personal difficulties interfering with working (subjective judgement)

e. Find Jobs and Help Upgrade Employment (job ready group)

- Employment profiles of participants at end of 6 month intensive guidance period and during follow-up period:
 - Number employed by job category
 - Job profiles of those employed
 - hours worked (full time, part time)
 - salary
 - promotions
 - length of time held job (to date)
 - reason for termination (if terminated)
 - number of jobs

compared to

- Employment profiles of same persons during year previous to entry into program

and

- Employment profiles of a random sample of 30 employment appropriate women on parole in D.C. (using same exclusion criteria as for the program participants).

Discussion: Employment profile data will be collected for each participant at the following times:

- entry into program
- 6 months after entry
- 7 months after entry
- 9 months after entry
- 12 months after entry (if within project time frame)

At the last point of time for profile data for each participant, the accuracy of the data will be checked through contact with the employer. In addition, employment profile data will be collected by personal interview (arranged through D.C. parole) with a random sample of 30 employment appropriate women placed on parole within 6 to 9 months prior to the time of the interview. Accuracy of this data will be checked through contact with the parole officer.

f. Ensure Adequate Subsistence (employment non-appropriate group)

- Subsistence amount and stability of these program participants at the end of the 6 month intensive guidance period and during the follow-up period, as determined by
 - amount of monthly support
 - source(s) of monthly support
 - estimated stability of source(s) support for her

compared to

- Subsistence amount and stability for same persons during year prior to entry into program,

and

- Subsistence amount and stability of 30 employment non-appropriate women on parole in D.C. (using same exclusion criteria as for the program participants),

and

- Minimum standard of living requirements

Discussion: Both amount and stability of support will be measured in determining adequacy. Amount of support will be determined in dollars or equivalent dollars per month average.

In the case of non-financial support (e.g. housing, medical care, etc. directly provided to the woman) equivalent monetary costs will be estimated. Stability of support will be judged qualitatively based on estimates elicited from the provider of the length of time support may be provided and on separate estimates of the reliability and stability of the providing agency, group or person.

2. M-o-E for Job Seeking Service Goals

a. Identify job openings

- Number of job openings identified where employer expresses willingness to consider former female offenders, beyond those jobs taken by direct program participants

compared to

- o Goal of identifying 40 such additional openings

Discussion: This is a direct count of the number of such openings identified. Recorded also will be basic features of these jobs such as job category, skill level, wage, etc., to determine relevancy to employment prospects of women offenders considering their general skills, experience and expectations.

b. Making CJ Agencies aware of this Project Service

- Number of requests from CJ agencies in D.C. area for assistance in finding jobs for women offenders (number of exchanges of job information on existing jobs between project and CJ agencies).

compared to

- Goal of identifying possible job openings for 40 persons

Discussion: Rather than a survey of the percentage of agencies aware of the service, the count of the number of requests focuses on whether or not those CJ agency personnel for whom this is a relevant service were aware of it and sufficiently motivated and confident of its potential to refer clients to it.

3. M-o-E for Special Guidance Goals

a. Provider of Special Sessions of Direct Personal Value to Women Offenders

- Responses of attendees at end of each session on question of its value to them personally

compared to

- Goal of a majority finding the session to have been of real help to them in dealing with some personal problem related directly or indirectly to the area of focus of the session.

Discussion: The M-o-E calls for a subjective evaluation of the value of each session by the participants after each session and before any consequences of the contribution of the session may transpire. However, a more direct objective measure of the effectiveness of the sessions would require an experimental design too extensive to justify in a project of this nature. With respect to those attendees who are direct program participants, the sessions are a part of these overall programming, and are thereby indirectly involved in the M-o-E's listed in I.D. 1 above.

b. Making Women Offenders Aware of these Sessions

- Number of women beyond those directly participating in this project who show up for the sessions

compared to

- Goal of offering a program that will attract the attendance of approximately 10 women offenders each month from outside the project.

Discussion: Rather than a survey of the percentage of the whole population who are aware of the session, the simple direct count of those who show up is more to the point.

VII. PROGRAM ELEMENTS

A. Screening/Intake

A basic plan for screening and referral of program potentials from the designated target groups has been formulated. The procedural details will be finalized during the initial start-up through cooperative efforts of program staff and officials of the Court and representatives from Adult Probation Branch, D.C. Bail Agency, and where appropriate Third Party Custody program staff.

1. Sentenced (Incarceration)

Arrangements will be made whereby cases with recommendations pointing to incarceration will be flagged during presentence report preparation and forwarded to one Adult Probation staff person. Program staff will be notified. Case folders will be screened to determine if they meet program selection criteria (psychotic, alcohol or drug addicted, or persons with histories of violent offenses will not be admitted).

For the purpose of the project it is proposed that two probation officers be designated as liaisons to the project. Program participants would be carried on the caseloads of these two probation officers. (Presently in cases where probation is granted, the person is usually placed under the supervision of the officer who prepares the presentence report.) Cases that qualify as "to-be-incarcerated" and meet program criteria will be discussed with one or both of the liaison officers. Further, program staff will be consulted regarding potential program participants.

Those persons who qualify and have staff and probation officer consent will be interviewed by a program staff member. The program will be described in complete detail (with legal representation present if possible) to include the obligations and responsibilities of clients. If the client agrees, and time permitting, they will be requested to state such in a letter to the program administrator. If necessary, further investigative/exploratory interviews will be held with the potential client, filling in with self-report data the informational gaps of court and agency records. Project staff will construct a tentative service delivery plan,

including indicated human services, employment and vocational options, leading to later exploration of availability of relevant educational or training programs and cyclical starting dates. A preliminary intake report will be prepared based on a review of the folder and other information provided by staff, probation officer and client. The report will be available to be attached to the presentence report submitted to the judge.

A program staff person will appear in court with the client to express program interest in the person and to answer questions if requested regarding programming plans. With a probation officer recommendation favoring program participation on probation in lieu of incarceration plus visible program support, it is hoped that the bench will be agreeable to granting probation with the condition of program participation for 6 months.* This program representation in court should include to the client that the program is functioning both as an advocate for her and as an intermediary organization distinct from Probation, yet concerned with positive program participation along guidelines she has been involved in creating.

2. Sentenced (Probation Violators)

Another target population of the proposed project is women offenders presently on probation who are confronted with a probable revocation leading to incarceration either due to re-arrest on a new offense or because of technical violations. It is through the Adult Probation Branch that program staff would be notified of project potentials from this population.

Through cooperation with Adult Probation staff, arrangements will be made to have folders of persons falling in the above category referred to a specified supervisory staff who will contact program staff. Candidates will be screened with procedures similar to those used with the initial target group. The supervising probation officer will be contacted for his/her input regarding reasons for violation, program needs, and

*Judge's decisions on sentencing are consistent with probation officer recommendations in 97% of the cases. Information from interview with Jeanne Mozier, Division of Social Service Research, Superior Court, District of Columbia, May 8, 1975.

recommendation for continued probation for the purpose of program participation. If it is deemed more appropriate (and is agreed by all parties), the currently assigned probation officer will retain supervisory authority in lieu of assignment to a liaison officer caseload.

3. Pretrial (Detention)

A third target population to be addressed by the project is women offenders who would be detained in jail awaiting trial if it were not for program efforts to intervene. These are women who are not eligible for or could not otherwise secure their own release considering existing options. Project interest in this group is not directly aimed at securing their release from jail. Rather project intent is to make available the services that will facilitate the detainees release through other agencies.

As a secondary agency with respect to this population, program staff would work with D.C. Bail Agency or Third Party Custody programs (whichever is the agent responsible for the pretrial release and supervision of the client) on a referral basis. These agencies will refer case materials on persons who meet criteria previously established by the involved parties.

If it is determined that the candidate can indeed be assisted by project services, the person will be contacted and scheduled for initial interview which will mark their acceptance in the program. Close communication will be maintained with the referring agents to insure coordinated delivery of services.

B. Assessment

Admission, assessment and program assignment activities will be conducted in a two to six week time frame. It is anticipated that these activities will be compressed with pretrial clients as the primary supervisory agency will have performed some of the necessary tasks. The extent of assessment and program assignment will be influenced by limitations of program-time availability of pretrial clients. The pretrial releases are usually seen in court within 60-90 days in Washington, D.C. If clients are able to secure a legitimate avenue for remaining unincarcerated by means other than program participation, it is impossible for us to require their continued involvement. However, the project is prepared to "carry" pretrial clients for the same time period as others if they are willing and criminal justice processing of their case through the courts does not prevent it.

A basic plan for admission, assessment and program assignment has been developed. However, procedural details cannot (and should not) be completely finalized until meetings with the Court and staff are held as the input of those persons responsible for carrying out the activities herein described is essential.

Immediately after the client is approved by the court for program participation, she will be scheduled for a full day session of program admission and orientation; the earliest possible date will automatically be scheduled to (1) reinforce the importance of the project as an alternative to imprisonment, (2) to involve each client immediately in full program participation, and (3) to enable project staff to flag emergency needs and respond to them rapidly (i.e., residence referral, child retrieval, re-instatement, when possible, in employment lost in the process of arrest and detention).

At admission the program will begin the creation of a permanent case file for the client. Intake data, the tentative program plan, and intake case conference notes will be inserted, as well as any Court documents or Probation reports supplied to the project. For each client there will be a central case file in which each staff member will contribute, thereby ensuring continuity of service from the project as a whole. Reading insertions from other staff members, should provide a first-line method of intra-staff communication on each client's ongoing progress and/or problem areas.

The admission appointment, in many cases the first exposure of the client to the office and total staff of the project, will involve intensive individual interviews with staff members. A determination will be made as to client's actual need for immediate community resource referral(s); in many cases referral to temporary services or for medical treatment will be essential prerequisites to long-term program participation. The client will receive further explanation on project guidelines and expectations, thus clarifying the issues raised in the intake sessions. This is a critical discussion in light of the experience of many intervention and diversion program reports which indicate that the client perception of program involvement differs significantly before and after release from the courts to an advocate (non-police, court personnel, or Corrections) agency.

The admission session with respect to vocation/education assessment will involve a thorough exploration of the entire work and educational history of the client. The structure of the interview should allow opportunity for the client to express her own vocational aspirations, perhaps elaborating upon suggestions she has made previously to other staff. At the same time the session should be utilized to "reality test" the commitment of the client to her expressed goals, the amount and quality of exposure she has already had to education, training or work in the occupational area(s) cited, and the circumstances of her living situation, skills and educational background which would make the vocational goal reasonable, or unrealistic.

At the same time, the client should be provided with pertinent labor market information* on the occupation (demand in current job market, entry and experienced salary levels, usual job prerequisites, advancement opportunities, etc.). It is important that staff be able to assess accurately the degree of "readiness" for vocational movement of each client, only initiating real labor market feedback sessions when clients are genuinely prepared for project initiated or self-referral to jobs, training programs, or schools. For many with spotty or non-existent work histories and limited educational background, staff will have to take a stronger lead in the formulation of relevant vocational movement plans, using whatever assessment tools seem appropriate--vocational inventory testing, job site exposures, etc.

Each new client will be expected to attend a weekly group session from the second week of program participation. Held one evening weekly under the direction of a project staff member, these sessions will concentrate upon "survival skills", attempting to impart information through presentation of data by the project staff group leader, or outside person brought in to provide special expertise on particular issues, and through experiential feedback from other client group members. Membership will be maintained with as much continuity as possible to maximize the potential for the group's evolution as a dynamic component of project participation for its client members. Each client will also be expected to attend the special monthly sessions that are designed to include clients from other female offender agencies. The monthly sessions will focus on such topics

* See Section VIII - Analysis of Labor Market

as: employment rights, personal budgeting, working mothers, welfare and housing rights, legal issues, reproductive health.

After two to four weeks of program assessment; the project staff will hold an in-depth case conference to review the appropriateness of the tentative program plan in light of additional information gained since program admission, the receptivity to program participation thus far demonstrated by the client, results of community services secured on an emergency basis, and to explore additional problems discerned by staff members. This session will, in most cases, be preceded by several post-admission meetings with the client by project staff. In rare instances, i.e., when an immediate determination for employment readiness has been made by the staff, the process of job referral may be started. This "One Month" case conference should culminate in the creation of a revised project participation plan including a clearly defined vocational movement program with timetable for its implementation within the remaining five months of active project involvement. Ordinarily, these plans will reflect a combined response to the client's immediate and long-range vocational upgrading or primary labor market placement. Typical programs will include: enrollment in a training or remedial education program, referral to part or full-time employment; project assistance in securing daycare services for client's children during school or work hours, referral for eye examination, psychological testing beyond the capability of in-house resources, etc.

The project participation plan for clients who are deemed to be employment non-appropriate at least during the program's timetable will focus on activities aimed at stabilizing adequate subsistence from legal sources. In addition the plan will also address itself to aiding the client to gain access to services and community programs which could potentially improve her employability at a later point in time-- i.e., advisement on the existence of local school adult remediation programs, children's daycamps, clerical or health profession pre-vocational preparation, community college outreach programs with home study alternatives, community mental health services, community based civil/criminal legal services, etc.

C. Program Plan Implementation

Once this plan of service has been established, the staff member whose area of specialization most closely relates to client needs will be assigned the case for the remainder of the client's active participation in the program. This responsibility will entail on-going interaction with the liaison probation officer on the client's progress, outreach activity should the client fail to meet project appointments, monitoring of the client file, and presentation on a regular basis for the remaining five months of project participation status case reports to the service team and the Project Manager.

Within the timeframe of the remaining five months of direct program supervision, project staff will begin or continue to effect the process of referring clients to appropriate community services, school or training programs, or jobs. Since "crisis intervention" referrals and services will have been accomplished in the admission phase, the majority of clients should, by this time, be ready for more long-term referrals. A critical consideration for all referrals will be the time involved in completion of any training or educational program in which employment upon successful completion of the course is not guaranteed. Only in rare cases, i.e., for those qualified for community college two-year curricula programs, should the client be referred to educational/preparation programs which will result in graduation after the expiration of the client's one year of program involvement. This time constraint may be relaxed for particular clients only with (1) commitment from the liaison probation officer to assume post-training placement responsibility, or (2) receipt in writing of ultimate placement responsibility from the training vendor or another ex-offender women's program.

D. Client Release and Follow-Up

All clients with the exception of those pretrial releasees who find other legitimate means to exit the system (or avoid incarceration) after appearance in court will be expected to actively participate in the program as outlined in the program participation plan for a period of not less than six months from the time of admission. A final case conference will be held two weeks before the end of each client's six

month active project participation period. The service staff will submit a written synopsis of the client's performance in their area. Group findings will be transmitted to the liaison probation officer, and an "Inactive Program Plan" will be devised for each client based upon individual needs for vocational follow through (i.e., post-training program placement assistance; second job placement, etc.), additional human services assistance (continued psychiatric assistance, pending legal cases, permanent housing, etc.). In some cases continued active participation may be recommended. The client's willingness to continue will be a determining factor.

For the duration of the project, clients who have completed their six month active participation will be followed with a series of follow-up sessions, bi-weekly for the first two months and monthly thereafter. Clients will be tracked on the job, in school or training programs, and in the community by project staff members in concert with liaison probation officer. Project staff will respond to negative feedback in an outreach program attempting to reinvolve receptive clients in vocational activity, and if indicated in group or individual sessions within the project. Support service referrals will be extended to those clients in the inactive phase if there is a renewed need for such assistance and it is not available through the probation officer.

E. Project Services

1. Vocational Component

Primary labor market employment, or preparation for labor market entrance at a level above "revolving door" low paying, non-benefit attached jobs is a primary goal of the employment component of the proposed project. We contend that improvement of the quality of employment for the job ready, or underemployed clients in our case-loads, as well as elevation of the level of occupational expectation for those who need pre-vocational preparation prior to assumption of employment is critical to the entire alternative effort.* For this reason, other program activities and services will be conducted using the question of enhancing employability as a primary consideration.

*PROMIS Data on Women Arrested in 1973 in Washington, D.C. shows 69% unemployed.

The existing literature on the female offender, as well as extensive field interviews with practitioners moving the female offender into the labor market, demonstrate to us that the clients to be served in the program will suffer disproportionate handicaps--even when measured against the majority of disadvantaged sub-groupings--in competing for good jobs in a recession economy.

From our previous experiences with a work release program (Iowa Women's Reformatory), Entropy Staff have found this type of employment training or education effort to be more beneficial than many other types of prison programs. This program has been in effect for 7 years and appears to be having a positive effect on recidivism rates. Of the 450 women who have participated in the seven years, there is a cumulative return rate of 6.2%. For some years this represents participation of 90 percent of the incarcerated populations. The recidivism rate for the facility, prior to the institution of WR was around 20 percent, and this is the rate of recidivism that has been found for the non-work release population.

Most studies indicate that 67-70% are likely to be mothers, most will also be single heads of households, many will have been participants in the cyclical routine of welfare dependency alternating with employment in secondary labor market jobs. Many will have no verifiable work history; the majority will not have earned a high school diploma or received a GED. Even fewer will have been exposed to higher education in any form. Where work histories are demonstrable, they will be predictably sporadic and clustered in entry, or low level positions in clerical, service and sales capacities (i.e., typical for under-educated, minority women).

While the District, like most metropolitan American labor markets is characterized by a predominance of non-professional job titles in the areas of clerical and service occupations, the clientele of the program which we propose will be reflective of statistics generated from the PROMIS Data for 1973.* This study found that the "typical" description of a female charged was a woman aged 24 years or younger, 79 percent were black, 69 percent were unemployed, and over 40 percent had at least

* Susan Katzenelson. The Female Offender In Washington, D.C. April 18, 1975.

one previous arrest. The crimes committed were broken out as 43 percent victimless, 23 percent violent at 32 percent property and 2 percent other. Of particular interest was the observation that for women, victimless crimes peaked at age 21-25, property crimes at 31-35 and violent crimes at 41-45. Recidivism was highest among women with the victimless crime offense type (52 percent). In terms of differential disposition, the following pattern emerged in looking at women's offense types: women fared better than men for cases dropping out in violent and property crimes, but were treated more harshly when charged with victimless crimes. Within the last year by Private Concerns, Inc. in New York, discovered that from a client pool of over 500 ex-offenders (more than one-third women), not one applicant for employment in an all ex-offender employment consortium could take stenography at the minimum 80 words per minute. Fewer than twenty were able to pass lowered corporate standards typing tests. Civil disabilities inherent in criminal conviction further bar entrance to particular industries and occupational titles--often prohibiting employment in lucrative service occupations whose job requirements demand little prior experience or job-specific preparation.*

Under these circumstances, we are certain that the employment component which we propose will necessarily function on an individualized client need basis characterized by a variety of potential job, training and educational program responses. Measures of effectiveness, at least in primary caseload service, will have to be predicated upon the thesis that the majority of clients have never participated fully in the labor market in "adequate" jobs (as perceived by the client and in line with costs of living in the D.C. area). Each employment appropriate client will receive intensive vocational

*Interview with Ms. Barbara Taylor, Program Manager, Private Concerns, Inc. New York City, New York, June 1975.

advisement from project staff. Beginning with analysis of prior vocational background prior to program admission and consequent exploration of potential job/ school /or training options in the District, and culmination in a joint compact between staff and client which will spell out specific steps to be taken by each (e.g., development of appropriate job slot, access to expedited admission into a training or school program on the part of the project, and accumulation of missing employment-related documents, enrollment of children in day care, attendance at "World of Work" seminars, etc. by the client). Each such employment or pre-employment package will be preceded by careful assessment of human services needs which, the staff and client feel will impede the client in the labor market or training program participation, thus enhancing the likelihood for program drop-out, or job termination.

Critical to the entire assessment process will be staff ability to ascertain "job readiness" or "training program readiness". While such determinations are necessarily unscientific, staff will in the process of detailed program case conferences based upon data and extended individual sessions with the client attempt to weigh those motivational, attitudinal, and economic factors which make referral to job or training a viable option. Supporting the validity of each referral will be the program's procedures of:

- . Developing job slots on an individualized basis
- . Preceding vocational referral with indicated human services, with follow-up for at least six months.
- . Involvement of the client in planning
- . Availability of resources to develop funding or limited services where a specific need is not available, or inappropriate for client entrance.

The project will likewise function with the understanding that current familial responsibilities and/or personal physical or mental health problems may preclude vocational involvement of the client during the period of program participation. This is most ap-

parent in the case of women with dependants whose expected income in the labor market (based upon evaluation of skills, work experience, and educational background contrasted with prevailing employment specifications and salaries) does not approximate resources available through welfare and ancillary Social Services benefits. In these cases, however, we would attempt to participate in at least one non-time intensive employment-related activity. As with the "unemployable" category of clients, it will be an operational imperative of the project that each client (particularly the employment appropriate) must actively participate in her own movement into vocational programs or the labor market. It is critical that each gain some skills in the area of job seeking, or evaluation of education or training program content leading to the decision to enroll. It is especially important to impart these skills to those clients who receive public subsidized training allotments who will never receive subsequent access to such monies.

Another contention which will guide vocational activities, derived from feedback from a variety of programs servicing the female ex-offender, is that expansion of vocational "horizons" to include delayed financial gratification from employment through participation in school or training programs leading to potentially more lucrative employment is a difficult concept to accept in the pressurized situation of fulfilling court or program related demands. Project staff will be cognizant as well of the penchant of some female ex-offenders to view enrollment in training or school as a vocational end in itself. Careful attention therefore will be given during the assessment process to histories of prior training program involvement, especially as it pertains to "Professional Trainees".

A paramount consideration of the vocational component will be to avoid the creation of systems which will needlessly duplicate existant services in the District. In this vein, clients will be

referred to school or training programs with purchase of service authority only after exhaustive search has been conducted for comparable programs available at little or no cost at educational institutions in D.C. Serious efforts will be made to link into the systemic process of HRD employment referral groups with pre-established contacts and mandates to service ex-offenders as an exclusive client body or as a component of the disadvantaged population of Washington.

2. Supportive Services

The project will make available on an individualized, as-needed basis the supportive services which will enable clients to pursue a course of vocational development. Clients will be referred to existing community resources for services that can not be provided by the project directly. A minimal purchase of service capability will be sustained for limited situations where an outstanding need has been identified for which in-house or community services are not available free of charge. Supportive services directly or indirectly available through the project are as follows:

a. Education. Academic courses/tutoring will be made available for client educational remediation and/or upgrading. When needed technical courses that relate to a particular job or vocational opportunity may be necessary. In addition, education in an informal sense will be provided with regard to family management, community service utilization, personal budgeting in regular and specifically designed sessions.

b. Counseling. Clients will be involved in a variety of counseling modalities depending on individual needs. Those clients participating in the project as a condition of probation will be expected during their six month active phase to attend bi-weekly individual session and weekly group sessions both of a problem-solving orientation. This does not include sessions that may be held periodically with the vocational-educational counselor or another staff members.

Pre-trial clients will possibly not be required to meet as extensive a counseling schedule. This will be determined on an individual basis.

c. Mental Health. Need for in-depth personal counseling, family counseling, psychiatric assistance, drug and alcohol counseling that goes beyond the scope of what can be provided in-house will be met through referral to existing agencies providing mental health services.

d. Legal Aid. Through cooperative efforts with the area law school students, each client will receive legal screening, consultation, services, and referral if necessary on unresolved civil and criminal issues. A legal advisor will screen available case material, interview the client, and confer with Project Staff to determine legal needs. A legal plan will be outlined. Where possible, legal assistance will be provided directly on civil matters. With respect to a criminal case, project staff will encourage and facilitate the client's contact with her lawyer.

e. Reproductive Health and Medical Services. Clients, at least those who are participating as a condition of probation and will be involved in the program for six months will be encouraged to have a physical check-up through arrangements between the Project and Preterm, a center for reproductive health located in Washington, D.C. Additional medical services necessary to a clients well-being (especially those which may prevent her participation in the labor market) will be obtained through referral.

f. Housing and General Assistance. The project anticipates there will be clients in need of temporary emergency housing which will be arranged through existing community residences. Assistance will also be given to clients to locate and maintain suitable housing during the period of their participation in the project.

Although it will be limited, direct material assistance (transportation money, small emergency loans, and work related supplies) will be given when this is needed and can not be obtained elsewhere.

F. Project Staff Job Descriptions

1. Demonstration Project Manager

a. Preferred Prior Experience/Qualifications:

- (1) LLB Degree with minimum one to two years experience in the D.C. criminal justice system as an Assistant District Attorney or Legal Aid Attorney.

Rationale: Such expertise should enhance development of project credibility with the judges and provide reassurance to complying Department of Probation, as well as fulfilling an internal program need for legal assistance to program clients in either civil or criminal legal problems, (i.e., pending warrants, immediate assistance in the event of rearrest, child retrieval, welfare rights problems, divorce, etc.).

or

- (2) MSW or comparable educational background with four plus years of experience in manpower and criminal justice programs in the District. Must be familiar with the spectrum of social service agencies in D.C. including health care, community legal services, government sponsored and private vocational training programs, (remedial education programs available through the Board of Education, community college outreach and life experience programs, daycare, and local governmental operations (particularly of women's programs both funded and voluntary is highly desired. Must have program administration experience.

Rationale: A thorough working familiarity with the variety of predictable service need responses available

in D.C. will expedite start-up time and ensure professional service delivery to the first program entrants--critical to total program performance during a one year demonstration phase.

b. Job Duties:

- (1) Responsible, in concert with Project Co-Director, for start-up and ongoing administration of the project. Directly supervises activities of Job Developer, Community Services Coordinator, Vocational/Educational Counselor, Volunteers, Technical Assistant, and clerical support.
- (2) With Project Co-Director, will recruit, hire, and train subordinate staff. Must make determination of staff complementarity to enable program to respond to the variety of human services and vocational needs of clientele and provide resources in these areas for a number of clients serviced in a back-up capacity for associated women's programs inside and outside the criminal justice system.
- (3) Must function as liaison with the D.C. Superior Court Adult Probation Branch, D.C. Bail in development of working relationships, establishment of program criteria, and in all upper-level or policy-making meetings. Must closely monitor activities of Community Services Coordinator in all her/his court-related functions. If Manager is an attorney, may supervise the representation of client's interest in court, including presentation of criteria for program entrance, elimination of outstanding criminal case warrants, civil cases, and rearrest situations.

- (4) Must serve as high-level interface with the D.C. community; in this capacity will establish working relationships with key programs in the District relevant to client needs. Important here in a one year demonstration would be the evolution of "most favored client" agreements in the areas of school and especially training program admissions, immediate health and psychiatric care, daycare programs, and welfare services. Optimal service from the Welfare Department can best be achieved by the outstationing of a social services supervisor. This individual must have the authority to open new welfare cases immediately and to exercise special services license in investigating and settling existant welfare problems for the client population.
- (5) Must serve as an educator/publicist for the program to the court system (judges, ADA's, Legal Aid, Probation), manpower and human services programs, the academic community, women's groups, national funding sources, the National Resource Center for Women Offenders, and the media.
- (6) Must be available to the Job Developer and Vocational/Educational Coordinator to intervene and provide assistance in the development of programmatic relationships with employers, CETA funding sources, training programs, schools, and, for development of public sector employment opportunities, with the U.S. Civil Service Commission and federal agency offices of contract compliance.
- (7) Must ensure flow of information between Technical Assistant and operations staff to facilitate program development and to provide the TA with data for internal evaluation.
- (8) Must provide regular status reports to Project Co-Directors and provide primary information for inclusion in a final project report, both types of report to be

adjuncts to the total programs report to the ORD of the Manpower Administration of the DOL.

2. Job Developer

a. Preferred Prior Experience/Qualifications:

- (1) BA Degree plus minimum five years experience in job development for disadvantaged populations (preferably with strong female and ex-offender agency service thrusts) in the District of Columbia and surrounding communities. Must have experience in single slot and generic job development, basic occupational analysis, and employer relations development. Should have knowledge of Title VII of the 1964 Civil Rights Act and experience in assisting employers to comply with Affirmative Action guidelines. Must be familiar with the Comprehensive Employment and Training Act of 1973 and have pre-established contact with local CETA prime sponsors. Must have "bank" of private sector employers receptive to her/his selection and referrals. Must be fully versed upon civil service hiring procedures for local and federal employment. Must be familiar with existant network of labor market intermediaries in D.C.

b. Job Duties

- (1) Develop single slot employment opportunities for program's employment appropriate clientele. Effect individualized placement in primary labor market jobs.
- (2) Will develop variety of job openings for women serviced directly, or indirectly by the proposed project. Emphasis will be placed upon adequacy of slots developed in relation to cost of living in the Capital area and attempts will be made to develop openings of an "atypical" (i.e., less than 10% female employment census by job title) nature.

- (3) Will develop working relationship with other major labor market intermediary organizations to avoid needless duplication of effort, and to extend employment opportunities developed by the project to other groups servicing female offenders.
- (4) Will conduct educational "campaign" to inform private sector employers of the employment needs of the female offender population through dissemination of materials, informal employer seminars, etc. Will provide technical assistance to complying employers to assist them in foreseeing potential job-related problems of individual clients, thus attempting to maximize job retention. Will, at employer's request, assist line foremen or supervisors in working with female offenders new to primary labor market employment.
- (5) After preliminary research to ascertain feasibility, may utilize local CETA funds to establish (a) single slot OJT capability for project clients, or (b) develop a consortium of employers committed to hiring exclusively from the pool of female (or male) ex-offenders in pledged occupational titles. Will devise training, remediation and counseling components for such a consortium, and maintain project direction for the consortium in concert with a sub-contracted training vendor (local community college or private employer with training capabilities).
- (6) Will establish lines of communication with the U.S. Commission on Human Rights, and the offices of contract compliance of each major Federal Department.
- (7) Will devise an employment tracking system to monitor the development of employer contacts, quality of job slots developed, referral and placement statistics, job retention, promotions and transfers, and reasons for terminations.

- (8) Will participate in feedback and planning sessions with the Project Manager, Community Services Coordinator and Voc/Ed Counselor to ensure integration and complementarity of service, and to provide ongoing labor market and employment program developments to the program directorship.

3. Vocation/Education Counselor

a. Preferred Prior Experience/Qualifications:

- (1) Ma/MS in vocational counseling or guidance with minimum of two years experience in vocational advisement to a disadvantaged (preferably court related population).

or

- (2) BA/BS degree with minimum four years experience in vocational counseling. Should have specific experience with court related population, or women. Necessary or preferred areas of expertise or specialization: Experienced vocational counselor whose clientele included HRD populations, sporadic or non-existent work history, limited educational background. Able to discern potential learning disabilities and to secure appropriate testing leading to referral to individualized vocational training program placement. Knowledge of VEA funding and Board of Education and community college programs, necessarily in D.C. and surrounding communities. Experienced in simple administration of aptitude and vocational inventory testing, and familiar with referral processes to existent testing facilities. Must be able to make determination of relevancy and reliability of testing on an individualized basis. First hand evaluation experience within the spectrum of vocational training programs within the District. Intake and assessment experience in a community based program serving offenders and/or women. Demonstrable access to intake departments of major training and educational programs in the District.

b. Job Duties

- (1) Will develop referral relationship with all major training programs, remedial educational facilities (private and public), and community college programs in D.C.
- (2) Will develop ongoing working relationship with the Office of Vocational Rehabilitation, the Board of Education, and appropriate and qualified vocational test administrators.
- (3) Will, after consultation with other staff devise an individualized vocational movement plan for each project client. This effort will entail assessment of prior work and educational backgrounds juxtaposed against observable vocationally impeding factors, i.e., child care problems, need for psychiatric assistance housing, physical and dental examination and service needs, clothing requirements for employability, outstanding warrants, civil suits, etc. Formulation of this personalized "plan" will involve intensive intake counseling sessions with each program participant, culminating in a joint agreement on goals and timetables for achievement of a mutually acceptable informal compact.
- (4) Will act as in-house test administrator to ascertain reading and mathematical grade levels, vocational interests on an as indicated basis.
- (5) Will conduct, in conjunction with other staff, individual case conferences on a client.
- (6) Will develop a vocational training and educational option resource bank for internal program use for client referral, and for dissemination to other programs servicing women and ex-offenders. This information flow will be structured to compliment currently available intra-district program updating, and should also include data on relaxation of restrictions against ex-offender hiring on a local level within the public and private sectors.

- (7) Will advise a monitoring system to evaluate the timeliness and quality of training and/or educational upgrading of agencies to which program clients are referred. In the case of vocational training, this process should extend through job placement or programmatic failure to effect placement.
- (8) May conduct information exchange seminars with representatives of other vocational placement programs within the District and apprise them of ongoing program options for the female offender or other disadvantaged female populations and to provide updates to other programs on new programs about to become funded or operative.
- (9) Will provide periodic status reports for use by Program Manager, Project Co-Director, and DOL.

4. Community Services Coordinator

a. Preferred Prior Experience/Qualifications

- (1) BA Degree plus two years experience in multiservice community based agency. Should have client service experience with ex-offenders and women. Working knowledge of criminal justice system.

or

- (2) Paraprofessional Community Resource liaison in community based program, or court related project. Must have knowledge of CJ system, ex-offender preferred.

b. Job Duties

- (1) Under direction of Project Manager, will serve as program liaison with the courts and the adult probation branch. Specific responsibilities:
 - (a) Will pre-screen court papers and Probation documentation on each potential program client. Candidates will be "flagged" for consideration by the adult probation branch, probation and by regular perusal by the CSC of female court papers. Other court related agencies may likewise suggest names for early consideration, i.e., D.C. Bail

Project, third Party Custody Programs.

- (b) CSC will consult with program staff on all potential "pulls".
 - (c) With concurrence for possible program inclusion from Program Manger, CSC will begin intensive collection of data on each candidate to include series of personal interviews with the candidate and verification of all data from interviews, court records, and Probation investigations.
 - (d) CSC, and when necessary, Project Manager will seek concurrence from the client and adult probation branch; having gained such agreement (to include tentative program plan to be attached to the pre-sentence report), the CSC or Project Manager will approach the bench when appropriate with the client.
 - (e) The CSC will function as an ongoing progress reporter to each client's probation officer; such reports will be reflective of program response intensity, with lengthy preliminary planning reports ensuing the first three weeks of program participation, interim feedback reports, and a culmination of direct service report at the conclusion of six months of participation.
- ((2) Under supervision, will interface with community services
- (a) From the inception of the program, the CSC in collaboration with the Project Manager will develop an "available resource service pool" to respond to the variety of human services nedds of a female offender clientele--physical health and psychiatric services, day care access, legal assistance, welfare liaison, housing aid, temporary community residences, dental care.
 - (b) Will maintain ongoing communication with service agencies, making direct referrals of clients.

(c) Will, with assistance from the TA, maintain a tracking system on services provided free or paid for by the project. This system will entail data on rapidity of service delivery, utilization of services by numbers of clients, quality of service rendered, impact each service made on improving or hastening employability.

5. Technical Assistant

a. Preferred Prior Experience/Qualifications

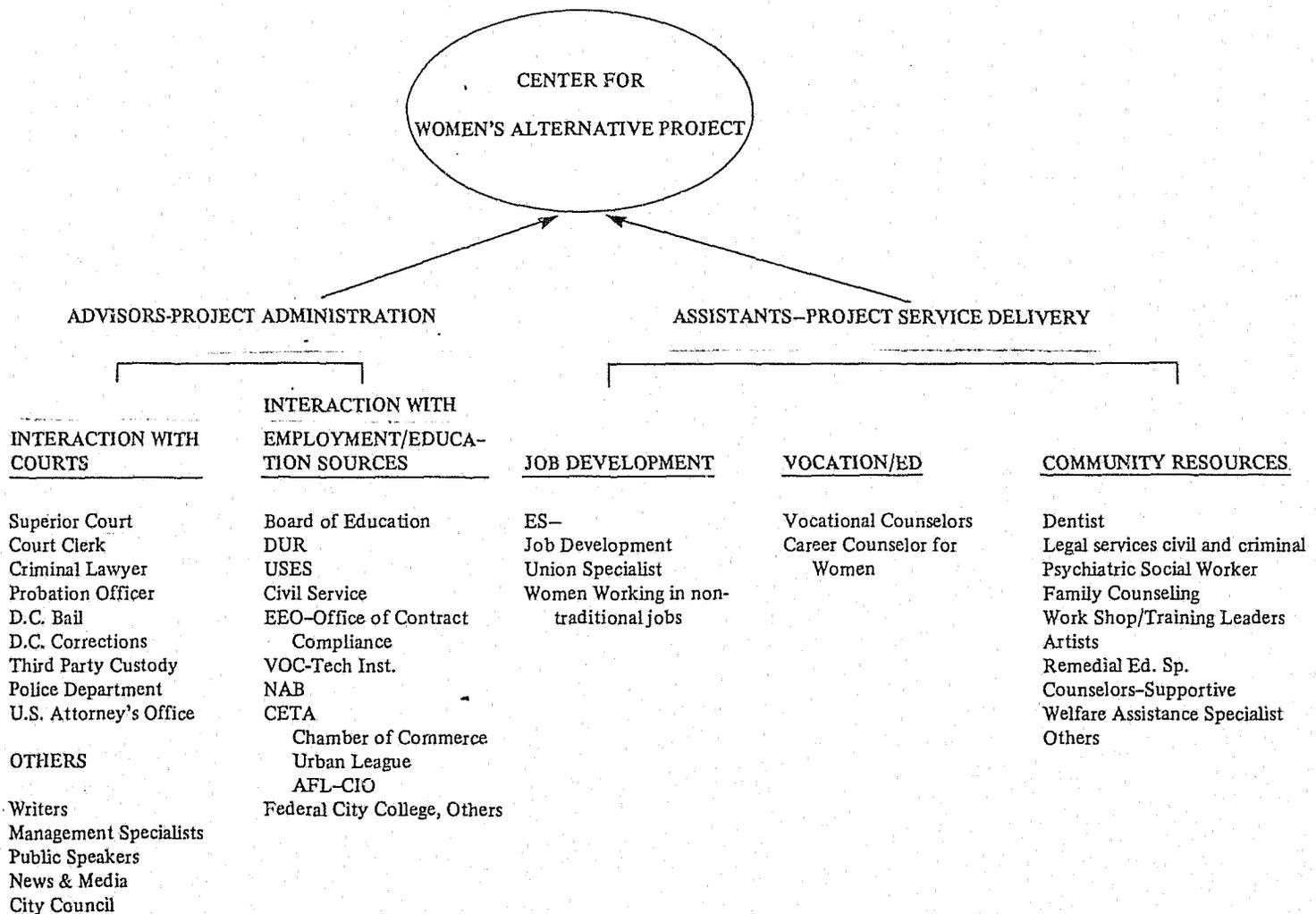
Through a local university, a graduate student (if possible, otherwise fourth-year undergraduate student) will be recruited to work with the project on an internship where he/she will receive credit hours. The person would be asked to work two-fifths time. It may be necessary to use two persons on a per semester basis rather than having one person for an entire year. A student majoring in criminology, sociology, or psychology is preferred.

b. Job Duties

- (1) Under direction of Project Manager, will function as technical resource to other staff, assisting them in systematizing reports and data collection leading to later quantification for project research effort.
- (2) Will conduct informal internal evaluation of all functions, apprising Project Manager of status of each component's activities.
- (3) Will assist other staff in maintaining each component's resource "bank".
- (4) Will assist in the creation of reports to Project Co-Director and the Department of Labor. Responsible for data flow to Co-Director and research group.

G. Volunteers

Volunteers will be recruited by the Women's Alternative Center Staff to serve as advisors to Project Staff in their efforts to work with the C.J. System and with other resources in the community. In many cases these persons will be employed by an agency or knowledgeable of that field. Volunteers will also be sought as assistants in the Service Delivery effort, to advise Project Staff of new events in the community such as job openings, new education or training programs, and to provide direct services to project clients. Areas have been identified with regard to Project Administration and Project Delivery of Service in which volunteers will be sought. The chart below presents some of the categories in which volunteers will be utilized as either advisors or assistants to the Project Center.



VIII. DEMONSTRATION PROJECT START-UP

There are several initial implementation tasks to be undertaken during the months of May, June, July and August, 1975. Start-up has been defined as the initial period of the project, prior to the acceptance of the first women into the project. Initial implementation tasks are outlined below.

A. Hire Staff

For this Demonstration Project on Alternatives to Incarceration for the Woman Offender, staffing needs have been defined to include a Demonstration Project Manager, Job Developer, Vocation/Education Counselor, Community Services Coordinator, Technical Assistant, Receptionist/Clerk-Typist. Under Section VII a detailed description of each position has been outlined, including specifications for prior experience/qualifications, and a listing of major job duties. Recruitment of staff will be handled through informal verbal communication and through posting job announcements in existing criminal justice agencies, vocational and educational agencies, and interested women's groups. Each job announcement will contain a description of the job duties and the prior experience/qualifications. Interviews will be conducted in June and July with all staff selected by the end of July.

B. Staff Training

Since the project will be hiring highly qualified and experienced persons, staff training will be focused on (1) orientation to the history of the project, (2) research design and data collection requirements, (3) outlining start-up activity responsibilities, (4) establishing lines of communication, coordination, and responsibility among project staff and between project and staff of Entropy Limited, (5) establishing working relationships with the Court, Social Services, Community resources, women's groups in the Washington, D.C. area, (6) methods of expanding community awareness of the project and the needs of the woman offender, and (7) specialized skill training for working with women on a short-term, intensive service delivery basis.

As part of the hiring process, each staff member's strengths and weaknesses will be assessed and specialized training will be provided as appropriate. Also, during the initial phases of project implementation three additional sources for staff training will be utilized. Program Managers of ex-offender job development services for Private Concerns, Inc.* will be involved in training for the Job Developer and Voc/Ed Counselor. The Job Developer will spend several days with PCI's two employment specialists, one for small business employment development and one for larger corporate employment, Bernie Vogelgesang, Director of Polk County Court Administrative Services (LEAA Exemplary Project) will work directly with Project Staff providing technical assistance as needed regarding specific start-up activities and delivery of direct and indirect services. Roger Steggereda who was formerly NCCD Director of Research and Data for the Polk County Court Project and presently a consultant to the State of Iowa on Research related to expanding the Polk County Design into other District Courts will work with Entropy staff and Project Staff regarding the mechanisms for data collection for the Project research goals.

C. Establish Project Office

A search of available office space will be undertaken during June. It is hoped that office space can be obtained in an area that is accessible to clients by public transportation and is close to the Courts and Social Services Offices. Sufficient space is needed to house 6 staff members plus additional room for small group sessions. It is intended that the Project Offices will serve as a center for many of the activities of community groups that become involved with the client population and otherwise with female offenders in Washington, D. C.

* Private Concerns, Inc., is a non-profit corporation based in New York City. Established in 1974, Private Concerns is specifically mandated to effect job development and job creation for New York's ex-offender population. During its first year of operation, Private Concerns has placed over 160 ex-offenders in primary labor market employment in single slot and employment model formats.

D. Meet with Representatives from the Office of the Chief Judge, Social Services, and D.C. Bail.

During Phase I meetings were held with representatives of the Chief Judge and the Court's Office of Social Services and the D.C. Bail Agency. Discussions centered on the program needs of women offenders in the District of Columbia, data that existed on women offenders and persons who should be contacted by the Project Staff. Later conversations focused on issues related to Project design. Initial expressions of willingness to work with the Demonstration Project have been made with these agencies.

A basic outline of Project Interface with the Adult Probation Branch and the Court is provided in Section VII - Program Elements. As part of the initial implementation strategy, Project Co-Directors, the Research and Monitoring Coordinator and the Demonstration Project Manager when hired will meet with the Court and its representative agencies to finalize procedures for screening candidates and for providing information (recommendations, progress reports, program plans) to involved agencies.

E. Develop Relationships With Community Resources

As was indicated in Section IV many contacts were made during Phase I with existing community agencies, other criminal justice agencies, and with women's organizations working on issues related to the woman offender in the District of Columbia. Other groups have been identified and will be contacted during the initial implementation phase.

On the following pages is a listing of organizations and agencies with whom we have been in direct contact during Phase I. The contact person(s) for each agency has been identified. In many cases, initial areas of cooperation have been discussed. These are noted under Start-Up Activities. Agreements have also been made to work with Entropy and the Demonstration Project Staff regarding future cooperation. Meetings will be held during the Demonstration Start-Up with the groups listed to define in greater detail the activities already discussed. Also, a meeting will be planned with these agencies to review the resources utilized by them for support services to their clients, and their evaluation of the quality of the service.

AGENCIES TO BE INVOLVED IN START-UP ACTIVITIES OF DEMONSTRATION PROJECT
ON ALTERNATIVES TO INCARCERATION FOR WOMEN OFFENDERS

<u>District of Columbia Agency/Organization</u>	<u>Contact Person/Telephone</u>	<u>Start-up Activities</u>
Superior Court - Office of the Chief Judge	Nancy Wynstra 785-5200 Carol Bruce 243-4583	1) Meet with representatives of the Court to define lines of authority, specific responsibilities of project to Court. 2) Identify information needs/reports to the Court, procedures for communication and feedback.
Superior Court - Social Services (Adult Probation Branch)	Al Schuman 727-1866	1) Meet with Administrative Personnel, specify the relationship between the alternative project and probation - define responsibilities. 2) Set up procedures for selecting women to be accepted by the project at sentence. 3) Identify probation staff who will be working with the project; lines of authority.
Office of Criminal Justice Plans and Analysis	Ira Stohlman 629-5934	1) Set up channels of communication between OCJPA of DC: and Alternative project on project model, goals, research activities and system analysis effort on the woman offender in D.C.
Preterm	Loretta 452-8400 Carter-Miller Sally Bowie	1) Finalize purchase of services contract for direct project clients, as needed, for: a) Physical Examination including - Physical, Gyn. Services, Pap Smear, Blood Work - Teaching care of self as a woman/ self-examination for breast cancer - Contraceptive services b) Counseling Services - relationship counseling children spouse others - sexual dysfunctional therapy

District of Columbia
Agency/Organization

Contact Person/Telephone

Start-up Activities

Preterm

- 2) Identify workshops/training to be provided by Preterm staff to women offenders on
 - parent education
 - adolescent sexuality education
 - women's sexuality
 - women's health - how to keep well
- 3) Develop a series of conferences for C. J. agency's administrators and personnel working with women offenders on
 - healthy care for women
 - women's sexuality
 - adolescent sexual education

D. C. Commission
on the Status of
Women

Helen Lewis 629-5238

- 1) Assist in informing women's groups about alternative project.
- 2) Define relationship between AH. Project and the D.C. Commission and its criminal justice committee.
- 3) Serve at source of communication to alternative project about new problems/news/resources occurring in the community as they might impact on women offenders.
- 4) Assist in communicating findings of systems analysis to womens' groups and to judges and other criminal justice personnel.

Federal City College

Shirley Manford 727-2651

- 1) Identify services/courses that FCC could provide to project women and other women offenders.
- 2) Specific areas of curriculum design for course development and short courses.
- 3) Set up a purchase of service relationship,

National Prison
Project

Bonnie Milstein 331-0500

- 1) Staff training on existing legal problems and issues related to Women offenders in D.C.
- 2) Assist in the design and recruitment of resources for workshops on legal issues/education of rights.

<u>District of Columbia Agency/Organization</u>	<u>Contact Person/Telephone</u>	<u>Start-up Activities</u>
D. C. Bail Agency	Bruce Beaudin 727-2911	1) Analysis of 74 pretrial data on women. 2) Cooperation and coordination of Alt. project with Bail agency. 3) Referrals to Alt. project resources and program activities.
Public Defenders/ Offender Rehabili- tation Division	Charles Roussel 628-1200	1) Work together to define needs of women pretrial, services their clients' needs. 2) Set up lines of communication/areas of cooperation with ORD for service delivery and participation in special guidance programs.
CETA	Antionetta Ingram 393-6151 X 391	1) Establish mechanism for referrals.
Criminal Justice Reform for Women	Jeanene Mozier 727-1866 Delight Frost 232-6019	1) Training for Alt. project staff on history of C.J. reform efforts in D.C.; identify womens' professionals to serve as volunteer to project, and awareness of problems specific to women that may lead to program violations. 2) Planning and designing workshops for women offenders on issues related to new cultural perceptions/values/roles for women. 3) Work with Alt. project to educate C.J. Administrators and personnel who work with women offenders on the special problem encountered by these women. 4) Assessment training - Skill, EEO criteria for Alt. staff and women.

District of Columbia
Agency/Organization

Contact Person/Telephone

Start-up Activities

Bureau of Rehabilitation Pat Nelson 637-7014
Ann Cunningham 637-7028

- 1) Work together to specify areas of mutual co-operation and service needs of women pretrial and third party custody.
- 2) Set up lines of communication and mechanism for service delivery and participation of BR women in special guidance programs.
- 3) Identify resources of BR that could be utilized by project and any purchase of service arrangements as appropriate.

Washington Area Pat Grant
Feminist Theatre

Women's Center Susan Leo 232-5145

- 1) Define cooperation between Women's Center and AH. project staff.
- 2) Include women offenders in the activities of the Women's Center - concerts, workshops on feminism, photography, business, etc.
- 3) Plan for fall a city-wide conference on the woman offender - sponsored by the Center and the Project.

Rape Crises Center Freda Klein 333-7273

- 1) Identify areas of mutual cooperation in service delivery and public education options.
 - 2) Identify resources/ their staff to work with Alt. project.
 - 3) Information or resources to clients provided by Center.
-

<u>District of Columbia Agency/Organization</u>	<u>Contact Person/Telephone</u>	<u>Start-up Activities</u>
Jr. League of Washington	Mary Carroll 703/768-4184 Potter	1) Set up cooperative arrangements between League and Alt. Project. 2) Identify resources/trainers for workshops and conferences. 3) Outline employment related support activities that League could provide to the project.
Women's Legal Defense Fund	Judy Lickman 443-2644 Liz Danst	1) Specify services and supportive activities that could be made available to the Project. 2) Identify legal resources available to advise staff, provide staff training, and provide workshops on legal issues on women offenders.

F. Record Keeping System

During the initial stages of Demonstration Project implementation, it will be necessary to finalize the record keeping system to meet Project information needs. There will be information needs on two levels; one to facilitate project functioning and the other to meet research and evaluation goals.

1. Project Operations

Daily operations will require a record keeping system that contains needed information but does not consume excessive staff time. Areas of record keeping to be developed include: general administration, case management, employment tracking system, vocation/education resource bank, service delivery resource bank and tracking system.

General administrative records will include all fiscal accounts. Expenditures will be closely monitored by Entropy Limited bookkeeping. A cost tracking system will be developed so that an accurate per diem cost figure for the purpose of cost comparisons can be derived. The cost tracking system will also note utilization of services of separately funded organizations. Many budgetary responsibilities will be held in the monitoring office. Monthly budgetary reports will be prepared by program staff and submitted to monitors.

A case folder will be opened for each candidate during intake processing. The client case record will be in a six-part folder format with the following materials included: basic data face sheet, program participation record, probation reports, intake/screening reports, progress reports, follow-up reports, vocation/education (history, assessment, program), job training and employment (history, assessment, program) case work reports, health records, legal (assessment and programming), and any other materials useful to client programming. Supporting forms and records will also be developed to facilitate the case management function. Standardized request for information forms, release of information authorization slips,

requisitions for purchase of service vouchers, are examples of forms to be designed.

The content and format of these forms, the organization of the case folder, paperwork processing, and such issues as confidentiality and client access will be decided with the direct input of program staff.

An employment tracking system will be a vital element of the information system. The tracking system will include data files on employer contacts, job slots developed, referral and placement statistics, employment characteristics. Cross-reference files will be developed to provide information by employer contact and by job slot. The tracking system will include files on the number of employer contact and job slot referrals to other female offender agencies enabling follow-up and monitoring of the related placement statistics.

A vocation/education resource bank will be developed for internal use and for release to other female offender agencies. The information will also be given to agents in Washington D.C. who are involved in efforts to maintain an updated directory of offender services. A monitoring system will be devised to evaluate the timeliness and quality of programs provided to project clients. A comparable data file (resource bank) will be maintained regarding the supportive services that are utilized by project staff. Again, such a file will be constructed to enable monitoring of service delivery.

2. Research and Education

Data collection forms will be designed by Entropy Limited with the direct assistance of project staff for use in gathering data to meet the research and evaluation goals of the project. Whenever possible data collection forms will be in codeable format to minimize the time spent in filling in and processing instruments. The following data items will be collected on the client population, rearrests, no shows (pre-trial releasees),

job profiles (hours worked, salary, promotions, length of employment, reason for termination, number of jobs), background characteristics, program participation profile (services received, purchase of service expenditures, attendance).

Collection forms will be developed for the purpose of collecting basic offender characteristics, employment profile, and rearrest on the comparison group of women offenders on parole. In addition, interview schedules will be used to conduct follow-up interviews with a sample of the parole population to be surveyed. Further, reporting instruments will be devised to record court appearances of pretrial women offenders as taken from court and bail agency records.

Monthly status reports rather than codeable data collection forms will be the vehicle for recording information on job development that will be used by Entropy project monitors, to assess the progress made toward the project's job seeking service goals. Periodic status reports will also be the vehicle for reporting the budgetary, vocational/educational, and community services coordination activities of the Demonstration Project. The content, format and reporting schedules for the status reports will be mutually outlined by program staff and Entropy monitors.

G. Job Market Analysis

Recognizing the need to identify jobs that will employ women offenders and to identify training areas that lead to marketable skills in expanding job categories, we will look at some of the economic patterns of the District of Columbia. In particular, we will seek to identify information on the D.C. labor market pertaining to:

- Business and population trends
- Recent trends in employment and wages by industry and occupational category; anticipated manpower requirements, and rate of growths
- High demand occupations and future projections
- Trends in labor supply by occupational category with particular attention to the portion of supply resulting from vocational education programs
- High demand occupations most suitable for employment of women including such data as: education/training requirements, wages; physical requirements; employment barriers

such as legal restrictions, bonding, licensing, union membership, etc.

- Manpower patterns in terms of number employed, rate of turnover, job longevity, sources of new manpower, and minority employment.
- Competing manpower pools/ sources for these jobs; general labor pool; educational institutions; training schools; lay-offs in related areas
- Overall unemployment rate and the volatility of the overall unemployment rate
- Level of unemployment broken out by males/females and black/white
- Sensitivity of certain jobs/skills to overall level of unemployment in D.C.
- Number of job openings versus job classifications by type of employer including Federal, City, Other public, Private for profit, and Non-profit.

Available information on the employment market in Washington D.C. will be gathered from governmental sources and publications within the city. The following sources will be reviewed:

The Current Population Survey (CPS) issued by the Bureau of Labor Statistics for D.C. data for last two years on employment/unemployment, occupation, income, race, sex, age, location; DOT Occupation Outlook Handbook to ascertain which fields of employment in the D.C. area have substantial potential for openings in occupations accessible to women; DOL Monthly Labor Review, and Employment Statistics, D.C.

H. Women Offender Profile

During the initial stage of demonstration project start-up, a preliminary survey of women offender characteristics is planned. The purpose of the survey is to formulate a profile of the women offenders that have been incarcerated in D.C. in the last year. This information will be used to refine the selection criteria; project, with greater insight, needed services; and to prepare staff in terms of the potential problems faced by these women.

A 25% sample will be taken from Adult Probation Branch case folders for women sentenced to detention in 1974. The following data items will be collected: age, offense, criminal history, employment/education history, personal history, previous program participation, probation officer summaries, and recommendation. In addition, probation officers will be interviewed (small groups) to obtain their opinions regarding

the characteristics, problems, and program needs of women who are recommended for incarceration or considered for revocation.

IX. PROJECT MANAGEMENT AND MONITORING

A. Management of Project

With the exception of the direct participation of one of the Co-Directors (Ms. L. Rans) and a Senior Specialist (Ms. L. Adams), the Demonstration Project will be operated as an entity semi-autonomous from the rest of Entropy Limited's Woman Offender Project. The Demonstration Project will employ full time personnel working solely on this project, and will operate out of its own office in Washington, D.C.

The following Table of Organization gives an outline of the personnel structure for management of the Demonstration Project. Fiscal control will be implemented by placing the Demonstration Project Manager on a monthly budget basis.

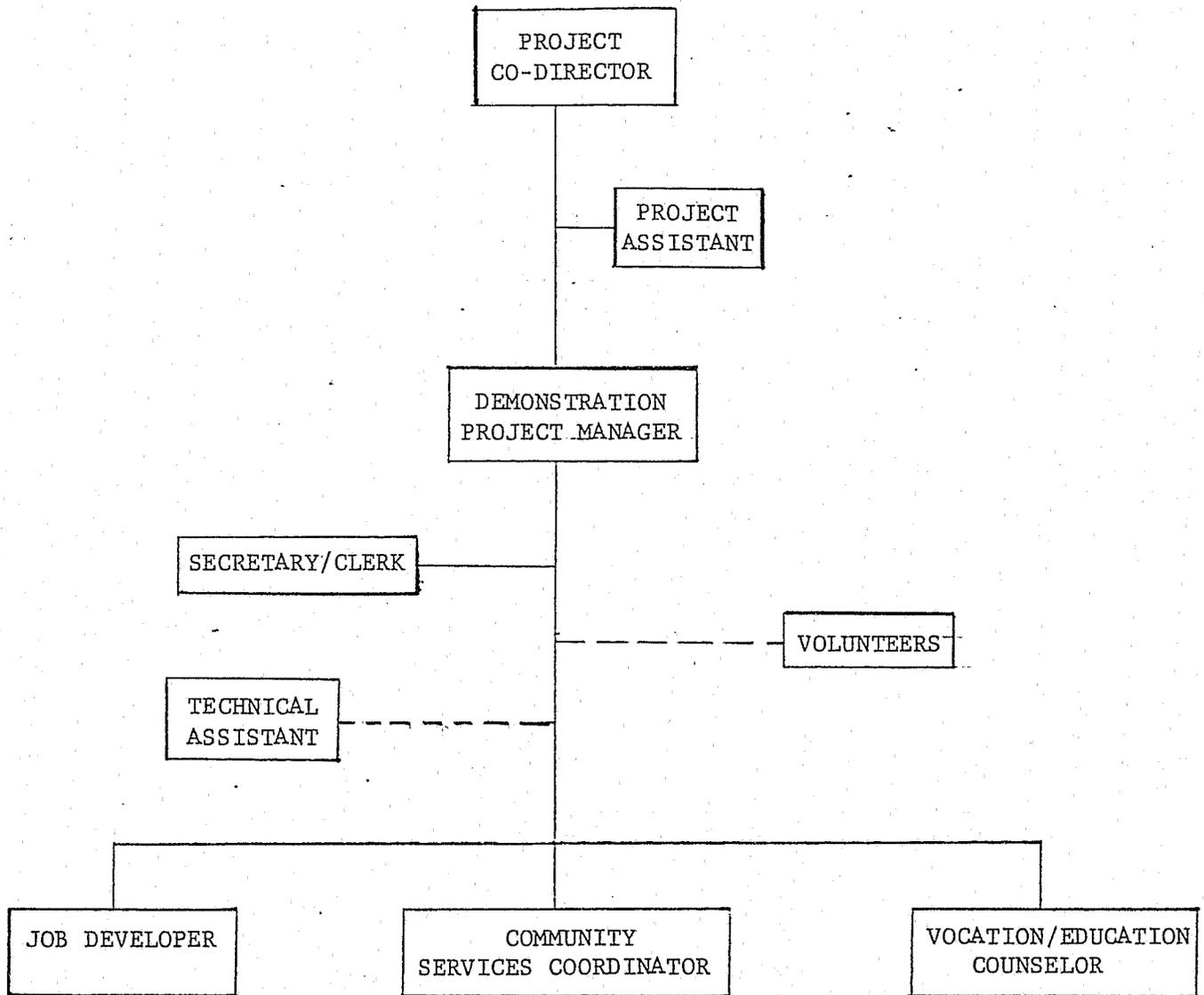
We will initiate a thorough record-keeping system for the Project:

- Record client intake, progress, termination, and follow-up.
- Record Project Staff matters-activities and difficulties.
- Record contacts with CJS.
- Record contacts with community services.
- Record all fiscal matters.

In addition, we will record our own observations through interaction with the Project Staff.

Based on this monitoring, we will conduct an on-going evaluation, both in terms of the Project's operational objectives with respect to

DEMONSTRATION PROJECT
TABLE OF ORGANIZATION



clients, the CJS and community resources, and in terms of our broader goals to identify problems and ranges of feasible approaches. We will then feedback to the project Staff our recommendations and guidance.

Evaluation will, thus, be used as a tool to help achieve the primary goal of finding at least a portion of the ranges of potentially successful approaches for providing alternatives to incarceration for women offenders, where "success" is defined in terms of the Project's operational objectives. Once this is accomplished, after our initial work is completed, it should be possible, at a later stage of research, to formulate comparative studies focused on some of these specific approaches in relation to incarceration, or to design controlled experiments with random assignment of sub-populations to different approaches.

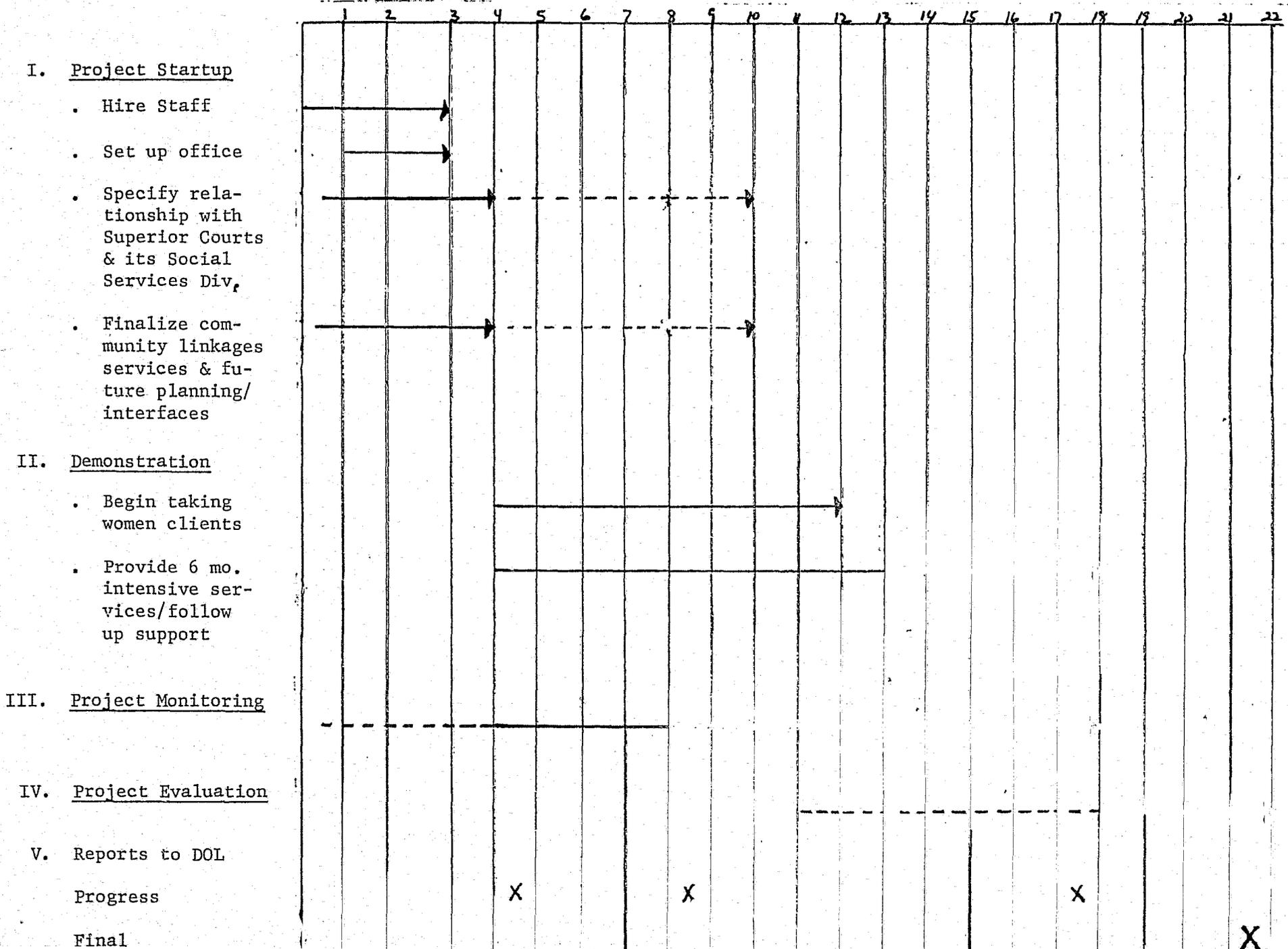
The measures-of effectiveness listed in Section VI.D delineate the key elements of data that will be collected during project monitoring, and the basic criteria for evaluation.

B. Project Schedule

The Demonstration Project schedule, beginning May 1975 and ending February 1977, is displayed on the following page. Time frames for major Project activities are outlined.

DEMONSTRATION PROJECT SCHEDULE

Months of Project - Beginning May 1975 and Ending Feb., 1977



END

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