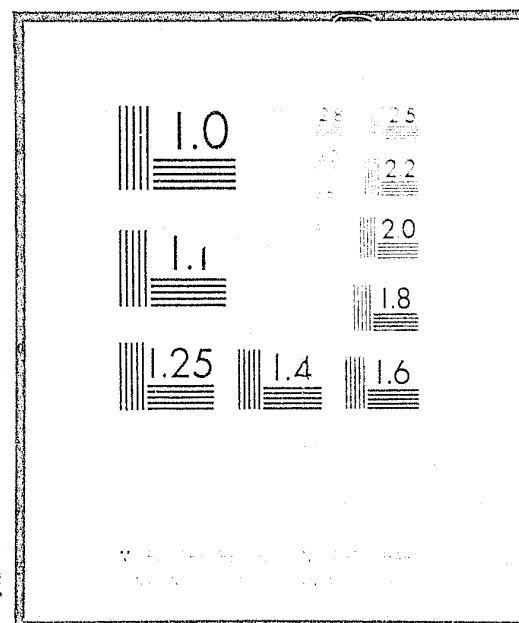


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EVALUATION OF THE OFFENDER AID AND RESTORATION PROGRAM

37084

EVALUATION OF THE
OFFENDER AID AND RESTORATION
PROGRAM

Technical Report

MMI 111-75

Submitted to:

Offender Aid and Restoration
OAR of the United States, Inc.
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Charlottesville, Va. 22901

NCJRS

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November 21, 1975

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SECTION 1

EVALUATION SUMMARY

" Correctional systems have hidden themselves and their problems behind walls, legal procedures and fear tactics for many years. To the maximum possible extent, citizens have been systematically excluded. In addition, the general public never has been well informed about corrections and correctional issues, and this lack of information has led to apathy and lack of understanding, occasionally to indignation and hostility.

It is obvious that community support is required if community corrections is to become a reality. . .

Volunteers should be introduced on a large scale into the traditional institution and its community extension activities. They are an invaluable source for development and implementation of further areas of community participation."

National Advisory Commission on
Criminal Justice Standards
and Goals, 1973.

Since 1970, Offender Aid and Restoration (OAR) has been actively introducing volunteers to county and city jails. Community Programs have been established at nine sites from North Carolina to New York and new Community Programs are being developed at an accelerated pace.

MetaMetrics conducted an evaluation study of the overall Offender Aid and Restoration Program in accordance with the OAR priority emphasis for reliable feedback on OAR activities. The evaluation assessed program impact; identified program strengths and weaknesses; analysed OAR activities and policies; and recommended functional communication and administrative procedures.

1.1 PROGRAM DESCRIPTION

OAR's primary objective is to assist persons in jail to help themselves. This is accomplished by the recruiting, training and assigning of citizen volunteers who counsel offenders on a one-to-one basis. In some cases, counseling continues after release from jail.

Secondary objectives are:

- o To educate citizen volunteers to establish an informed constituency for correctional change
- o To focus the services of existing community agencies on authentic services to clients and to coordinate such services with the volunteers' work
- o To find and implement effective diversion and alternative programs in addition to OAR's primary jail program

The program foundation of OAR is the One-to-One component which stresses the establishment of a helping relationship as contrasted with the condescending or religious orientation of many volunteer efforts in institutions. The volunteer gains insight into the operating criminal justice system as the counselling relationship is established. The client has an additional person in the community to visit with on a weekly basis and a valuable contact for assistance upon release.

In addition to the One-to-One component, OAR staff and volunteers operate formal programs in institutions which include tutoring of clients and group special interest meetings for alcohol and drug therapy. Formal programs in the community include court probation volunteers, halfway houses and special juvenile programs. OAR staff provide other services to clients in institutions and the community. These services range from referrals to other agencies to intensive aid in finding employment or acceptance into educational and training programs.

1.2 PROGRAM DEVELOPMENT AND ORGANIZATION

In December, 1968, a Conference on the Church and the Correctional System was sponsored by the Virginia Council of Churches, the Catholic Diocese of Richmond, the Salvation Army, and the Chaplain Service of the Churches of Virginia in response to work stoppages and other issues raised at the Virginia State Penitentiary. In 1969, a Task Group on Correction of the Virginia Council of Churches was established as a result of the concern expressed at the Conference and the Offender Aid and Restoration program grew out of their efforts. Following the establishment of six operating community programs throughout Virginia, OAR of the United States was launched in September of 1973. By 1975, 2 additional community programs were fully operational and state offices were established in Maryland, North Carolina and New York.

Table 1-1 summarizes the growth of community programs and state offices. From 1970 to 1975, 1,563 volunteers were trained and assigned to 2,967 clients.

Table 1-1

OAR DEVELOPMENT, 1970 to 1975⁽¹⁾

	State Offices	Community Programs	Staff ⁽²⁾	Volunteers Trained (Cumulative)	Clients Assigned (Cumulative)
1970	1		2		
1971	1	3	6	100	100
1972	1	5	9	300	510
1973	1	6	25	700	1,263
1974	2	8	37	1,016	1,985
1975	4	8	47	1,563	2,967

⁽¹⁾ June 30 of each year⁽²⁾ Includes national staff and full-time Vista Volunteers

1.3 COMMUNITY PROGRAM PERFORMANCE

OAR is founded on the principle of the One-to-One relationship. A related objective is to impact on the criminal justice system through staff and volunteer efforts. With these guidelines, Community Programs have structured their efforts in accordance with staff and community perceptions of problems, issues and priorities.

The community setting ranges from semi-rural Washington County, Virginia to New York City. The client population usually consists of detained for trial and short term sentenced adult males. The metropolitan Fairfax County, Virginia Community Program clients consist of detentioners who are convicted and released on probation (25%); detentioners who are convicted, serve sentences and are released on parole (25%); and a group of detentioners and sentenced persons (50%) who are released other than on probation or parole including charges dismissed and found not guilty. New York City clients consist wholly of detained adolescent males charged with serious felonies such as murder and armed robbery.

The OAR Community Program effort is supported by public and private funds comprising the annual budgets. Full-time Community Program staff ranges from 2 persons for Anne Arundel County, Maryland to 11 persons for Richmond, Virginia. Vista Volunteers constitute 36% of full-time OAR staff. The time contributed by volunteers is the largest program resource. Including the Vista and volunteer efforts, each dollar contributed to OAR annual budgets results in a total program effort valued at \$3.78.

Program emphasis varies for the Community Programs. Only New York City devotes all staff to the One-to-One component.

Three other Community Programs assign more than half of the full-time staff to the One-to-One component. Overall, 52% of full-time OAR staff is allocated to the One-to-One component, 26% to formal programs and 22% to client services.

1.4 PROGRAM IMPACT

The impact of OAR over the past 4 years has been on OAR clients; public awareness through staff contacts and volunteer involvement; and the criminal justice system through staff, client and volunteer efforts.

1.4.1 Client Impact

Over the past year, a total of approximately a thousand clients were involved in the One-to-One program and an additional two thousand were provided some other assistance varying from program referral to intensive job development. Interviews conducted with clients in institutions consistently showed that these numbers, while indicating total contacts, cannot reveal the total value of the weekly meetings for incarcerated persons. Clients were very positive about the One-to-One program irrespective of the race, sex or background of the volunteer. Clients support the program and actively recruit new clients. Volunteers served as liaison with defense attorneys, assured the presence of a supportive person at court hearings and trials and provided continuing support to the client after his release.

The OAR One-to-One program is expected to affect the lifestyles and potential for recidivism or return to crime of the clients. MetaMetrics conducted a follow-up analysis of parolees and probationers at a Community Program to determine OAR impact on recidivism. Additionally, the analysis provided insight into the OAR program and data procedures.

Fifty OAR clients were matched with fifty probationers and parolees who were released during the same month. The follow-up period ranged from one month to 48 months. All arrests, probation and parole violations, and dispositions were recorded.

Perfectly matched groups were not selected because of the limited case load from which to draw the comparison group. Characteristics of both groups were analyzed and differences were found as shown in Table 1-2. OAR clients had longer criminal histories and a higher proportion of property offenses. Property offenders tend to recidivate at a higher rate than those convicted of person or other crimes.

Table 1-2

Characteristics

	<u>OAR Clients</u>	<u>Comparison Group</u>
Previously Convicted	64%	52%
Previously Committed	38%	26%
Property Offenses	58%	36%

With respect to the proportion of overall incidents, 30% for the OAR group and 28% for the comparison group, there was no statistical difference in performance. A time analysis, however, showed that OAR clients had an incident rate of 10.7% at the end of 9 months compared to 20.8% for the comparison group. Using the proportion actually convicted and incarcerated rather than arrests and violations, OAR clients had a 2.4% rate at the end of 18 months compared to 10.7% for the comparison group.

Considering that OAR clients as a group may tend to recidivate because of their characteristics, the time analysis is conclusive and shows a better performance of the OAR clients for the first 18 months. Beyond that time, OAR client performance matches that of the comparison group.

1.4.2 Community and System Impact

The general public is ill-informed of the system of criminal justice, its components and actual operations. A brief exposure to police, courts and institutions is insufficient for comprehension of the system. The OAR program requires the commitment of one year of all volunteers in the One-to-One program. The volunteer learns court and institutional procedures from the client and from contact with the components. This exposure has resulted in a cadre of 1,500 citizens that has first hand knowledge of criminal justice and is equipped to differentiate between the avowed purposes and actual realities of justice.

Through staff, client and volunteer efforts, OAR has effected change in all of the Community Program jails and in criminal justice components at several sites. This change ranges from introduction of services to inmates in jails to the establishment of new programs including halfway houses and court volunteers. Selected examples are shown below:

- o Roanoke, Virginia: A recently introduced juvenile court program is expected to result in improved cooperation with the court and probation officers.
- o Newport News, Virginia: OAR staff and volunteers questioned certain activities at the prison farm which resulted in media and public awareness of prison conditions and subsequent administration changes and improvements.

- o Fairfax, Virginia: OAR has helped introduce many program changes in the jail including a 24 hour paramedic, staff psychologist, GED program, work release program and library.
- o Charlottesville, Virginia: OAR was instrumental in establishing the only citizen directed jail in Virginia, which required special legislation from the Virginia General Assembly; the Jail Board of Directors is chaired by an OAR volunteer.
- o Richmond, Virginia: OAR operates a halfway house; and a new OAR Court program utilizing volunteers rather than probation officers is evidence of a growing criminal justice system cooperation with OAR beyond the Richmond Jail.
- o Washington County, Virginia: Relations with the jail administration have improved in recent months and the new Juvenile Court/Wilderness Ventures program may help alleviate antipathy to rehabilitation.
- o Anne Arundel County, Virginia: OAR impact in the jail has been an improved library, assistance with the work release program and an art supply program.
- o New York City: Volunteer response to this new program and community acceptance has been phenomenal which resulted in a grant to quadruple the staff for the next year's program.

1.5 FINDINGS AND RECOMMENDATIONS

In five years, OAR has grown from a local volunteer effort in several Virginia communities to a national program with eight established Community Programs in three states. By the end of 1976, Community Programs will be operational in three additional states.

Diversity of programming is the basic strength of OAR. Each Community Program has a Board of Directors which determines the emphasis to be placed on program activities. OAR staff make adjustments to needs of clients and opportunities for program development. MetaMetrics recommends that OAR, in the development of new Community Programs and the support of existing Community Programs, build upon the grass roots concerns of the community and bring to bear the collective experience and expertise of the OAR organization. Program flexibility should be an explicit strategy with the One-to-One concept providing a core program.

Over the year ending June 30, 1975, approximately one thousand clients were involved in the One-to-One program. An additional 400 were participants of OAR formal programs and there were approximately 2,000 instances of services rendered to clients. The OAR annual budget expenditure per 12 month One-to-One relationship was \$250. Equivalent services provided by paid probation, parole or institutional counselors would cost over \$1,000.

Clients consistently praised the OAR program and aided in the identification of new clients. In addition to the visits by volunteers, valuable services in terms of community contacts and monitoring of justice procedures were provided. Individual citizen volunteers have become well informed of the criminal justice system and issues of justice. They, in turn, have affected actual systems operations and procedures in several OAR communities.

OAR does affect the rate of recidivism of clients. On the basis of new convictions and incarceration, OAR clients performed better at a statistically significant level over the first 18 months after release from institutions. In addition, OAR clients tend to have longer criminal records, more time in institutions, and more potential for recidivism than the comparison group of probationers and parolees. OAR Community Programs are achieving their objectives and are affecting their communities and criminal justice agencies and institutions.

SECTION 2

PROGRAM DESCRIPTION

The invention of probation in the mid 19th Century was the result of the efforts of a volunteer, John Augustus. An incarcerated alcoholic was released into his care and gradually more citizens followed his example. Probation supervision later became the work of professionals and, until relatively recently, volunteerism in corrections declined. Today, volunteers have again become a major force in corrections. Offender Aid and Restoration is at the forefront of this national movement and is providing its organizational and program experience to expand community efforts.

OAR has identified a role for volunteer citizens at the critical juncture of the offenders' involvement in criminal justice: the city or county jail. The primary focus is on establishing one-to-one relationships designed to respond to the offenders requirements. This is in marked contrast to religiously oriented volunteers and structured relationships as utilized by some programs.

An immediate result of citizen involvement in these tightly closed institutional environments is reduction of offender alienation through normal interaction with people. Implicit here are opportunities for the offender to make decisions and generally function as a person with a measure of control over his life.

It is the loss of these skills and the loss of interest in regaining them that condemn the jail experience. Secondary effects of citizen involvement in corrections, which are no less important, are the creation of an interested and informed citizen cadre for correctional change, involvement of community agencies in providing offender aid and the development of alternatives to incarceration.

While these concepts provide the underpinning of OAR Community Programs, community differences and constraints result in actual implementation variations. The New York City Program for example, deals exclusively with detentioners while the Charlottesville, Virginia Program is involved with both detentioners and short term sentenced misdemeanants. In some Community Programs, third party custody is an acceptable role for OAR Volunteers and others are attempting to develop similar alternative programs and expanded roles for volunteers.

2.1 OBJECTIVES

OAR's primary objective is to assist persons in jail to learn to help themselves. This is accomplished by the recruiting, training and assigning of citizen volunteers who counsel offenders on a one-to-one basis. In some cases, counseling continues after release from jail.

Secondary objectives are:

- o To educate citizen volunteers to establish an informed constituency for correctional change

- o To focus the services of existing community agencies on authentic services to clients and to coordinate such services with the volunteers' work
- o To find and implement effective diversion and alternative programs in addition to OAR's primary jail program

2.2. PROGRAM DEVELOPMENT

In December, 1968, a Conference on the Church and the Correctional System was sponsored by the Virginia Council of Churches, the Catholic Diocese of Richmond, the Salvation Army, and the Chaplain Service of the Churches of Virginia in response to work stoppages and other issues raised at the Virginia State Penitentiary. A Task Group on Correction of the Virginia Council of Churches was established as a result of the concern expressed at the Conference and the Offender Aid and Restoration program grew out of these efforts. The sequence of major events in the development of OAR is as follows:

1970	February	OAR of Virginia
1971	February	OAR of Roanoke OAR of Newport News
	May	OAR of Fairfax
	October	OAR of Charlottesville
	December	OAR of Richmond
1972	August	OAR of Washington County
1973	September	OAR of U.S.A.
	October	OAR of North Carolina (Board formed)
1974	January	OAR of Maryland
	May	OAR of New York City

Table 2-1 shows the establishment of offices and growth of full-time staff to June 30, 1975.

OAR DEVELOPMENT, OFFICE PROGRAMS AND STAFF

1970 to 1975⁽¹⁾

	Cumulative Number of Community Programs	Staff			
		OAR/USA	OAR/Va.	Community Programs	Total Staff
1970			2		2
1971	3		2 ⁽²⁾	4	6
1972	5		3	6	9
1973	6		3	22	25
1974	8	2 ⁽²⁾	3 ⁽³⁾	32	37
1975	8	2	3	42	47

(1) June 30 of each year.

(2) Shared offices with OAR of Charlottesville

(3) Established office in Richmond

In the fall of 1975, staff efforts to develop new Community Programs were underway in Virginia, Maryland, Pennsylvania, New York State, North Carolina and New Hampshire.

Table 2-2 shows the growth in volunteers and clients to June 30, 1975.

OAR DEVELOPMENT -- VOLUNTEERS AND CLIENTS

1971 to 1975⁽¹⁾

	<u>Volunteers</u>		<u>Cumulative Clients</u>		
	Active ⁽¹⁾	Cumulative	One-to-One	Staff Assisted	Total
1971	100				
1972	200	300	510	1,000	1,510
1973	350	700	1,263	2,400	3,663
1974	461	1,016	1,985	3,896	5,881
1975	509	1,563	2,967	5,635	8,602

(1) June 30 of each year.

2.3 COMMUNITY PROGRAM ACTIVITIES

The activities of OAR Community Programs include the basic One-to-One Volunteer Program, formal programs in and outside of the institutions requiring participation by the client and services rendered to clients on a primarily one time basis. Services rendered range from referrals to other service agencies to intensive aid in finding employment.

Activities are performed by the full-time staff which includes 17 VISTA Volunteers for the combined Community Programs and by the volunteers. Table 2-3 shows the estimated allocation of available Community Program resources which estimates a value of VISTA at \$9,000 and volunteers at 1/6 or \$1,500 per year.

Table 2-3

COMMUNITY PROGRAM ALLOCATION TO ACTIVITIES BY PERCENTAGE

	Full Time Staff			Total Resources Including Volunteer Effort		
	1 to 1	Formal Programs	Services	1 to 1	Formal Programs	Services
Anne Arundel	80%		20%	91%		9%
Roanoke	48		52	19		81
NYC	100			100		
Newport News	32	36%	32	64	26%	10
Charlottesville	67	10	23	53	15	32
Fairfax	71		29	91		9
Washington County	32	44	24	44	34	22
Richmond	34	52	14	49	38	13
Combined	52	26	22	65	16	19

While the One-to-One Program is the backbone of OAR, only New York City devotes all of its resources to this activity. This may change as clients are released to society and request assistance from OAR staff beyond the volunteer relationship and

other clients without volunteers turn to OAR. Richmond's halfway house and court programs utilize more than half of the full-time staff effort.

Of the eight Community Programs, only four devote more than half of the full-time staff to the One-to-One Program. Overall, 52% of Community Program full-time staff effort is dedicated to the One-to-One.

The variation in program emphasis is due to local conditions in rehabilitation, community attitudes, and priorities as determined by Community Boards of Directors and Staff. Major characteristics of each Community Program are presented below. More detailed program descriptions are presented as Appendix A.

The order of presentation is based loosely on program maturity, program effectiveness, staff and volunteer utilization, and community support.

2.3.1 Richmond

OAR/Richmond has the largest full-time staff and most diversified program as of June 30, 1975. The eleven staff members work at the Richmond Jail, the OAR operated Hospitality House and a recently initiated Court Program. OAR has excellent relations with the community and related criminal justice and service agencies.

The One-to-One program is highly developed in terms of volunteers per staff and service to the jail population. The Court Program assigns volunteers to 25 new probationers per month and the Hospitality House has a capacity for 8 residents.

2.3.2 New York City

OAR/NYC, the most recently established Community Program, has shown phenomenal progress over the past year. The staff of 3 persons trained and assigned over 200 volunteers, secured support of the community and criminal justice system and was awarded an LEAA SPA grant to Quadruple the staff.

NYC is the only Community Program devoting all of its staff energies to the One-to-One Program. Within a year its service to the targeted population, male adolescent detentioners charged with serious felonies, should equal that of Richmond, Charlottesville and Fairfax.

2.3.3 Fairfax

OAR/Fairfax, in a Washington, D.C. Metropolitan community, serves clients in the Fairfax Jail and two Virginia Road Camps. The client population includes, proportionally, more convicted felons than the client populations of rural communities in Virginia.

OAR has obtained substantial community support; the previous Community Director is running for Sheriff and, if elected, would be in charge of the jail. The volunteer program is highly developed and new programming is focussing on job development.

2.3.4 Charlottesville

OAR/Charlottesville has impacted on community attitudes on corrections and the administration of the City County Jail. OAR has substantial community support and a large volunteer pool as compared to the jail population. The first One-to-One program

for juveniles was instituted by Charlottesville. New program emphasis has been given to job development.

2.3.5 Newport News

OAR/Newport News was instrumental in focussing public attention on serious issues of the jail and in the subsequent change in jail administration. OAR has focussed on problems of the alcoholic and drug dependent client. A halfway house for alcoholics is operated and formal programs are presented in the institutions.

2.3.6 Anne Arundel

The office of OAR/Anne Arundel County has responsibility for the Anne Arundel Community Program and development of other Community Programs in Maryland. This dual responsibility apparently has not diminished the Anne Arundel Community Program effort. The present staff includes only the Director and the Assistant. VISTA's are expected to be available in the near term.

2.3.7 Washington County

OAR/Washington County has the second largest full-time staff which includes 5 VISTA's. Active volunteers to assigned staff is 2 to 1 compared to the average Community Program ratio of 16 to 1. Intensive services and formal programs are provided to clients in the jails. A One-to-One Juvenile Program based on Outward Bound concept is being instituted.

2.3.8 Roanoke

OAR/Roanoke, the oldest OAR Community Program, has the most difficulty and is the least developed. Staff efforts are

almost totally focussed on the political situation. The One-to-One program is effectively excluded by the jail administration. Community support is almost non-existent and funding support has been withheld.

2.4 STATE OFFICES

OAR/Virginia was the first OAR office and provided the impetus for establishing the six OAR Community Programs in Virginia. With the incorporation of OAR/USA, issues of roles, functions and organizational levels are evident."

2.4.1 OAR/Virginia

For a period of time in 1974-75, OAR/Virginia had no director. The new director in conjunction with the Virginia Board of Directors is defining the activities of the State Office with respect to Community Programs and OAR/USA.

Previously OAR/Virginia aided Community Programs in organizing boards, obtaining funding, selecting staff, and .. writing applications for grants. Most of the Community Programs have become self-sufficient and the relationship to each Community Program is dependent upon perceived needs with the result that OAR/Virginia plays different roles to the different Community Programs. State functions are expected to include:

- o OAR advocacy with Virginia agencies and state-wide public information
- o Sharing of expertise of Community Program staff
- o Coordination with Virginia agencies on behalf of Community Programs

- o Technical assistance to existing Community Programs
- o Analysis of State needs for formulation of OAR/Virginia policy
- o Guidelines and Standards for Community Programs
- o Development of new Community Programs in Virginia
- o Coordination with OAR/USA as resource for Virginia Community Programs.

2.4.2 OAR/Maryland

The State office for Maryland is the responsibility of the Community Director of OAR/Anne Arundel. The Baltimore City Jail has been targeted for a Community Program and efforts to this end have been cooperative with OAR/USA.

2.4.3 Other State Offices

A full-time North Carolina State director is developing Community Programs. Persons in New York State, Pennsylvania and New Hampshire are seeking funding to initiate programs.

2.5 OAR/USA

The successful establishment of Community Programs in Virginia and the evidence of community interest and financial support prompted the organization of a National OAR Board of Directors and Office. In the first two years of operation, OAR/USA had a two person full-time staff consisting of the National Director and National Secretary. Initial efforts focussed on obtaining funding and establishing State Offices and Community Programs in Maryland, New York City, North Carolina, and New York State. The functions of OAR/USA are:

- o Establish and implement national OAR policy
- o Organize State OAR Programs including identification of interested citizens, recruitment of staff, assistance with funding and requisite technical assistance
- o Cooperate with existing State Office to establish Community Programs
- o Provide support, training and technical assistance to OAR State and Community Programs

2.6 PROGRAM FUNDING

The total operations funding for OAR for the 12 month period ending June 30, 1975, excluding VISTA volunteers, was approximately \$400,000. The Law Enforcement Assistance Administration through state planning agencies and a federal grant provided approximately 75%. State and local jurisdictions provided approximately 5% and 20% was provided through private foundations and individual contributions.

Since 1970, grants to OAR have totaled approximately \$1.2 million. The Law Enforcement Assistance Administration provided approximately \$670,000.

SECTION 3

COMMUNITY PROGRAM PERFORMANCE

OAR is founded on the principle of the one-to-one relationship. A related objective is to impact on the criminal justice system through staff and volunteer efforts. With these objectives as guidelines, Community Programs have structured their efforts in accordance with staff and community perceptions of problems, issues and priorities.

Program performance, accordingly, is contingent upon community program variations. With this realization the following analysis indicates initial measures for performance standards and estimates program resource utilization. Recommendations for future uniform program data collection are also derived.

3.1 PROGRAM STAFFING

Table 3-1 shows the staffing for Community Programs in operation on June 3, 1975. The Programs are presented in terms of staff size with Anne Arundel the smallest and Richmond the largest, New York City has since more than quadrupled its staff and is the largest.

VISTA Volunteers provide more than half of the full-time staff for Charlottesville, Fairfax and Washington County. Without these added staff persons, all of the Community Programs except Richmond would have 2 or 3 full-time staff.

Table 3-1

COMMUNITY PROGRAM STAFFING, JUNE 30, 1975

				Positions							
	Total Staff	Vistas	Active Volunteers	Program Director	Office Mgr./ Sctry.	In-Jail Specia- list	Volun. Coordi- nator	Juv. Specia- list	Half- way Hse.	Court Walk- in Servi- ces	Other
Anne Arundel	2	0	22	1	1						
Roanoke	3	0	40	1	1	1					
NYC	3	0	88	2	1						
Newport News	4	1	42	1	1	1				1	
Charlottesville	5	3	121	1	1	2		1			
Fairfax	6	4	85	1	1		1			1	1 ⁽¹⁾
Wash. County	8	5	14	1	1	3		1			2 ⁽²⁾
Richmond	11	4	97	1	1	3	1		3	2	

(1) Job Development

(2) Family Contact, Bristol Program Director

The number of "active" volunteers is not correlated with staff size. Definitional problems are evident with some Community Programs defining "active" as assigned to a client. Charlottesville shows a large available pool of volunteers compared to actually assigned.

The basic job positions include Program Director, Office Manager and In-Jail Specialist. The larger staffs provide other specialists.

3.2 CLIENTS

Table 3-2 shows the number of clients with assigned volunteers and cumulative clients in programs and provided services.

Table 3-2

COMMUNITY PROGRAM CLIENTS

	Active One to One June 30, 1975	One to One	Annual Formal(1) Programs	Jail and Walk-in Services	Total
Anne Arundel	19	44	0	59	103
Roanoke	3	12	0	138	150
NYC	88	238	0	0	238
Newport News	40	160	100	426	686
Charlottesville	56	98	29	340	467
Fairfax	85	132	30	218	380
Wash. County	13	40	72	159	271
Richmond	132	202	225	420	847

(1) Includes tutoring, jail meetings, halfway house and court program.

The program clients have been classified as basic one-to-one program, formal programs requiring a regular participation by the client, and services rendered to clients by staff and some volunteers on primarily a one-to-one basis. The classifications used in the OAR monthly experience reports are Offenders Assigned Volunteers and Offenders Assisted with No Volunteer.

The three classifications reflect different levels of aid to clients. One-to-one provides a continuing relationship. Services, at a minimum, indicates referrals to other agencies and, potentially, extended job development assistance. The annual cumulative clients in one-to-one as compared to the census as of June 30 provides a means to estimate the turnover which can be interpreted as an average length of the one-to-one relationship. The shortest would be Roanoke and Newport News with 3 months and the longest would be Fairfax and Richmond at approximately 8 months.

3.3 PERFORMANCE

Table 3-3 presents ratios reflecting performance in the basic one-to-one program and measures of penetration into the targeted jail.

Table 3-3

BASIC PERFORMANCE RATIOS

	Active Volun- teers per Assigned Staff	One-to-One (1) Clients per Assigned Staff	Jail Pop. per Volunteer	Jail Pop. per Total Staff
Anne Arundel	11	10	8	73
Roanoke	13	1	67	67
NYC	29	29	17	500
Newport News	14	13	5	46
Charlottesville	24	11	2	29
Fairfax	21	21	3	49
Wash. County	2	2	4	7
Richmond	16	22	6	68
Average	16	14	8	48 ⁽²⁾

(1) Excludes special program staff

(2) Excludes NYC

The active volunteers per assigned staff shows New York City, Charlottesville and Fairfax as managing large numbers of volunteers. With respect to one-to-one clients, New York City, Richmond and Fairfax are high. The extraordinarily low ratios for Washington County reflect the very large staff and comparatively small jail population. Roanoke is very low because of political difficulties in gaining access to clients.

Jail population per volunteer indicates the extent of volunteer recruitment with respect to the targeted jail population. Charlottesville, Fairfax and Washington County are essentially "mature programs" and no expansion of the volunteer pool should be expected. New York City, with its recent increase in staff, will decrease this ratio over the coming year as new volunteers are recruited, trained and assigned.

Jail population per total staff is a ratio calculated using all full-time staff including special program personnel. Charlottesville can be identified as a developed program in comparison with the others. Washington County is obviously over-staffed. New York City has lowered its ratio to approximately 35. Additional staff, in comparison, is indicated for Anne Arundel, Richmond and Roanoke.

3.4 PROGRAM RESOURCES

The OAR Community Program effort is supported by public and private funds comprising the annual budgets. In addition, VISTA Volunteers constitute a substantial portion and the time contributed by volunteers is the largest resource of all.

Table 3-4 shows estimated resources for the Community Programs with Richmond, Charlottesville and Fairfax being the largest. The size of the annual budget, which provides the core staff of 2 and three persons, does not necessarily determine the size of the total OAR effort. The major determinant is the volunteer effort which affected by available population. Overall, the annual budgets are quadrupled.

Table 3-4
ESTIMATED PROGRAM RESOURCES (000)

	Annual Budget (1)	Vista Equi- valent	Total Full-time Staff Budget	Volunteer Effort	Total Resources
Anne Arundel	\$35		\$35	\$ 33	\$ 68
Roanoke	33		33	60	93
OC	39		39	132	171
Newport News	32	\$ 9	41	63	104
Charlottesville	26	27	53	182	235
Fairfax	36	36	72	128	200
Wash. County	29	45	74	21	95
Richmond	100	36	136	146	282
Totals	\$330	\$153	\$483	\$765	\$1,248

- (1) Estimated for 12 month period ending June 30, 1975
 (2) Vista volunteers estimated at \$9,000 annually
 (3) Time contributed, each active volunteer contributes
 1/6 time or \$1,500 annually

Table 3-5 shows estimated resource allocations to program categories. Allocation is based on job classifications and emphasis on program categories. A minimum for administration is shown for each program with Washington County and Richmond being higher.

Interpretation of resource allocation is indicated in Table 3-6. New York City allocates all program resources to the One-to-One Program. Fairfax and Anne Arundel are also high in allocation to One-to-One. The lowest is Roanoke with the remaining Community Programs allocating from 44% to 64%.

Table 3-7 estimates costs for an annual One-to-One relationship and for jail and walk-in services. Formal programs are excluded because of non-comparability across Community Programs.

Table 3-5

ESTIMATED RESOURCE ALLOCATIONS (000)

	One-to-One				Formal Programs ⁽³⁾				Services & Others ⁽⁴⁾				(1) Admi- nistra- tive
	Annual Budget	Full time Staff	Volun- teer	Total	Annual Budget	Full Time Staff	Volun- teer	Total	Annual Budget	Full Time Staff	Volun- teer	Total	
Anne Arundel	\$20	\$20	\$33	\$ 53					\$ 5	\$ 5		\$ 5	\$10 ⁽²⁾
Roanoke	11	11	5	16					12	12	\$55	67	10
NYC	29	29	132	161									10
Newport News	10	10	50	60	\$ 2	\$11	\$13	\$24	10	10		10	10
Charlottesville	16	29	90	119		4	30	34		10	62	72	10
Fairfax	26	44	128	172						18		18	10
Wash. County	10	19	18	37	8	26	3	29	5	14		14	15 ⁽⁵⁾
Richmond	30	39	90	129	40	60	40	100	10	17	16	33	20

- (1) Includes public info., fund raising and program development
- (2) Includes development of other County Programs
- (3) Includes tutoring, jail meetings, halfway house and court programs.
- (4) Includes job development and family contact
- (5) Includes development of Bristol Community Program

Table 3-6
 RESOURCE ALLOCATION TO FUNCTIONS, ⁽¹⁾ BY PERCENTAGE

	Annual Budget			Full Time Staff			Total Resources Including Volunteer Services		
	1 to 1	Formal Programs	Services	1 to 1	Formal Programs	Services	1 to 1	Formal Programs	Services
Anne Arundel	80%		20%	80%		20%	91		9%
Roanoke	48		52	48		52	19		81
NYC	100			100			100		
Newport News	45	10%	45	32	36%	32	64	26%	10
Charlottesville	100			67	10	23	53	15	32
Fairfax	100			71		29	91		9
Washington County	43	35	22	32	44	24	44	34	22
Richmond	38	50	12	34	52	14	49	38	13

⁽¹⁾Excludes Administrative activities.

Table 3-7

PROGRAM COMPONENT COSTS⁽¹⁾

	<u>Cost Per 12 Month One-to-One Relationship</u>		<u>Cost Per Services</u>	
	<u>Annual Budget</u>	<u>Full-Time Staff</u>	<u>Annual Budget</u>	<u>Full-Time Staff</u>
Anne Arundel	\$1,053	\$1,053	\$ 85	\$ 85
Roanoke	3,667	3,667	87	87
NYC	330	330	-	-
Newport News	250	250	23	23
Charlottesville	286	518	-	29
Fairfax	306	518	-	83
Washington County	769	1,462	31	88
Richmond	227	295	24	40

(1) Excludes Administrative Activities

In terms of full-time staff, the cost of providing the one-to-one program is low for Newport News, Richmond and New York City. Roanoke, Washington County and Anne Arundel are high. The cost per service ranges from \$23 to \$87 with the difference possibly being accounted for by the quality of service.

SECTION 4
PROGRAM IMPACT

The impact of OAR over the past 4 years has been on OAR clients; public awareness through staff contacts and volunteer involvement; and the criminal justice system through staff, client and volunteer efforts.

4.1 CLIENT IMPACT

Numbers of OAR assisted clients are shown in Table 4-1

Table 4-1
Cumulative Clients⁽¹⁾

	<u>One-to-One</u>	<u>Staff Assisted</u>	<u>Total</u>
1972	510	1,000	1,510
1973	1,263	2,400	3,663
1974	1,985	3,896	5,881
1975	2,967	5,635	8,602

(1) To June 30 of each year.

Over the past year, a total of approximately a thousand clients were involved in the One-to-One program and an additional two thousand were provided some other assistance varying from program referral to intensive job development.

Interviews conducted with clients in institutions consistently showed that these numbers, while indicating total contacts, cannot reveal the total value of the weekly meetings for incarcerated persons. Clients were very positive about the One-to-One program irrespective of the race, sex or background of the volunteer. Volunteers, in addition, served as liaison with defense attorneys and assured the presence of a supportive person at court hearings and trials.

Many volunteers provided continuing support to the client after his release. This support included assistance in obtaining employment and other program aid.

4.2 COMMUNITY IMPACT

The general public is ill-informed of the system of criminal justice, its components and actual operations. Brief exposure to police, courts and institutions is insufficient for comprehension of the system.

The OAR program requires the commitment of one year of all volunteers in the One-to-One program. The volunteer learns court and institutional procedures from the client and from contact with the components. This exposure results in a cadre of citizens that has first hand knowledge of criminal justice and is equipped to differentiate between the avowed purposes and actual realities of justice. Table 4-2 shows the number of volunteers since 1971.

Table 4-2

OAR Volunteers

	<u>Active</u> ⁽¹⁾	<u>Cumulative</u>
1971	100	
1972	200	300
1973	350	700
1974	461	1,016
1975	509	1,563

(1) June 30 of each year.

4.3 SYSTEM IMPACT

Through staff, client and volunteer efforts, OAR has effected change in all of the Community Program jails. This change ranges from introduction of services to inmates in jails to the establishment of new programs including halfway houses and court volunteers. Examples for each Community Program are included below.

4.3.1 Roanoke

The original impact of the first OAR program was the introduction of television sets and a library in the city jail approximately 4 years ago. Access to offenders has been minimal in recent years.

A recently introduced juvenile court program is expected to result in improved cooperation with the court and probation officers.

4.3.2 Newport News

Community and Jail impact are highly interrelated in the case of OAR in Newport News and required a change in City Farm Administration. OAR publicized past abuses of the system, helped

remove those who were involved in questionable activities at the prison farm, and made the media and public more aware of and receptive to the concept of rehabilitation. This was achieved through exposing irregular conditions of the previous farm administration. The incident gathered much publicity for corrections problems and for OAR.

The change in administrations resulted in an improvement in quality of life at the Farm including the end of prisoner neglect and improvement in diet. The atmosphere at the farm is quite relaxed and guard/inmate relations are quite congenial. This description completely counters the one prepared in 1971 by the University of Virginia for the National Institute of Law Enforcement and Criminal Justice.⁽¹⁾

OAR has been instrumental in forming an inmate committee to present suggestions and demands to the farm administration. The committee requests have been met and include nightly volley ball games and two changes of clothes per week.

4.3.2 Fairfax

OAR has helped introduce many program changes in the jail including a 24 hour paramedic, staff psychologist and GED program. OAR conducted a book drive to establish a jail library.

⁽¹⁾ The Jails of Virginia - Eugene E. Ryle, Center for Program Effectiveness Studies, University of Virginia, November 1971 pp. 60-69.

The work release program was proposed by OAR and a OAR volunteer serves on the committee that screens prospective work releasees.

Volunteers provide a tutoring program for remedial education in the Fairfax Jail and a Virginia road camp. Fifteen tutors meet weekly with approximately 20 clients on a one-to-one basis. The program reaches about 6% of the Jail and Camp population.

4.3.4 Charlottesville

OAR has affected community attitudes on criminal justice in Charlottesville as is evidenced by community responsiveness to volunteer recruitment drives, assistance of the Probation Officers with the juvenile program, and excellent relations with newspaper, TV, and radio contacts.

OAR was instrumental in establishing the only citizen directed jail in Virginia which required special legislation from the Virginia General Assembly. The Jail Board of Directors is chaired by an OAR volunteer. The Jail Superintendent is very supportive of the OAR program.

OAR established and helps operate a jail newspaper and a group discussion program. A censor-free jail library was established which now operates independently.

4.3.5 Richmond

The Richmond community has responded to the OAR program. The press and media, business, the United Way, Churches and Clergy associations aid OAR's efforts in fund raising, recruitment and public relations. Agencies in health, alcoholism, drug and

employment services provide services to OAR clients on a referral basis. In addition, special direct services - jobs for clients and donations in kind - are often offered by OAR's contacts in local business.

OAR has impacted substantially on the Richmond Jail. A previous study of the Richmond jail reported virtually no rehabilitative efforts. Now, however, there are six such programs at the jail in addition to OAR. OAR was involved in initiating the Education, Library, and Work, Release programs at the jail. The OAR Jail Supervisor participates in weekly jail staff meetings, keeps informed of all major decisions and provides input into jail policy decisions. The new OAR Court program utilizing volunteers rather than probation officers is evidence of a growing criminal justice cooperation with OAR beyond the Richmond Jail.

4.3.6 Washington County

The impact of OAR has been minimal in the communities of Washington County, Virginia. Citizen attitudes are suspicious of programs designed to be supportive and assist adult offenders. Relations with the jail administration have improved in recent months and the new juvenile court/Wilderness Ventures program may help alleviate antipathy to rehabilitation.

4.3.7 Anne Arundel

OAR/Anne Arundel has been operating for a year and a half. OAR impact in the jail has been an improved library, contribution to work release and an art supply program. The one-to-one program is small, assisting 20 inmates out of 145, but is expected to grow substantially over the coming year.

Contacts with community resources, churches, civic groups, newspapers, radio stations, the police, judges and influential community people on the Advisory Board have all been made and the roots exist for the program to grow and exert an impact in the future.

4.3.8 New York City

OAR/New York City has been in operation for slightly over a year. Its program growth has been phenomenal in terms of finances, staff and volunteers.

Impact on the community has been substantial. Volunteer interest has been so great that many have had to be turned away, and the large response from Black volunteers is in sharp contrast with other Community Programs. Important members of the community have been recruited to serve either on the Advisory Board or the Board of Directors.

OAR is already the largest volunteer program in the history of New York City corrections and will be quadrupled over the coming year. An OAR quad was established and impact was noted by Administrators in such observable changes as a more humane environment and less frequent incidence of sexual assaults and physical conflict.

SECTION 5

OAR CLIENT PERFORMANCE

An explicit objective of the OAR basic one-to-one program is to affect the lifestyles and potential for recidivism of the clients. Gross data on OAR offenders returned to institutions is collected by the Community Programs. Because of the inherent difficulties of interpreting this data because of different collection methods and definitions, MetaMetrics conducted a follow-up recidivism analysis at a selected Community Program.

5.1 FOLLOW-UP OBJECTIVES

The follow-up was conducted in order to estimate the impact of OAR on recidivism. No cross-program comparisons were intended nor are such comparisons feasible.

Although there was an initial intent of OAR to focus on misdemeanants, each Community Program has a different target population because of perceived community priorities (juveniles are now being served in two programs), location of detention and convicted person institutions and variations in sentencing and detention practices. These differing target populations make Community Program comparisons meaningless even if data was collected and analyzed with a consistent format.

To the extent that OAR clients are detained and then released without a conviction, the term "offender" is a misnomer. In New York City, for example, the target group is a detained

population which is presumed innocent until proven guilty.

It was also anticipated that the follow-up analysis might indicate new program directions and provide insight into OAR procedures. The major purpose, however, was to estimate the impact of the one-to-one relationship on return to crime.

5.2 DESIGN

A determination of the recidivism of selected OAR client group is insufficient in-of-itself for ascertaining program impact. Ideally, a control group composed of individuals with similar characteristics would permit comparisons of performance. The comparison of the OAR rate with the generally accepted 60-70% recidivism rate is not valid. This oft quoted figure is erroneous and careful studies show the rate, if defined as return to prison, to be closer to 40%⁽¹⁾. Warrants are issued on slightly over 35% of Federal parolees.⁽²⁾

The major considerations for conducting the follow up were:

- o Size of OAR client group
- o Availability of records
- o Identification of relevant comparison group
- o Sufficient time to measure community performance

⁽¹⁾ William L. Jacks, A Five Year Study of Parolees Declared Delinquent, July 1, 1964 to June 30, 1965, Board of Probation and Parole, Commonwealth of Pennsylvania, 1970

⁽²⁾ Cumulative Percentages of Federal Prisoners Released on Parole For Whom Violation Warrants Were Issued, Fiscal Years 1957 to 1970, Unpublished Table, U.S. Bureau of Prisons, 1972.

5.2.1 Site Selection.

The initial sites considered for the follow-up were Charlottesville, Richmond, New York City and Fairfax. Charlottesville was eliminated because of the high penetration of the OAR program and the potential difficulty of identifying a comparison group with little or no contact with OAR. The New York City Program, while potentially large enough with an easily identified client population, had not been in operation sufficient time to allow for community performance of clients. The Richmond OAR Program had expanded from the basic one-to-one program which may have complicated the generalizing of its impact to the other OAR programs.

Fairfax was seen as a program which had dealt with more parolees and probationers than the other Programs. This provided a group of actual convicted offenders and a means to obtain follow-up information and identify a comparison group. The program had been in operation since May of 1971 which permitted a period of time for OAR clients to be in the community.

5.2.2 OAR Client Group

A list of 384 OAR clients was obtained from the OAR Fairfax office records. This was the total of inactive clients starting from June of 1971 to June of 1975.

From the records of the Virginia Division of Probation and Parole, Arlington Office approximately half of the list had records initiated. Many of these records had been transferred to other Probation and Parole offices. Approximately 20% of

the list had records maintained in the Arlington Office. Fifty records were actually obtained and characteristics and performance data was collected.

The designated group consisted of 22 parolees and 28 probationers. Since one-half of the total OAR list had files initiated by the Division of Probation and Parole, it can be estimated that half of the OAR-Fairfax clients may have been detentioners that were released without convictions or served their complete sentences. Additionally, approximately one-fourth of the clients were convicted, sentenced and paroled while one-fourth were convicted and placed on probation.

5.2.3. Comparison Group

To assure that performance of the OAR Client group was compared with a group with similar characteristics and time in the community, folders were matched on the basis of month of release and type of release -- probation or parole. Accordingly, 22 parolees and 28 probationers who had never had program contact with OAR were identified. Matching on the basis of additional characteristics such as age and education level was not feasible due to the limited number of folders available.

Characteristics data and performance data was obtained from the folders in a procedure identical to that of the OAR client group. Any gaps of information are equally possible for both groups and no systematic bias was introduced.

5.3 OVERALL PERFORMANCE

Performance data of both groups included only the negative indicators such as arrest and convictions from time of release

CONTINUED

1 OF 4

to the second week of September, 1975. Ideally, the community adjustment of both groups should be included. These items would reflect employment, education and vocational development, and family adjustment. The follow-up was confined to the information available in Division Probation and Parole folders which was fairly complete with regard to violation of probation and parole arrests and convictions. These measures reflect the recidivism or return to crime of the two groups. The data was collected in an identical manner for both groups and any data gaps or omissions were equally likely for both groups. Table 5-1 shows the performance of both groups and is further divided into probationers and parolees.

Table 5-1
PERFORMANCE STATUS, SEPTEMBER 11, 1975

	OAR Clients			Comparison Group		
	Parolees	Proba- tioners	Total	Parolees	Proba- tioners	Total
Without Incident	16	19	35	17	19	36
Arrested, Charges Cleared, Continued on Probation/ Parole						
Charges Dismissed	1	2	3	1	1	2
Acquitted	1		1			
Convicted		2	2	1	2	3
Arrested and Awaiting Trial						
Detained Community	1		1	1		1
Arrested, Convicted, Incarcerated	1	4	5	1	3	4
Violation of Probation/Parole						
Warrant Issued	1	1	2			
Absconded	1		1		2	2
Revoked, Incarcerated				1	1	2
TOTAL	22	28	50	22	28	50

The overall performance of both groups is very similar. Seventeen of the Comparison Group parolees had no negative incidents as compared to sixteen for the OAR client group. Table 5-2 summarizes categories of incidents.

Table 5-2
STATUS COMPARISONS AND PERCENTAGES,
COMBINED PAROLEES AND PROBATIONERS

	<u>OAR Clients</u>	<u>Comparison Group</u>
Arrests	24%	20%
New Convictions	14%	14%
Incarcerated ⁽¹⁾	10%	14%
Absconded	2%	4%
All Incidents ⁽²⁾	30%	28%

(1) Detained, Sentenced, Revoked

(2) Not additive, overlapping definitions

More OAR clients were arrested, but more of the Comparison Group were incarcerated or absconded. The differences in proportions were not sufficient to show statistical significance.

5.4 PERFORMANCE THROUGH TIME

While the overall proportions of OAR clients and the Comparison Group having negative incidents is the same, these incidents occurred according to a different pattern through time. To account for the time factor, the time available

from release on probation or parole to the incident was calculated for both groups.

5.4.1 All Incidents

The first three columns of Tables 5-3 and 5-4 show the number of individuals at the beginning of each month who had no incident and the number of incidents for the month. Incidents include arrests and violations of parole and probation. Individuals who were not on probation or parole for sufficient time are excluded from subsequent time periods as are those that had an incident. From this data, a cumulative rate of incidents was calculated¹ as are those that had an incident.

¹The number of probationers and parolees for each month excludes those released in the previous month by final discharge, those who have not been on probation sufficient time and those who previously had an incident. The cumulative percentage of incidents is then estimated by increasing the size of the base and cumulative incidents through inclusion of the estimated cumulative number of those involved in incidents in the previous months. The formula for calculating this cumulative incident rate is shown below:

$$CPI_n = \frac{\frac{(NI_n)(CPI_{n-1})}{CPNI_{n-1}} + I_n}{\frac{(NI_n)(CPI_{n-1})}{CPNI_{n-1}} + NI_n}$$

Where: CPI = cumulative proportion with incidents
NI = actual number without incidents
CPNI = cumulative proportion without incidents
I = actual number with incidents

Table 5-3
 PERFORMANCE THROUGH TIME
 ALL INCIDENTS
 OAR Clients

Months	Actual No Incidents	Incidents	Estimated Cumulative	Base	Cumulative Percentage of Incidents
1	50	1	1.0	50.0	2.0
2	49				
3	47	1	2.0	48.0	4.1
4	45	1	2.9	46.9	6.2
5	44				
6	42	1	3.8	44.8	8.4
7	39	1	4.6	44.6	10.7
8	38				
9	36				
10	33	2	6.0	37.0	16.1
11	30				
12	27				
13	25				
14	25				
15	25	1	5.8	29.8	19.5
16	22	1	6.3	27.3	23.2
17	21				
18	21				
19	20				
20	19	2	7.7	24.7	31.3
21	17				
22	16	1	8.3	23.3	35.6
23	15				
24	15				
25	15				
26	13	1	8.2	20.2	40.6
27	12				
28	12	1	9.2	20.2	45.5
29	8				

Table 5-4
 PERFORMANCE THROUGH TIME
 ALL INCIDENTS
 Comparison Group

Months	Actual No Incidents	Incidents	Estimated Cumulative Incidents	Base	Cumulative Percentage of Incidents
1	50	2	2.0	50.0	4.0
2	48	3	5.0	50.0	10.0
3	45	1	6.0	50.0	12.0
4	42				
5	41	2	7.6	46.6	16.3
6	38	1	8.4	45.4	18.5
7	37				
8	35				
9	35	1	8.9	42.9	20.8
10	34				
11	33	1	9.7	41.7	23.2
12	29				
13	28				
14	28				
15	28	1	9.5	36.5	25.9
16	27				
17	26				
18	24				
19	24				
20	23				
21	22				
22	22				
23	18				
24	18				
25	18				
26	18	1	7.3	24.3	30.0
27	15				
28	15				
29	14				

Table 5-5 summarizes this performance at 3 month intervals. For the first 18 months the OAR group had a better performance and then surpassed the incident rate of the comparison group. Statistically, the difference is significant for the first months and it can be concluded that the OAR program made a difference during this period. After the ninth month, both groups performed the same with respect to statistical significance of the differences.

Table 5-5
SUMMARY OF PERFORMANCE THROUGH TIME
ALL INCIDENTS

Months	OAR Clients	Comparison Group	Statistical Difference	Level of Significance	OAR Performance	
					Gross	Statistical
3	4.1%	12.0%	Yes	.10	Better	Better
6	8.4%	18.5%	Yes	.10		
9	10.7%	20.8%	Yes	.10		
12	16.1%	23.2%	No Diff.	-		Same
15	19.5%	25.9%		-		
18	23.2%	25.9%		-		
21	31.3%	25.9%		-		
24	35.6%	25.9%		-		
27	40.6%	30.0%		-		

5.4.2 New Conviction and Incarceration

The use of negative incidents as a performance measure precludes the discernment of definite return to crime. In both groups, several had their charges dismissed or were acquitted. With subsequent incarceration as the measure of severe recidivism, additional performance analysis through time is shown in Tables 5-6 and 5-7. Table 5-8 summarizes the performance at 3 months intervals.

Table 5-6
 PERFORMANCE THROUGH TIME
 NEW CONVICTION AND INCARCERATION
 OAR Clients

Months	Actual		Estimated		Cumulative
	No Incidents	Incidents	Cumulative Incidents	Base	Percentage of Incidents
1	50				0
2	50				
3	48				
4	48				
5	46				
6	44				
7	42	1	1.0	42.0	2.4
8	40				
9	38				
10	35				
11	34				
12	31				
13	29				
14	29				
15	28				
16	26				
17	25				
18	25				
19	24				
20	24				
21	21				
22	20	1	1.5	20.5	7.3
23	20				
24	20				
25	20				
26	18	1	2.4	19.4	12.4
27	17				

Table 5-7
 PERFORMANCE THROUGH TIME
 NEW CONVICTION AND INCARCERATION
 Comparison Group

Months	Actual No Incidents	Incidents	Estimated Cumulative Incidents	Base	Cumulative Percentage of Incidents
1	50				
2	50	2	2.0	50.0	4.0
3	48				
4	46				
5	45	1	2.9	46.9	6.1
6	42	1	3.7	44.7	8.3
7	41				
8	38				
9	38	1	4.4	41.4	10.7
10	37				
11	36				
12	33				
13	32				
14	31				
15	31				
16	31				
17	29				
18	26				
19	26				
20	25				
21	24				
22	24				
23	20				
24	20				
25	20				
26	20	1	3.4	22.4	15.2
27	17				

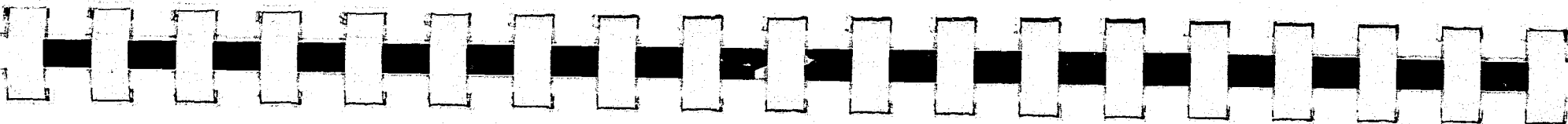


Table 5-8
SUMMARY OF PERFORMANCE THROUGH TIME
NEW CONVICTION AND INCARCERATION

Months	OAR Clients	Comparison Group	Statistical Difference	Level of Significance	OAR Performance	
					Gross	Statistical
3	0%	4.0%	Yes	.10	Better	Better
6	0%	8.3%	Yes	.05		
9	2.4%	10.7%	Yes	.10		
12	2.4%	10.7%	Yes	.10		
15	2.4%	10.7%	Yes	.10		
18	2.4%	10.7%	Yes	.10		
21	2.4%	10.7%	No Diff.	-		Same
24	7.3%	10.7%				
27	7.3%	15.2%				

Table 5.16

With respect to impact on the tendency to be convicted and reincarcerated, statistical analysis shows a better performance for OAR clients for the first 18 months. Beyond that time, the performance indicates no difference. Figure 5-1 graphs the performance of both groups through time for both measures of recidivism.

Cumulative Percentage of Incidents According to Time

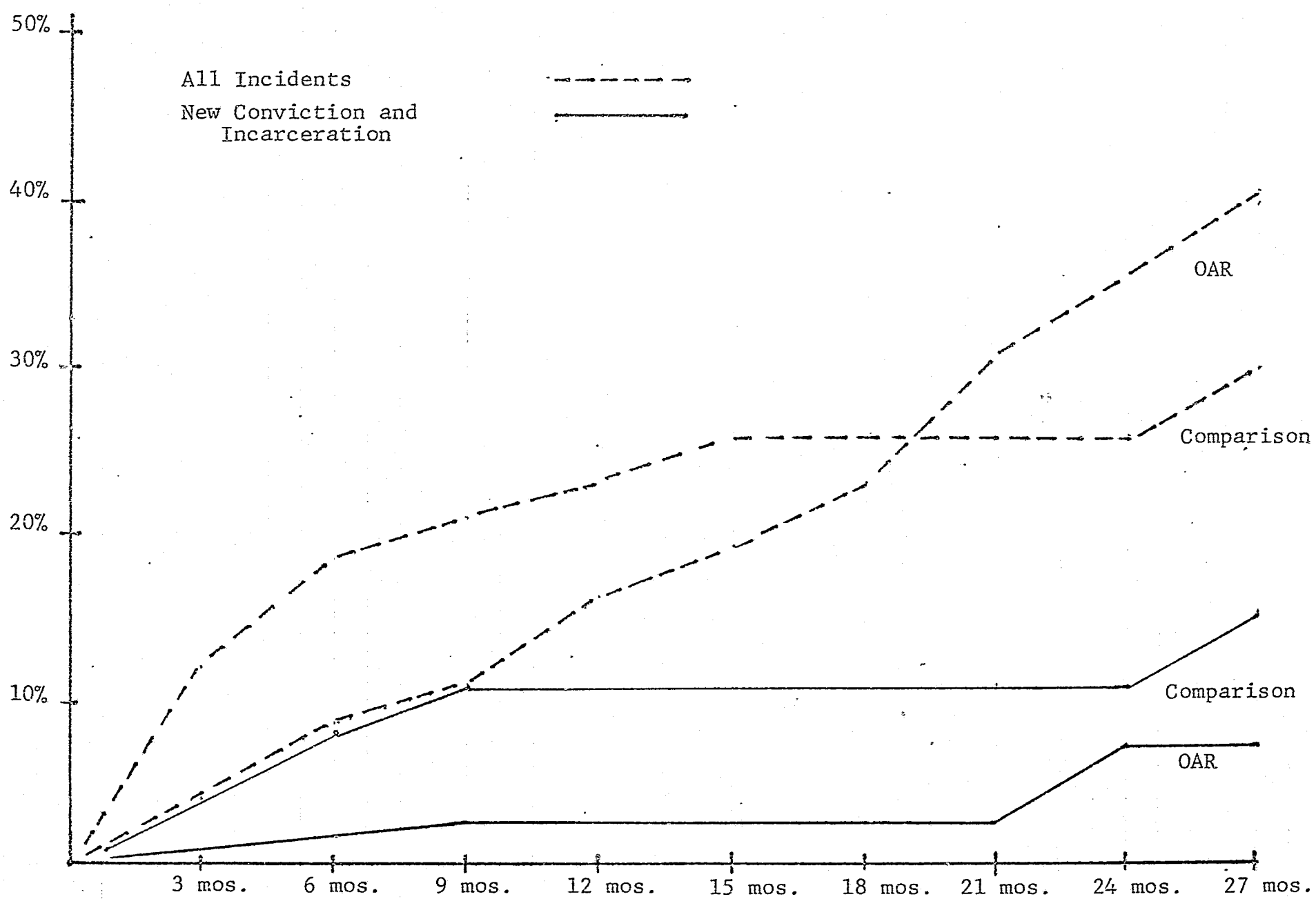


Figure 5-1

5.5 GROUP CHARACTERISTICS

The preceding time analysis establishes a better performance of OAR clients in initial months on release and a subsequent leveling of performance or no difference.

If both groups were essentially similar, no further conclusions could be drawn. However, the groups may differ with respect to key characteristics affecting tendency to return to crime. If the OAR group was composed of individuals with recidivism tendencies as contrasted with the comparison group, the finding of no statistical difference could be interpreted to mean an impact of the OAR program on the OAR clients since the statistical recidivism was not worse.

On the other hand, if OAR clients were selected for a tendency to be rehabilitated and being amenable to change, the opposite conclusion could be drawn from the same performance data.

The comparison group was selected for date of release and method of release to coincide with each identified OAR client. Additional characteristics data was collected and is shown in Table 5-9 for parolees and Table 5-10 for probationers.

Table 5-9

CHARACTERISTICS OF PAROLEES

	<u>OAR Clients</u>	<u>Comparison Groups</u>
Median Age	24.5 years	22.9 years
Education, Mean Level	8.4 years	8.1 years
Race (% Black)	27.3%	31.8%
Marital Status (% Never Married)	45.5%	59.1%
Previously Convicted	54.5%	54.5%
Previously Committed	31.8%	31.8%
Time Served, Mean	41.0 months	27.7 months
Property Offenses	50.0%	40.9%
Offenses Against Persons	27.3%	36.4%
Other Offenses	22.7%	22.7%

Some difference in characteristics is indicated for marital status, time served, and percentage having committed a property offense. All the other characteristics are essentially the same. Of the differing characteristics, individuals convicted of property offenses tend to return to crime at a higher rate than those convicted of offenses against persons which would indicate that the OAR parolee group had a somewhat higher tendency to return to crime.

Table 5-10

CHARACTERISTICS OF PROBATIONERS

	<u>OAR Clients</u>	<u>Comparison Group</u>
Median Age	23.9 years	24.1 years
Education, Mean Level	10.8 years	11.6 years
Race (% Black)	10.7%	10.7%
Marital Status (% Never Married)	57.1%	60.7%
Previously Convicted	71.4%	50.0%
Previously Committed	42.9%	21.4%
Property Offenses	64.3%	32.1%
Offenses Against Person	3.6%	14.3%
Other Offenses	32.1%	53.6%

OAR probationers differ in the proportion previously convicted and committed for crimes and in the proportion convicted of property offenses. Additionally, all of the OAR probationers were detained awaiting trial while many of the comparison group were released on bail.

The performance data previously analyzed was combined for parolees and probationers in order to increase the size of the sample for analysis purposes. Table 5-11 shows key characteristics combined for parolees and probationers.

Table 5-11

CHARACTERISTICS, COMBINED PAROLEES AND PROBATIONERS

	<u>OAR Clients</u>	<u>Comparison Group</u>
Previously Convicted	64.0%	52.0%
Previously Committed	38.0%	26.0%
Property Offenses	58.0%	36.0%

The differences between the two groups include time served for conviction and time detained for trial, proportion previously convicted and committed, and proportion convicted of property offenses.

Time served for conviction and time detained for trial are higher for the OAR clients and reflect the nature of the OAR program which identifies clients in the jail. This same selectivity is potentially indicated by the higher proportion of OAR clients being previously convicted and committed. The effect of these characteristics on recidivism is questionable and subject to individual interpretation.

Property offenders do tend to return to crime in comparison to those committing offenses against persons. The difference shown is significant statistically at almost the 1% level. MetaMetrics concludes that the OAR group would tend to recidivate at a level higher than the comparison group and that the OAR program has had an impact on return to recidivism for at least the initial 18 months and potentially beyond that time.

SECTION 6

FINDINGS AND RECOMMENDATIONS

In five years, OAR has grown from a local volunteer effort in several Virginia communities to a national program with eight established Community Programs in three states. By the end of 1976, Community Programs will be operational in three additional states.

OAR has proven successful, operationally, in rural, suburban and urban settings. The phenomenal community acceptance of OAR/New York City and the expansion of OAR staff into all of the New York City Boroughs is further evidence of the growth potential of the basic OAR one-to-one concept of prisoner self-help.

As with most new and dynamic movements, there are philosophic, procedural and communications issues. The purposes of OAR for commissioning this evaluation were:

- o To diagnose strengths and weaknesses of OAR's community, state and national programs.
- o To enable OAR's community, state and national programs to self-correct as the programs develop, by reference to an improved set of standards and goals.
- o To compare different OAR activities to determine which pays off best.
- o To identify previously unrecognized opportunities associated with the OAR programs.
- o To develop communications mechanisms and administrative procedures supportive of improved OAR functioning.

- o To answer this question: Given what is presently known about volunteer involvements in corrections, how can OAR make maximum use of its resources in order to attain its goals?
- o The study is to be designed as a preface for periodic in-house audits of each OAR program's operations.

6.1 PROGRAM CHARACTERISTICS

The backbone of the OAR program is the basic one-to-one, volunteer-client relationship provided to misdemeanants in local jails. The activities emphasis on this basic concept, however, varies widely among the Community Programs.

OAR/New York City is the only program to concentrate essentially all of its effort into the recruitment, training, assignment and management of volunteers to relate to imprisoned clients on a one-to-one basis. Of the more effective programs, Richmond is at the other extreme with 34% of the full-time staff assigned to the basic program. Charlottesville and Fairfax have a large active volunteer pool in relation to the jail population and are near a saturation point. In such cases, staff effort can be better utilized in developing and implementing other ancilliary programs.

The original OAR target population was misdemeanants awaiting trial or serving time in local jails. Again, the clients vary substantially from program to program. The New York City client is male between 16 to 20 years of age, and awaiting trial for a serious felony. Juveniles are clients in three of the Community Programs. Some Community Programs attempt to exclude clients

with alcohol or drug dependencies while Newport News has developed and implemented special programs for these clients. Approximately 25% of Fairfax's clients are adults convicted of felonies, who have served time in state institutions and are released on parole. While clients are identified in the local jails, relationships do continue after clients are sentenced to other institutions.

The one-to-one relationship is designed to provide the client with a volunteer to visit once a week. Some counseling is possible, but training emphasis is on the helping relationship and "do-gooderism and moral lecturing" is actively discouraged. In most cases, the volunteer becomes an advocate for the client and, as such, participates in assuring some equity and justice for the client. Upon release to the community, the volunteer can provide needed contacts for agency services, education and vocational training, and job development.

Diversity of programming is the basic strength of OAR. Each Community Program has a Board of Directors which determines the emphasis to be placed on program activities. OAR staff make adjustments to needs of clients and opportunities for program development. MetaMetrics recommends that OAR, in the development of new Community Programs and the support of existing Community Programs, build upon the grass roots concerns of the community and bring to bear the collective experience and expertise of the OAR organization. Program flexibility should be an explicit strategy with the one-to-one concept providing a core program.

6.2 PROGRAM IMPACT

Over the year ending June 30, 1975, approximately one thousand clients were involved in the one-to-one program. An additional 400 were participants of OAR formal programs and there were approximately 2,000 instances of services rendered to clients. The OAR annual budget expenditure per 12 month one-to-one relationship was \$250. Equivalent services provided by paid probation, parole or institutional counselors would cost over \$1,000.

Clients consistently praised the OAR program and aided in the identification of new clients. In addition to the visits by volunteers, valuable services in terms of community contacts and monitoring of justice procedures were provided.

Individual citizen volunteers have become well informed of the criminal justice system and issues of justice. They, in turn, have affected the actual operations and procedures in several OAR communities. The eventual impact of this growing cadre, which presently numbers near 2,000, should be substantial.

The OAR staff, clients and volunteers have affected substantial changes in criminal justice institutions and agencies in most of the OAR communities. Changes have included jail improvement, new jail programming, new administrations and development of new specialized programs in rehabilitation.

OAR, according to the follow-up analysis on a sample of Fairfax clients, does affect the rate of recidivism of clients. On the basis of new convictions and incarceration, OAR clients performed better at a statistically significant level over the

first 18 months after release from institutions. In addition, OAR clients tend to have longer criminal records, more time in institutions, and more potential for recidivism than the comparison group of probationers and parolees.

The existing OAR Community Programs are achieving their objectives and are affecting their communities and criminal justice agencies and institutions. Overall, the Community Programs are effective with respect to annual budgets and MetaMetrics recommends that continuing financial support be provided.

6.3 PROGRAM ISSUES

From interviews with OAR staff, Board members, clients, volunteers and criminal justice personnel, several operations, communications and policy issues were identified. Evaluation analysis indicated other areas of concern.

6.3.1. Objectives and Priorities

Each Community Program has distinctive program elements, community conditions and staff orientations. Objectives and priorities vary accordingly. There is agreement on the primary objective of the one-to-one volunteer program, but this is not implemented as the only program thrust.

OAR staff members differ on the long term goal of system changes. In some instances, improvement in jail conditions is sought. In other cases, diversion from institutions and

eventual closing of jails is the perceived goal.

The expressed OAR primary and related objectives serve as valid guidelines for Community Programs. Strategy and specific approaches will differ according to community needs. MetaMetrics recommends that Community Programs be encouraged to structure their own sets of goals and objectives to fit community needs.

6.3.2 OAR Organizational Relationships

OAR Community Programs were initially organized with the financial support and encouragement of OAR of Virginia. Virginia Community Programs became self-supporting and part of the spectrum of services available to clients. Success has been a combination of community support, recognition of the value of OAR program by institutional administrators and staff dedication. The established Virginia Community Programs, for the most part, will require only some technical assistance from the State Office.

With the establishment of a National Office has come the re-examination of potential relationships. The New York City, Maryland, North Carolina and New York State activities have received financial and technical support from OAR/USA. All appear to be moving towards self-sufficiency with New York City being the most impressive developing Community Program.

The Community Programs expressed concern that the State and National Offices not focus on monitoring, control and audit. Allowances should be made for different program styles and

and approaches tailored to real community needs. Overlap of funding activities and coordination was also a concern. Relationships should be based on needs of the Community Program and both State and National Offices are expected to respond to specific Community Program problems.

The major role of OAR/USA and the new State Offices is the development of new Community Programs. Established Community Programs will benefit from exchange of information and ideas, but are essentially self-sufficient and deal with the majority of their problems on their own.

MetaMetrics recommends that OAR/USA and the new State Offices impress upon emerging Community Programs the importance of a foundation of community acceptance, community involvement and a concept of self-determination and sufficiency. The State Offices and OAR/USA cannot prop up Community Programs. Each must accept the basic premise that volunteerism is essentially a self-motivating and sustaining activity. OAR/USA and the State Offices should provide some guidance, stimulation and initial funding for staff. A training and selection device used by OAR/New York City is appropriate here. Training sessions stress the problems presented by the one-to-one relationship. High expectations are discouraged. Those who cannot afford the required time and psychic costs are asked to leave the program. The volunteers that remain are essentially self-chosen and highly motivated.

6.3.3 Community Development

The establishment and operating of a Community Program requires intensive community development. The mechanism for this development is the Board of Directors. An active Board can provide political contacts, agency contacts, funding sources, and other assistance to cope with program problems.

Of the established programs, Roanoke and Washington County require some restructuring and assistance. Washington County suffers in comparison with other community programs because of its large staff in relation to the size of the target jail population. With the establishment of a Bristol program, this situation should change.

Roanoke, the oldest Community Program has the least program penetration into the jails. OAR is effectively excluded from the City Jail due to space limitations and the traditional rehabilitation philosophy of the Sheriff. Funding may even be stopped by the community.

The Roanoke and Washington County experiences may indicate that very rural areas may present limited opportunities for development of OAR Community Programs. Larger jail populations are located in more urban places as are the population resources from which volunteers are recruited. Basically, the investment of three staff persons in urban places demonstrated by New York City may result in more impact on the problems of criminal justice and crime. A question that arises is the community readiness of an urban situation as compared to a more rural setting.

In both Washington County and Roanoke, the basic One-to-One

approach is being down graded and programs are being developed for juveniles. The acceptance of this approach may pave the way to future development of the basic One-to-One program. Rehabilitation for juveniles and youth is more widely accepted as a goal and is an example of the need to formulate program objectives and strategy to accommodate local concerns.

6.3.4 Operations Aspects

Three issues were raised by most of the Community Programs and include:

- o The One-to-One relationship after leaving the institution (Follow-up)
- o Composition of the volunteer pool
- o Matching volunteers and clients

Most Community Directors felt that more effort should be made by staff and volunteers to continue the One-to-One relationship after the client is released. To the extent that the client feels that such a relationship is no longer desirable nor helpful, the question is moot. To the extent that volunteers can provide other needed assistance such as job development and referrals to agencies, the continuing relationship may contribute to a reduction in recidivism and adjustment to the community environment. The evaluation recidivism analysis shows an impact on client performance in the early months after release. Possibly a continuing relationship and assistance may result in a more prolonged beneficial impact.

The volunteer pool is approximately half men, half women and predominantly middle-aged, white and middle class. Clients interviewed were appreciative of volunteer visits and efforts on their behalf irrespective of race, age or sex. New York City has been successful in recruiting Black volunteers who happen to be middle age and middle class. Recruiting of Blacks is facilitated by Black OAR staff and use of Black oriented media. MetaMetrics recommends that efforts be made to expand the volunteer pool to include more Blacks, that existing groups not be discouraged from participating. Contribution, apparently, can be made from all volunteers. Similarly, matching is not a severe problem. Personal preferences of both volunteer and clients have been accommodated by most Community Programs.

6.4 PROGRAM INFORMATION REQUIREMENTS

There is much interest among Community Programs on progress, approaches and problems of the other Community Programs. Comparisons and analysis would be facilitated by the collection and dissemination of relevant and consistent program data.

The present experience sheet format does not reflect the existing diversity of OAR programs. Terms are given different definitions and interpretations.

MetaMetrics recommends that the results of this evaluation be reviewed with the Community Programs, State Offices and OAR/USA to determine a new monthly report format. The key data element of the evaluation could be reviewed for potential inclusion in such a format. Definitions and terms should be clarified. Basic financial data should be identified.

APPENDIX A

COMMUNITY PROGRAM DESCRIPTIONS

SECTION 1
RICHMOND, VIRGINIA

Richmond has a large staff and relatively complex organizational structure with well-differentiated operations and lines of responsibility. It has an active board of directors which is divided into smaller specialized committees from whom the different specialized project staffers receive counsel and assistance.

1.1 STAFFING AND ORGANIZATION

There are basically three divisions of OAR/Richmond's services (a half-way house, the in-jail program, and a court program), and the staff and executive committee responsibilities reflect this division. The one position which cuts across the divisions--besides that of Executive Director--is the Volunteer Development Specialist. Responsibilities are further differentiated at the lower end of the organization: non-paid team leaders work with the staff in overseeing the work of volunteers in the court and jail programs.

The Board of Directors has the following subdivisions: (Half-Way) House, Training, Finance, Jail, Public Relations/Recruitment, and the Court Committees.

The principal full-time staffers include, the Main Office: the Executive Director, his Secretary, the Volunteer Development Specialist; Halfway House: the House Director, 2 VISTA volunteers,

2 counselors, a 1/2-time cook and 2 night supervisors; the In-Jail Program: the Jail Supervisor, 2 VISTA volunteers (crisis intervention and intake); and the Court Program: the Court Supervisor, and her Assistant Supervisor.

Responsibilities are clearly delineated and can be broken down as follows for the 11 main staffers.

1.1.1 Executive Director

The Executive Director is responsible for the entire OAR program and reports directly to the Board of Directors, serving as an ex-officio member of the Board and its executive committee. His responsibilities include program planning, program implementation and liaison with related agencies and the community. He assists the Board in short and long-term planning, surveys and identifies community needs in correctional rehabilitation, and modifies existing or develops new programs to meet these perceived needs. He implements decisions on policy and budget made by the Board, administers all funded and voluntary programs, and recruits, hires and supervises all staff. He develops salary ranges for paid staff (must be submitted to and approved by the Board), supervises development and direction of staff orientation and training, and supervises the maintenance of all necessary records for staff, volunteers and offenders. He is responsible for evaluation of all aspects of OAR, develops and maintains a program of public information with the community.

1.1.2 Volunteer Development Specialist

The Volunteer Development Specialist is responsible for the on-going program of recruitment of volunteers and coordinates the activities of the standing committees on public relations and recruitment. She screens the volunteers and refines the OAR process of screening in order to improve the quality of OAR's volunteer pool. She is in charge of volunteer training and develops training designs with the standing committees for training. In consultation with the component directors, she determines the projected demand for and training needs of volunteers.

1.1.3 Jail Supervisor

The Jail Supervisor contacts each offender committed to the jail and introduces him/her to the OAR program. He interviews those inmates who express interest in OAR. On the basis of the interview he determines eligibility of an inmate and assigns volunteers to inmates. He relays information on offenders to their volunteers and supervises all volunteers assigned to the jail through team leaders. He performs direct referral services for inmates to outside agencies (such as OAR half-way house) as well as making direct contacts himself to lawyers and family members for inmates. In addition to these inmate and volunteer related tasks, the Jail Supervisor maintains an OAR "log book", participates in jail supervisory staff meetings, writes bi-weekly and monthly summary reports for the Director, and attends all OAR staff meetings.

1.1.4 House Director

The House Director administers the OAR-operated halfway house. Besides all administrative, supervisory and policy responsibilities, the Director approves applicants for residency and outclient services, arranges for professional and volunteer services to residents, develops liaison with other community agencies and engages in public relations.

1.1.5 Court Supervisor

The Court Supervisor administers the OAR court program in conjunction with the Assistant Court Supervisor. She conducts all intake of clients, matches clients to volunteers, supervises volunteers through team leaders, reports directly to the judge on problems and serious violations of probation conditions, and sets probation conditions in consultation with the judge.

1.2 OPERATIONS

Interaction with the Richmond Richmond City Jail is an outstanding aspect of the Richmond OAR program and takes place at all levels of the jail hierarchy. The City Sergeant is enthusiastic about OAR, speaks openly about it, and has provided OAR with a permanent room in the jail for intake/counseling operations. OAR staffers, especially the Director and the Jail Supervisor, have close relationships with the City Sergeant and staff, and often participate in problem solving sessions with the staff. OAR and the jail staff share the same attitude

towards corrections which goes far in permitting OAR to achieve its goals and objectives. OAR has been neither radical nor evangelical in its reform efforts, but their impact on the lives of the inmates has been radical.

1.2.1 Jail Program

OAR's formal operations in the jail include full-time counseling by a VISTA volunteer, assisting with the Work-Release Program, and the volunteer (inmate one-to-one) program. OAR has assisted in the initiation of a GED program, a jail library program, and a creative writing program. OAR gives consultation for the jail newspaper. The Intake Interviewer sits in on weekly jail staff meetings, spends about 20 hours a month with jail staff and is notified about every problem and decision. OAR has sponsored a non-compulsory six session human-relations training program for guards, (8 attended) and the Intake Interviewer is advocating the addition of a staff psychologist. OAR's impact on the jail has been substantial. Its operation is seen as an opportunity and a service by the City Sergeant.

1.2.2 Counseling

Two full-time VISTA volunteers with an office in the jail and designated interview rooms interview new and old inmates, offer services directly, answer questions about OAR, and refer a volunteer if desired by the inmate. During a typical month about 50 inmates are interviewed. Services

rendered directly include job referral (about 10%), speaking with lawyers (about 10%), contacting families (about 5%), dealing with courts (about 5%), arranging housing, GED, making volunteer assignments, referring to welfare or drug program case workers, making medical appointments, providing job references, and making program referrals.

The impact of the full-time counselors' work can be roughly gauged by the percentage of inmates helped. The jail has an average population of about 750, roughly 5,200 inmates pass through it each year, and the counselors aid about 1,000 or roughly 20% each year with direct services.

1.2.3 Volunteer One-to-One Program

Recruitment of clients from the jail is made through simple publicity--a few posters in the dining hall and elsewhere--and information provided by the Intake Interviewer/Counselor. The Counselors actually make the assignment to a volunteer when an inmate requests one. Although OAR of Richmond is permitted to work with all classes of offenders, most of their clients tend to be misdemeanants, who represent no more than 50% of the jail population. Further efforts could and probably should be made to encourage a greater number of felons to become involved with the program. Services rendered by volunteers are weekly visits of about 1 hour each and referral services. The OAR Richmond concept of the volunteer role is that of a friend rather than a counselor, and follow-up is

encouraged to be explicitly discussed while the client is still in jail. Impact can be gauged from the fact that about 60 out of 750 inmates at any one time are matched with volunteers.

OAR's impact on clients is indicated in the continuing relationship after release from jail. About 40% of the volunteer/client relationships maintain some post-release contact and eventually break up voluntarily at the client's request, because both feel the relationship is no longer needed, or because of incompatibility.

1.2.4 Hospitality House

Hospitality House is a resident half-way house owned and staffed by OAR for the purpose of temporarily housing offenders referred to it by OAR Richmond's central office, the Jail Program, the Court Program, volunteers and community agencies. It also offers employment services to outsiders on a walk-in basis. The house is equipped for a maximum of 12 residents with a maximum allotted stay of 3 months. Average length of stay is about 4 weeks, and some stay as little as 4 days. The target group is those offenders, primarily from the jail, who can most benefit from the services of the house. Ex-felons are accepted, but most resident clients are misdemeanants. The house is not equipped for drug addicts, alcoholics, or those with a long record of psychiatric institutionalization. Initial screening from the jail is performed by the Jail Supervisor who handles inmates' requests and recommends the Hospitality House to others. The House Director conducts

final screening of jail referrals. For clients referred from other sources, the House Director performs the screening.

The full complement consists of the House Director, Part-time Secretary, 2 VISTA volunteers (job placement), 2 Counselors, and one Part-time cook, 2 Part-time Counselors, and 34 OAR volunteers (approximately 35% of the volunteer pool). The OAR volunteers have been used primarily for supervising the house from 6-11 P.M. One night per month was required of volunteers assigned to the house. Volunteer supervisors typically talk and play card and other games with the residents. Volunteers may assist with job placement, but this is not considered their function. OAR volunteers are available for one-to-one relationships with the residents. OAR volunteers will be relieved of the supervisory function when the full-time counselors are hired.

The primary service provided by Hospitality House is job placement. The first stage in job placement is the intake interview, during which new clients are assessed in terms of skills, experience, and need (this is performed by the 2 VISTA volunteers). The VISTA's and the House Director contact community employers, agencies or programs to help each individual client. Among these community contacts are the Richmond Vocational Training Center, the AFL-CIO Offender Assistance Program, the Virginia Employment Commission, and the CETP. Most referrals are made to the VEC and directly to employers. Placement success has varied. Most clients eschew low-paying

on-the-job training opportunities for slightly higher paying jobs (about \$2.10/hour) with little advancement potential. Efforts to improve this performance depend as much on hiring policies of outside agencies as on changing the clients' attitudes towards training. In terms of overall placement, out of 13 clients (resident and walk-in) interviewed in June 1975, by Hospitality House, 8 were successfully placed in jobs, an acceptable figure considering the economic situation and the 3-month period allowed for successful placement.

Since August 1974, 41 residents have been assisted by Hospitality House, working out to an average of 45 per year. A target size is viewed by the House Director at about 50-60 per year.

The House Director is very positive about the impact of Hospitality House. Weekly support group meetings, to which attendance is mandatory, give resident ex-offenders new perspectives on themselves and the outside world. So far, two clients placed by Hospitality House have returned to jail and a small number have quit their jobs. Contact with clients is closely maintained by the VISTA's after clients have left the House. Hospitality House has an impact on the lives of only about 1% of all those committed to the Richmond City Jail in a year.

1.2.5 Court Program

The Court Program is relatively new and became active in May, 1975. The program provides a volunteer in lieu of a

probation officer to meet with youthful offenders (not juveniles). The legal status of the program is interesting: offenders are assigned to probation under the judge's personal supervision. The judge requires the offender to meet weekly with an OAR volunteer. The OAR volunteer is not a probation officer and the judge is responsible should the offender violate probation. For this reason (among others) the judge is proceeding cautiously assigning greater numbers of young offenders to OAR only as he gains confidence through its success (and as probation officers become increasingly overburdened with caseloads). This is the only OAR program with the power of a court behind it, and partly for this reason it could prove exceptionally effective.

Clients are initially selected at the judge's discretion. Both OAR and the court have determined that the program should seek young (18 to mid-20's), unemployed first offenders who are high school dropouts or have a drug or alcohol problem. A secondary screening process assigns the selected offenders (who must first voluntarily agree to the terms of probation before they can be assigned) either to an OAR volunteer or to the OAR Court office (no volunteer). About 50% of the offenders are assigned to each, with decisions on assignment made on the basis of an intake form. Probation conditions will depend on which assignment is made. For instance, those offenders assigned to the OAR office are required to enroll in an outside job training program, school or employment. Those assigned to a volunteer need show serious effort in accomplishing

the goals defined by the volunteer and offender together. Serious violations are reported to the court. Both groups are required to appear once a week with the volunteer or at the office. Non-volunteer assigned clients appear less frequently (monthly or bi-weekly).

Services rendered by the office and the volunteers go beyond probationary tasks. As the involved judge has said "OAR gives more personal contact (than probation)." The volunteer and the offender define the personal goals they wish to accomplish, which may include solving personal or family problems, overcoming drug or alcohol dependency, obtaining further education or training, or getting a job. The volunteer provides friendship and a role-model and serves as a link to all the relevant community agencies at OAR's disposal. Referrals have been made to such agencies as Alcoholism Services, the Virginia Optometry Center, Richmond Area Manpower Planning Systems (RAMPS) and others. The program is quickly growing; it began with 8 clients at the end of May, totaled 22 at the end of June, and totaled 57 as of August 12. It has eased the load on probation officers and offered more personal contact than is possible with probation to a growing percentage of youthful offenders in Richmond (indicative of the judge's increasing reliance on OAR's performance). The program has not had an effect on sentencing, however. According to the judge, his criteria for sentencing offenders to jail or to probation has not been changed by the existence of the OAR

program. Procedures for monitoring the program's performance have been formalized by the Court Supervisor, who hopes to be able to compare the program with the Probation Officers' record. This is an excellent move, and the results should be watched for future evaluation of impact.

1.3 VOLUNTEERS

The demand for volunteers in the Richmond jail, court and half-way house tends to run ahead of the supply. This fact says more about the excellent relations OAR has with the jail and the court than about its recruitment efforts. The OAR staff does plan to greatly expand the volunteer pool in the coming year.

1.3.1 Recruitment

OAR Richmond's public relations and recruitment efforts cover a broad and complete spectrum of techniques. Use is made of newspaper ads, press conferences, mail campaigns to 500 churches, speaking engagements, and the in-house newspapers and newsletters of major corporations in the Richmond area. Earlier methods which proved sufficient for quick returns but unsatisfactory for long-term sustaining and growth of the volunteer pool were radio and television talk shows. The new methods are cost-effective, e.g. ads are run free by the liberal weekly, the Mercury.

The target net growth for coming years is 150 volunteers per year. It is expected that 50 will drop out of the program

annually, and so 200 must be trained each year to make the target. New assignments at the jail have occurred at a net rate of 10 per month (120 per year). In the Court Program, the rate itself has increased from 8 per month in May to 23 per month in September. At the September level, a projection of 300 per year is possible. The judge reviews 30-50 cases per day, and other judges may begin making assignments to OAR to take the load off probation. For these reasons it seems reasonable to expect that the Court Program will continue to absorb new volunteers at an increasing rate.

1.3.2 Selection, Screening and Channeling

All who desire to become OAR volunteers are required to go through an interview with the Volunteer Development Specialist. OAR reserves the right to decide whether a volunteer is ready for a one-to-one assignment. Potential volunteers are informed that they may be asked to leave the program. The interview lasts about 1 hour on the average. Six criteria are used to judge an applicant's eligibility: emotional stability, social stability, racial attitudes, vocational stability, acceptance of other life styles and age--at least 20 years old. The criteria are actually applied and about 2% are asked to withdraw. A further substantial portion are asked to work at Hospitality House as a "try-out" period because they are not yet deemed appropriate for a one-to-one relationship. A graduated method is used for this group, who may later be assigned to the jail or court. The formal channeling procedure

goes as follows: volunteers are given a choice of work sites when they sign up. If no preference is expressed, the Volunteer Development Coordinator assigns.

1.3.3 Training

OAR Richmond's training philosophy emphasizes friendship rather than counseling as the basis of the one-to-one relationship, although counseling methods and strategies are selectively but intelligently urged on the volunteers. An excellent Volunteer Manual has been prepared by OAR Richmond which is divided into three sections providing orientation, guidelines for the one-to-one relationship and a list of community resources.

Training lasts for 3 weekends, and totals 15 hours over 5 sessions, plus a 1-hour interview. The first session is devoted to orientation to OAR and volunteerism; the second to getting acquainted with each other and the criminal justice system (through a lecture, film and discussion); the third to the relationship between psychology, culture and crime, and the role of the "enabling friendship". For the fourth session, the volunteers are separated into the jail and court groups for specialized training. Those in the jail group learn about incarceration, meet some inmates, and are acquainted with the jail and community resources. The court group learns about the philosophy, legalisms, policies and procedures of probation and of the OAR Court Program, and are also acquainted with

community resources. At the fifth and last session, the entire group is reunited for lessons in counseling, listening and communication, in which use is made of lectures, exercises and role-playing. The training program at Richmond is extensive, and is considered helpful and relevant by volunteers who were interviewed.

Bi-monthly Feedback Sessions are held in small groups called Teams, each with its own Volunteer Team Leader, with five sessions per year. Five training sessions are held bi-monthly during the year and three of the five training sessions are mandatory. Volunteer Team Leaders are responsible for monthly contact with each team member. Feedback is described by volunteers who were interviewed as very helpful and they are well attended. Exchange of experiences by volunteers, programmatic lectures, role-playing, and discussion of community resources are among the methods and topics of these sessions.

Finally, optional seminars are occasionally given for a small fee. Over 20% of the volunteers paid \$3 each to attend one such weekend seminar on Transactional Analysis.

1.3.4 Operations

Volunteers are used in one-to-one relationships at the jail and in the court program. They offer friendship and the usual OAR services: weekly meetings of at least 1 hour, phone calls, family and lawyer contacts, and referrals to community groups. At Hospitality House volunteers are not assigned one-to-one unless a resident requests so (this has not happened

yet), and are used for securing the night shift. They have close contact with the residents while on duty, but their responsibilities are much lighter than those of the one-to-one volunteer.

Monitoring of volunteers is done by monthly reports, feedback from inmates to the Jail Supervisor and the Court Supervisor, and by reports from the team leaders.

1.4 COMMUNITY RESOURCES

Community resources are utilized for all aspects of OAR Richmond's operations. Personal contact within each group is seen as essential by the Program Director, and a good deal of his time is consequently spent in maintaining close relations with them. Influential contacts in the press and media, business, the United Way, churches and clergy associations aid OAR's operations in fundraising, recruitment and public relations. Those in health, alcoholism, drug and employment services aid in OAR's services to clients (on a referral basis). In addition, special direct services--jobs for clients and donations in kind--are often offered by OAR's contacts in local businesses. Over 50 community resources are listed and described in OAR Richmond's volunteer handbook.

1.5 COMMUNITY

OAR's relations with the jail administration and staff are excellent. The City Sergeant expressed enthusiasm for the program, which he communicates to those below him. Some hardships are created for the jail staff by the presence of and free access for OAR workers, but this is overcome by overall

"positive feelings" for OAR. Very close lines of communication are maintained between the OAR and jail staffs, with the Jail Supervisor sitting in on weekly jail staff meetings and being informed of all major decisions. OAR's input into jail policy decisions is also taken into account. At lower levels, volunteers report that the jail is cooperative with their efforts and that they have open access to the jail, not just at certain hours. On the other side, the City Sergeant has expressed satisfaction with the selection of volunteers.

Because of the risks involved, the judge has remained very cautious in his attitude towards the OAR court program. Policy decisions for this program are made in conjunction with the judge (and initially with the oversight of the State Attorney General's office). Identity of interests is stressed with the result of much cooperation between the judge and the program. A recent discussion on the size of the court program seems to have been decided in OAR's favor: in 6 weeks the program enlarged from 22 to 57 clients because of heavier assignments from the court. Relations with Probation Officers, on the other hand, are rather cool. Probation Officers are protective of their responsibilities and have not fully cooperated with OAR requests for performance information and data for Probation.

1.6 FINANCES

About 44% of OAR Richmond's annual budget is covered by public fund grants, with the rest made up of private annual

grants or irregular donations. The Program Director estimates that about 40% of his own time is spent "grant-hunting, jaw-boning, politicking, and thinking up new sources of financial support." The United Way may assume a large proportion of the funding. The Director feels that the program is underfunded, with staff underpaid for their services and areas where available funds do not reach the projected budget. The total budget for 1975 is projected at \$99,630, out of which must come 7 full-time salaries plus all operating expenses, including the costs of operating the Hospitality House.

1.7 IMPACT

According to the City Sergeant who worked at the jail before OAR was formed, OAR has generally made jail "a more liveable, endurable experience" for the inmates. A previous evaluation of the Richmond jail reported virtually no rehabilitative efforts on its part; now, however, there are six such programs at the jail, in addition to OAR. OAR was involved in initiating at least 3 of them. These are the Education, Library, and Work Release programs at the jail. In addition to these changes, OAR is involved with jail policy formulation, sponsored a human relations seminar for jail guards, consulted for the jail newspaper "Busted," and is recommending that a staff psychologist be placed at the jail.

OAR aids about 18% of the jail population at any one time with a one-to-one relationship, and many more with informal

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services. Those inmates interviewed expressed warmth towards their volunteers, and appreciation for the many services rendered by them. They were very skeptical, however, about prospects for post-release relationships with their volunteers. One said simply "Their main service is in jail."

SECTION 2

NEW YORK CITY

The history of OAR/New York City dates back to December of 1973; the first Director began work in May 1974, the first training sessions were held in September 1974, and the first group of volunteers began working at the jail in October 1974. It is therefore a relatively new program which is changing and growing quite rapidly. The description here will cover the situation as it existed at the end of June, 1975, unless otherwise specified. Where possible, plans for future changes and expansion will be outlined.

2.1 STAFFING AND ORGANIZATION

The staff of OAR/New York City is quite small and its organization simple. It consists of 4 positions: The Executive Director, the Project Director, and the Assistant Project Director (vacant until August, 1975) and the Secretary. Since there are no ancilliary programs, all attention is directed towards administration of the volunteer program and its incorporation into the NYC Adolescent Reception and Detention Center, the NYC Department of Corrections, and community life.

As of October 1, 1975, OAR New York City will expand into 4 boroughs with 16 full-time staff members, including 4 field directors, 4 secretaries, 4 counseling coordinators and a part-time bookkeeper in the central office (Manhattan).

2.1.1 Executive Director. The Executive Director works with the Project Director in the areas of interviewing and hiring

staff, securing facilities, consultation with field staff on the development of Community Advisory Boards, and training of field staff. The Executive Director also is responsible for the design and coordination of the volunteer training program; she also participates in these sessions. The writing of reports, proposals, handbooks, brochures and other materials is the Director's responsibility, as are negotiations, relations and arrangements with the jail correctional staff. Finally, the Director develops and oversees the evaluation process. This process consists of data collection on inmate behavior in the OAR quad (data on suicides, self-inflicted violence, and violence and sexual assault between inmates), on recidivism, and on community involvement.

2.1.2 Project Director. The Project Director collaborates with the Executive Director in the 4 areas listed above as joint responsibilities. In addition, the Project Director screens and interviews inmates in group sessions twice weekly at each institution, supervises all field staff, intervenes when procedural problems in the jails hinder volunteers' performance, directs all pre-service and in-service training of volunteers, and monitors evening counseling sessions at the jail.

2.1.3 Assistant Project Director. The Assistant Project Director's time will be spent on coordinating the field project and assisting the Project Director and Executive Director. Also provides back up as needed for both Project Director and Executive Director. The Assistant Project Director is responsible for developing projected budgets, keeping statistics and files on all volunteers and inmates in the program, supervising the

OAR Newsletter reporting statistics nationally, and supervising the application for and issuance of agency passes. In addition, the Assistant Project Director is available to volunteers for assistance in researching cases, diversion programs and locating attorneys; scheduling volunteers, checking inmate locations and movement, and coordinating schedules with institutions; as well as assisting in training, feedback and monitoring of counseling sessions.

2.1.4 Secretary. The Secretary is responsible for maintaining files, receiving mail, ordering office supplies, typing, maintenance and use of duplicating machine, meeting visitors, answering the phone, assistance in the training sessions and preparing counseling schedules weekly.

2.2 OPERATIONS IN AID AND RESTORATION

The entire focus of the OAR/New York City Program is the situation in the jails and community education through training volunteers to actively involve themselves in the jails. For this reason, OAR of New York's only formal operation is in the jails. OAR of New York works only with adolescents at the Adolescent Detention Center on Rikers Island

A separate quad was established for OAR prisoners in February 1975. The pilot project group consisted of 54 OAR offenders housed together within the jail. Initially, they consisted of so-called "passive" or "good-management" prisoners but after some obvious success more difficult types of prisoners were permitted to move into the OAR quadrant, including serious felons. OAR was given free access to the pilot group, and

in April 1975 the OAR staff and offenders collaborated with the warden in selecting correctional officers to be permanently assigned to the OAR quad.

Access to other inmates is somewhat limited; OAR representatives are allowed to meet with other inmates only in a specified area after procedural steps are followed. Almost an equal number of prisoners outside the OAR quad are assisted by OAR volunteers as those inside it.

The one-to-one volunteer program is very strong in New York; it receives most of the staff's attention. OAR of New York City initially established itself in the Adolescent Detention Center through circulars sent to inmates and an open letter to the staff of that institution in November, 1974. According to the warden, both messages received an overwhelming response from staff and inmates, resulting in an informal alliance between correctional officers and OAR volunteers, and in sustained interest in OAR among inmates. Thereafter, notice to inmates about OAR was maintained through posters, word-of-mouth, and somewhat later, the OAR quad.

The procedures for eventually matching inmate with volunteer are much more formal than in other OAR sites. There is no direct way that an inmate can get in contact with OAR, except by mail. An inmate may request a meeting with an OAR representative by filling out an interview slip, by a direct oral request to a doctor or social worker with whom he is in contact, or by contacting another inmate who already meets with an OAR volunteer. At the other end, OAR may request to arrange meetings with those inmates who have been referred to the office by listing their names on a hold-in sheet and giving it to the

responsible person at the jail. A staff member also recruits weekly in the jail's receiving room.

The second step is taken when the Project Director comes to the jail to meet in a group the inmates with whom contact has been made. The Project Director, an ex-offender himself, interviews and screens the inmates weeding out a small percentage who he believes are not amenable to OAR's methods.

Screened inmate names are sent to the OAR office for matching with volunteers. Matching is performed largely on the basis of a staff recruitment form filled out by OAR and importantly on the basis of neighborhood. OAR of New York stresses follow-up to its volunteers and attempts to match offenders with volunteers living reasonably close by. Strong antagonisms often exist initially in bi-racial combinations, and OAR deals with this problem through teaching volunteers and prisoners how to handle racial and cultural hostility in themselves rather than through mechanical matching by race. There are exceptions, however, as Oriental inmates are often matched with Oriental volunteers and Hispanics with bi-lingual volunteers because of language problems. All volunteers and inmates have the right to switch to another relationship for any reason including race or sex with staff making the final decision. Free choice of this type has not led to overall matching by race. Currently 54% of the OAR volunteers are black, 30% are white, 14% are Hispanic, and 2% are Oriental. Unofficial figures for the New York jails place the racial mixture of inmates at 50-55% black, less than 4% white, 30-35% Hispanic, and 2% Oriental.

The volunteers provide many services in the one-to-one relationship. Those listed in a draft version of a recent OAR/New York City grant proposal are:

- o one-to-one counseling on at least a weekly basis
- o job placement
- o tutoring
- o service referrals
- o family visits
- o transportation
- o recreation
- o bail reductions
- o alternatives to incarceration
- o third-party custody
- o clothing
- o financial assistance
- o liaison with attorneys
- o school placement.
- o parent counseling

OAR of New York City places a very high value on getting the client out of jail, as a large percentage are detainees awaiting trial. OAR/NYC believes that jail is generally incompatible with rehabilitation.

Volunteers have performed very reliably. OAR/NYC requires at least two hours per week, and advance notice when a volunteer cannot make it to the jail. After three misses without good reason a volunteer is removed from the active list. Follow-up too, has been quite strong. One volunteer interviewed had

maintained contact with each of his 4 clients after their release, one of the relationships breaking up by mutual consent, and one due to loss of contact when his client's phone was removed; the other two clients still maintain contact. By the Executive Director's estimation, about 70% of the relationships persist at least a short while after the client's release from jail (often in the OAR volunteer's custody).

There are roughly 1500 adolescents in the New York City jails, out of a total of 7500 inmates. OAR volunteers currently serve 88 of them in one-to-one relationships. The annual rate of assistance since December 1974 has been 238 inmates per year. Both performance figures can be expected to grow significantly as OAR/NYC expands its volunteer pool over the next year.

Special informal jail activities include Christmas and New Year's parties given by volunteers for inmates in the jail.

2.3 VOLUNTEERS

OAR of New York City has been recruiting and training volunteers at the rate of about 35-50 people every eight weeks since September 1974. Currently 88 volunteers are active.

Recruitment of volunteers was done initially through public service radio broadcasts, mention of OAR in various criminal justice periodicals, speaking engagements, and the Mayor's Committee on Voluntary Action and similar volunteer referral agencies. Response was so overwhelming that all public recruitment stopped after the third training group was signed up, and the fourth training group was made up entirely of those who could not be included in the third. Such community response allows OAR to be selective in choosing volunteers. This

in turn, along with extensive training, has been responsible for the receptiveness among wardens and correctional officers to OAR's presence in the jails. According to the former Warden at the Adolescent Detention Center, the OAR volunteers are "exceptional, the most well-adjusted group that I've seen come into a jail."

Screening takes place during the training program. The Corrections Department requires that all volunteers fill out a registration form and the OAR staff requires interviews of volunteers with each staff member participating. Since training lasts 6 weeks for a total of 70 training hours, prospective volunteers have much opportunity to leave the program if the time burden becomes too heavy. About 10% do so. A further 10% are screened out by the staff at about the 5th week of training. Some are asked to leave, others to go through training again. Staff observation of the prospective volunteer begins with the first training session which includes role-playing. Screening is based on the following: Can the person be open and honest about feelings, take criticism, refrain from moralizing, evangelizing and indulging in rescue fantasies, can the person see inmates as human beings, be open to other life-styles?

The Executive Director believes that these demanding training and screening requirements are necessary because the program could be ended with one serious mistake in the jails and that effective volunteers are the product of intensive training and support.

Training is the most extensive and intensive of all the OAR programs, and it is OAR/NYC's greatest strength and a major reason for success. The first weekend is designed to help prospective volunteers experience and anticipate the issues and problems facing those who work in jails, and to deal with the many myths and fears concerning jails and prisoners. Presentations include an introduction, "The Cold Hard Facts", simulation and role-playing, and a film and discussion. The second weekend is devoted to training similar to that received by Corrections Officers. The session is conducted by the staff of the Corrections Officers Training Academy. It is devoted to understanding the issues of security and contraband, and to learning to interact effectively with C.O.'s at the jail. This exposure is extremely effective in instilling respect for the C.O.'s authority and problems, according to one of the volunteers interviewed. C.O.'s give the view of the jail from their perspective, describing the threat the volunteer is to prison. They list their main concerns - security, contraband, the problem of women in male institutions. They present a long and thorough display of contraband. Volunteers confront the C.O.'s with blunt questions and are explained the reasoning behind everything. When it is over, the volunteer has learned never to question the authority of a C.O. while in jail, and why. The volunteer also learns how to establish friendships with C.O.'s. Corrections Officers are brought in from outside the city to speak about practices in their jails on the theory that local C.O.'s cannot speak the truth for fear of losing their jobs. For three weeks thereafter, the OAR staff deals privately and individually with each prospective volunteer, providing feedback

regarding personal strengths and areas where more work is needed. Cuts, if necessary, are made at this time. In the course of training, volunteers are locked up for several hours without warning in the now-closed Manhattan House of Detention. (The Tombs).

The objectives of training as stated by the Executive Director are to force the volunteers to experience the positions of the other actors with whom they will have to deal - corrections officers as well as inmates - and to turn them into friends and advocates of the inmate. Counseling concepts - listening, empathizing, opening up to the inmate, showing respect, giving helpful advice, using appropriate language, utilizing group cohesiveness, using the authority inherent in the volunteer/client relationship, timing, persistence, and using personal crises of the inmate to good purpose - are emphasized in training. It is made clear that volunteers are neither do-gooders nor pseudo-psychiatrists.

Once through training, volunteers are assigned. During their service attendance at monthly feedback sessions is required. Attendance is about 70% and the sessions are described as extremely helpful by volunteers. The sessions bring the volunteers in touch with each other and even allows them to set the agenda. Announcements are sent to volunteers 3 weeks before feedback sessions. They are contacted if they miss a session and letters are sent out to volunteers who have missed several. Feedback sessions are held one Wednesday night per month. In addition, a newsletter is published by OAR/NYC which keeps volunteers abreast of OAR activities, developments

at the jails, changes in the law which might affect their operation, and new service referrals.

Once assigned, volunteers are required to meet with the prisoner at least once every week for at least 2 hours. They must give advance notice of missing this obligation and three unexcused misses result in removal as a volunteer.

As OAR/NYC decentralizes into the boroughs, the volunteer pool will grow to 1000 with 200 in each borough. Recruitment, training and screening will all be performed at the borough level. The central office will continue to operate as the central administrative and training body for the entire city program.

2.4 USE OF COMMUNITY RESOURCES

The most important community resource for inmate services have been Fortune Society, Day-Top (a drug program), Alcoholics Anonymous, the Pre-Trial Services Agency and various legal aid groups.

Important contacts are maintained in the Department of Corrections and with financial institutions. Another excellent resource is the advisory board of OAR/NYC which contains many people important in New York corrections, politics, and community action.

2.5 COMMUNITY AND AGENCY RELATIONS

OAR of New York City has maintained good relations with wardens and corrections officers at the jails right from the beginning of its operation. OAR explicitly discusses its relationship with the jails including who the OAR volunteers are, what OAR is and what are its goals. Jail staffs are

treated with professional respect. OAR has never acted timidly and through its influential friends, OAR has been able to accomplish significant changes in jails against bureaucratic inertia or intransigence.

2.6 OAR RELATIONS

Relations with the national office of OAR are not felt to be very healthy by the staff of OAR/NYC. The staff believes in local initiative and local autonomy, but does see a positive and more active role to be played by a national office than is currently seen to be the case. The OAR staff in New York City believes OAR/USA should act as a unifier of goals, purposes and methods for the local programs, and should offer significant assistance in the form of money, loans of staff training persons and other talent in the initial stages of development. They believe the national office is more concerned with the monitoring, control and auditing of new programs, which only serve to interfere with their operation, bookkeeping and salaries. Complaints included lack of communication when it was needed most and failure to coordinate New York City based foundation contact and meetings. The style and problems of operation in New York City are so radically different from those encountered in the areas where OAR originated that important changes in style and attitude at the national level may be necessary if OAR/NYC is not to become completely separated from the parent organization. With the growth in size and importance of the New York City program much is to be gained by OAR/USA in improving relations,

and lost if the relationship is not redefined. The price of a friendly relationship need not be loss of OAR/USA's leadership to the New York Program, but it would require greater appreciation of the importance of OAR/NYC and cooperation between the two offices.

2.7 FINANCES

OAR of New York City, although part of the LEAA grant and the recipient of funds from the NYC criminal justice planning agency, feels it can be entirely funded through private sources. The group began on a grant from the Ittleson Family Foundation and additional funding was later granted from the DJB Foundation, the United Thank Offering of Episcopal Women, the Cass Fund, and Banker's Trust Company. These groups funded the first year and the search for funds for the current and future years has lead to various other sources, including the Burden Foundation, the New York Community Trust, the Van American Foundation, the New York Foundation, the Surdna Foundation, and various New York banks.

When the office decentralizes its operations in the coming year, fund-raising will also be done at the borough level. The approach will be to secure local business support. The central Manhattan office will continue to seek city-wide support from the corporate community and government. Direct mail campaigns will be developed as well.

The budget for OAR of New York City for its first year was over \$39,000. The second year (beginning April 1, 1975), with its slightly larger staff, will require over \$90,000. After decentralization and expansion of the program, a figure almost four times as large will be required for support.

2.8 IMPACT

OAR is already the largest volunteer program in the history of New York City corrections. Its size relative to the annual jail population is still quite small, but the impact on those with whom it does work is readily apparent. An OAR quad has been established, and impact is noted by the Executive Director in such observable changes as a more humane environment and a far less frequent incidence of sexual assaults and physical conflict.

Volunteers attest to their perceived impact on some of their clients. The offenders find the program very supportive and have requested that visit times be increased to 3 hours. The test of recidivism awaits the passage of a reasonable length of time and data is already being collected by the OAR office.

Impact on the community has been substantial for such a young program. Volunteer interest has been so great that many have had to be turned away. Important members of the community have been recruited to serve either on the Advisory Board or the Board of Directors.

The impact of OAR/NYC to date is incipient. With a promising start it still must expand to meet the needs of adolescents in the New York City jails. There are 1500 adolescents in NYC jails and the OAR goal is 1000 volunteers. In the future, the program will increase contact to the prisoner's family and community. Fortunately, the personnel, program outline, and necessary community contacts have been well established.

SECTION 3
FAIRFAX, VIRGINIA

OAR of Fairfax County operates its program in the old Fairfax County Jail and in Camp 30. Its programs include the one-to-one volunteer program, a tutoring program, walk-in services and counseling, and an economic development unit (employment services).

3.1 STAFFING AND ORGANIZATION

The staff consists of 6 people, 4 of whom are VISTA volunteers. The six positions are Program Director, Assistant Director, Transitional Services Director (VISTA), Program Development Specialist (VISTA), Volunteer Coordinator (VISTA), and the Economic Development Unit Director (VISTA). The Director and Assistant Director are directly involved with the 2 volunteer programs, and the VISTA's offer support and specialized informal services.

3.1.1 Program Director

Besides administration, direction and coordination of the program, responsibilities of the Program Director include those outside factors which concern the OAR program: relations with the community and correctional system, developing contacts with agencies that aid or supplement the OAR program, fund raising, training and recruitment.

3.1.2 Assistant Director

The Assistant Director is more directly involved with the internal concerns of running the program. Some secretarial work and data collection, assignment of volunteers, arranging training sessions, coordination of the VISTA's activities and monitoring of the volunteers are all among her responsibilities. She is also involved in program development, and has been responsible for writing grants for Federal funding.

3.1.3 Transitional Services Specialist (VISTA)

This person assists offenders on a walk-in basis, makes referrals and offers social services to them. He works out of the office and in the community. In addition to these tasks, the Transitional Services Specialist offers volunteer support, i.e. he assists them in their work with their client, filling in when they are unable to attend, and supplementing their services.

c.1.4 Program Development Specialist (VISTA)

This specialist performs basic research on other OAR programs and those similar to it, reviews literature in correlations, and designs and develops new programs (such as a juvenile program) for possible implementation by OAR of Fairfax County.

3.1.5 Volunteer Coordinator (VISTA)

This coordinator directs the training, assignment and use of the volunteers within the fairly complex volunteer system at Fairfax County. Volunteer skills and interests are identified.

Assignments are made to specialized skill groups, teams, team leadership positions, volunteer training positions, offender tutoring positions, and individual offenders in one-to-one relationships.

3.1.6 The Economic Development Unit Specialist (VISTA)

This specialist works in the office and the community. She does research, develops ties and understanding with employers and employment services, and assists individual offenders in finding jobs. In the office she advises offenders on a walk-in basis. Her task is to improve the general employment prospects of ex-offenders within the community, and to assist those actually seeking employment.

In addition to these four VISTA units, as of September 1, 1975, a Jail Contact Person was hired and funded by C.E.T.A. to be the jail contact for the whole OAR program. The OAR program will be made generally known to all inmates of the camp. Counseling and referral services will be offered and those inmates interested in the OAR program will be screened and assigned a volunteer.

3.2 OPERATIONS

Services offered to offenders are the one-to-one relationship with a volunteer, weekly tutoring with a volunteer, walk-in counseling/referral services, employment search and assistance and job counseling. Eventually, in-jail counseling will also be offered.

3.2.1 One-to-One Relationship

Many of the offenders in both Fairfax County Jail and Camp 30 are served by an OAR volunteer in a one-to-one relationship. Relationships tend to be rather long lasting, the average one continuing for about 9 months. Only a small percentage of volunteers maintain contact with their client after his release.

Recruitment of clients comes through the Outreach Unit, which maintains frequent communication with inmates. Assignments with volunteers are made through the Transitional Services Unit and other informal means. Many clients are referred by phone (or walk-in) by other agencies or individuals.

Volunteers meet with offenders once a week for 6-8 hours per month. This performance is closely monitored by the Monthly Action Sheet, and according to the Program Director the volunteers are meeting the required number of visits and hours very well.

An attempt is made to match the special needs of a client with the special skills of a volunteer. This task can be more easily advanced after the volunteer special skill groups are in full operation. Currently, 85 offenders meet with volunteers in this program.

3.2.2 Tutoring

Volunteers with tutoring skills are used for remedial education in reading, writing, and other basic educational

activities with offenders. Currently, 10-15 tutors are active with 15-20 offenders in both the jail and the road camp. They meet weekly on a one-to-one basis. The jail and camp comprise almost 300 inmates, and approximately 5% of the population take advantage of the tutoring program currently.

3.3 VOLUNTEERS

There were 85 OAR volunteers active in Fairfax County as of June, 1975. Recruitment of volunteers used to focus on church and civic groups before which the previous director spoke a good deal. This technique is still used, although announcements are now made in the local newspapers as well concerning recruitment drives.

Volunteers are required to meet personal and performance criteria in order to obtain and maintain a volunteer position. Each prospective volunteer must have a personal interview with the Volunteer Coordinator, who checks references.

Volunteer training is an 8-hour, 1-day program which is held on a Saturday. Preliminary orientation takes place during the interview, and training consists of further orientation and education on the criminal justice system, rules and regulations of the jail, behavioral psychology, 3 hours on counseling techniques and other topics. Methods used include lectures by criminologists, Jail Classification Officer, psychologists, and OAR staffers. Discussions and role-playing are held. In April, 1975 an optional Marathon Week-end was held on decisional counseling.

Small group meetings are held monthly as feedback sessions, but have been poorly attended. The volunteer reorganization is designed to remedy this problem; currently only about 25% or less attend. Even retraining of older volunteers has been considered.

The reorganization of the volunteer system may result in a much broader use of volunteers in training administration tutoring, and other aspects of the program. This reform is expected to alleviate some of the load currently falling on staff and lead to a more efficient program. Each volunteer will be assigned to a non-specialized team with a volunteer team leader at its head. These small teams will meet in monthly feedback sessions and the team leader will prompt better attendance at these sessions and at the jails. This may lead to better communication, monitoring, control and care of volunteers.

Volunteers will also be assigned to task categories. Some will be assigned to one-to-one, and others will be assigned to specialized skill groups. The Program Director plans to organize groups of volunteers skilled in counseling/psychology, drug and alcohol therapy, tutoring, law, community resources, medicine, and other specializations. Training for these groups will reflect the specialization. Volunteers from the specialized groups may or may not be used in one-to-one relationships; it is planned to use some volunteers only to train other volunteers. This reform may lead to a better matching of need with the proper skill.

3.4 COMMUNITY RESOURCES AND RELATIONS

Two-way referral relationships are maintained with numerous community organizations, including employment agencies, Probation and Parole, church and civic groups, drug programs (Crossroads and others) and alcohol programs. There are also numerous professionals in the community to whom the Program Director can refer special legal, medical or other problems. The Program Director is attempting to organize a "Friends of OAR" group within the community.

Relations with the jails have been very good. Access to the jail is completely open, although the present facilities are quite wanting. Nothing can be done about the limited meeting space, however, until the new jail is completed.

3.5 FINANCES

OAR of Fairfax County is funded entirely by public funds: 90% are from LEAA, 5% from the state, and 5% from the county. The total current annual budget is about \$36,000. To date, little effort has been directed to securing private sources of support.

SECTION 4

CHARLOTTESVILLE - ALBEMARLE COUNTY

4.1 STAFFING AND ORGANIZATION

The full-time staff at the Charlottesville office of OAR is small. It consists of 5 staffers, including a program director, an office manager, and 3 VISTA volunteers. They direct and coordinate all of OAR's local operations including the work of roughly 120 active volunteers (non-paid). Their work is carried out in OAR's Charlottesville offices, the Charlottesville/Albemarle Joint Security Complex, the local courts, the Attention Home (a facility for juveniles), and in the community.

Duties of the various staffers are occasionally shared, although the regular delineation of duties in practice can be described as follows:

4.1.1 Program Director. The Program Director provides liaison with the state and national boards of OAR, the Joint Security complex, and community groups. He is involved in all aspects of OAR's program operations. Examples in this last category include recruitment of persons with special skills and backgrounds for speaking at training sessions coordinating and conducting training seminars, conducting feed-back sessions and receiving feed-back. Regular activities include the personal interviewing and screening of prospective volunteers, and collection of performance data.

4.1.2 Office Manager. The Office Manager performs office duties, collects and files performance data, and is most directly involved with and responsible for recruitment,

publicity, and public relations. The current Office Manager has achieved and maintained good relations with contacts in the local newspapers, television and radio stations. The Office Manager usually organizes publicity campaigns through these contacts 3-4 weeks before training sessions are scheduled to begin in order to attract new volunteers.

4.1.3 VISTA Volunteer - In Jail Specialist: This VISTA volunteer spends about half of each day in the Joint Complex meeting and greeting new offenders, talking with and making himself available to all inmates (including felons) and publicizing OAR to them. He renders services on request to the inmates and obtains OAR volunteers for those inmates who request them. Services rendered on an informal basis include counselling, making phone calls, going to court, house and job hunting and communicating with families. He has also helped establish an art program, recreation program, tutoring services and discussion groups and newspaper in the jail. When a volunteer is requested he selects a volunteer from the files, with the choice finalized by the Program Director.

4.1.4 VISTA Volunteer - After Care Specialist

This VISTA volunteer provides assistance to inmates upon their release to the community through contacts and program development. Duties include initial contact with inmate, assessment of needs, volunteer matching, developing and maintaining resource file, assist in interview preparation and maintain relevant activity records.

4.1.5 VISTA Volunteer - Juvenile Program Specialist: This VISTA volunteer directs the OAR juvenile program. Juvenile offenders both in jail and on the street, are referred to her by the juvenile court, the Probation Officer, the Attention Home, and the Welfare Department. She then matches each juvenile offender with an available volunteer on a one-to-one basis. She also offers services to juveniles in jail on an informal basis, similar to those rendered by the In-Jail Specialist. Volunteer-client relationships are monitored by the Juvenile Program Director; she also acts as an intermediary between the OAR volunteers and the courts and community agencies and makes or suggests referrals.

4.2 OPERATIONS IN AID AND RESTORATION

OAR's operations in aid and restoration are divided into the adult, juvenile and special jail programs and services are offered on both a formal (one-to-one volunteer) and informal (staff) basis. The adult program is central to the OAR concept; the juvenile program is a unique local feature and can be considered as an ancilliary program. The special jail programs are also ancilliary, though not unique.

4.2.1. In-Jail Adult Program. A unique aspect of the Charlottesville in-jail program is the method of recruiting clients in the jail. OAR has a full-time staffer, a VISTA volunteer, actively working in the Joint Security Complex 3-4 hours per day, informally talking with inmates in individual cellblocks, counselling, aiding and informing them about the OAR volunteer program. Virtually every inmate is aware of its activities. This one fact probably accounts for the higher proportion of

served by OAR at Charlottesville than at other sites. The constraint on services, in fact, is the supply of volunteers to meet the number of requests from offenders. Virtually all offenders who request volunteers are eventually matched with one; there is no formal screening procedure. Offenders are asked whether they would prefer volunteers of a particular race, age or sex. The eventual choice is made by the in-jail specialist under the constraint of a small pool of available volunteers. When possible, volunteers are selected who share some common interest with the offender. Possible clashes of personality are also taken into account. The choice is approved by the Program Director.

Once a one-to-one relationship is established, the volunteer is required to meet with his client for 6-10 hours per month in weekly sessions. Irregularity of volunteer performance is seen as a problem by the Charlottesville OAR and OAR is attempting to deal with this by establishing Team Leaders among the volunteers who would be responsible for prompting better attendance records among their team members. Services rendered by volunteers to clients are varied and have included, on both a direct and referral basis: job placement, education or training, legal aid, housing, financial aid, mental-dental-psychological help, food, clothing, transport, counselling, followed by family assistance and job placement.

A good many of the relationships break up after release; one cause has been insufficient efforts to follow-up by volunteers, who often seek another assignment immediately after their client's release from jail. According to the Program

Director, this represents an inappropriate attitude, and efforts are being made to change it. Currently, 40 out of 120 jail inmates are served by a volunteer.

4.2.2 Special In-Jail Programs. Full-time counselling and services are provided by In-Jail Specialist. Special in-jail programs initiated by OAR are handled by full-time staffers and volunteers with special skills. They include the jail newspaper Birdcage (with articles written by inmates; materials, backing and guidance only are provided by OAR), an arts and hobby crafts program, a college course program through the Department of Continuing Education of the University of Virginia, an in-door recreation program and a boxing team. OAR also helped establish a once-a-week branch of the Charlottesville public library at the jail which now operates on its own. Other such self sustaining operations which OAR helped establish include an Adult Education Program, and Medical Program with the University Health Center of the University of Virginia, and paramedical coverage. An attempt was made to start a music program; musical instruments were purchased and space found but the program has not been operative due to lack of program time. Many of the inmates involved in the special programs are also assigned to an OAR volunteer.

4.2.3 Juvenile Program. Juveniles are referred to the OAR Juvenile Program Specialist by the local Probation Officer or the Attention Home. The specialist then selects an available OAR volunteer from the files. The volunteer maintains close

contact with the juvenile, most of whom are on the street, and offers many of the same services as the in-jail volunteers. Primarily, however, the juvenile program volunteer attempts to act as a role-model adult for the juvenile. The most frequent service given by juvenile program volunteers has been recreation; many take their client to baseball games and other events. In 1974, volunteers in the juvenile program provided recreation services a total of 55 times. Out of 204 juveniles supervised on probation in 1974, OAR assisted 45 with volunteers. In July of 1975 OAR worked with 30 juveniles, 8 of whom were in jail, and 3 of whom were committed to a state institution. The remaining 19 were either residing in the Attention Home or with their parents or guardians.

4.3 VOLUNTEERS

4.3.1 Recruitment. Volunteers are recruited through publicity campaigns in the local newspapers and radio and television stations. Recruitment has lagged behind the demand for volunteers and has produced a volunteer pool with a lower percentage of blacks than desired by the OAR staff. The recruitment group could include more Blacks by establishing relationships with the community's predominantly Black churches, as churches have been shown to be excellent and effective partners in the volunteer recruitment in the case of OAR of Newport News. Advertising through newspapers and radio stations directed to the Black population has proven effective for OAR of New York City. OAR of Charlottesville-Albemarle has made contact with a local grass-roots Black organization "New Birth" and is participating with them in various events with the goal of recruiting Black volunteers.

4.3.2 Selection. Virtually no prospective volunteers are turned down, although some may be deemed inappropriate for in-jail one-to-one relationships and are assigned to other tasks. Screening takes place through interviews to determine the empathy, sympathy and stability in the prospective volunteer. All volunteers go through training and are then assigned. There is a small amount of self-selection, i.e., drop-outs from the training program. Out of 20 trained in the most recent session, 3 dropped out.

4.3.3 Training. Training takes place in 3 night sessions each lasting about 3 hours. The overall objective is to train the volunteer as an effective advocate and friend of the inmate, not as a counselor, per se. To achieve this end, secondary objectives of training are orientation, counselling instruction, and generation of enthusiasm. Orientation to the jail, community resources, special problems of jail inmates, and the life of the volunteer is achieved through various handouts, role-playing, demonstrations and lectures, maps and visits to the jail, lectures from correctional officers, OAR Volunteers' Handbook (listing Community Resources), the book Low Income Lifestyles, and lectures from past volunteers, attorneys, ex-offenders, counselors and psychologists (from the University of Virginia Counselling Center and Department) are used to these ends. Films are shown and discussed. A reading list is also provided, as is a glossary of jail terms. Feed-back sessions are held monthly, though attendance has been lower than desired by the director (about 50-60% of the assigned volunteers show up for these sessions). Team leaders will be established to help increase

attendance by phoning volunteers prior to feed-back sessions and pressuring them to attend. The agenda for feed-back is set by the Program Director and Administrative Assistant and consists of films, talks from guards, etc., and discussion among volunteers.

4.3.4 Performance. A minimum of 6 hours with an inmate per month are required of the OAR volunteer, but somewhat less than this has been observed by the Program staffers. The jail is several miles out of town, and the staff is attempting to deal with this problem by assigning team leaders to prompt better attendance among volunteers. Volunteers are informally monitored through the In-Jail Specialist (a VISTA volunteer) who gets word from inmates on the performance of assigned volunteers. The formal information channel is the Action Sheet, filled out by each volunteer, which summarizes the volunteer's monthly activities with clients. Volunteers are also required to sign in on the OAR log book at the jail.

4.4 COMMUNITY RESOURCES

The Charlottesville OAR makes direct use of the resources of nearby University of Virginia in the training of volunteers. Other important community contacts, besides the media have been the Virginia Employment Commission, Legal Aid, Blue Ridge Mental Health. The relationship with these groups are purely on a referral basis. Community groups which have directly aided or contributed to OAR's operations have been St. Paul's Memorial Church and the First Presbyterian Church. OAR has direct access to juveniles in the Attention Home, as well as a two-way referral relationship with them.

4.5 FINANCES

Most of OAR/Charlottesville's present support comes from public funds. About 85% is represented by DJCP monies, and much of the remaining 15% is made up of matching State and local community funds. Private contributors are currently an insignificant source of funds. It appears that DJCP will approve funds for next year, but staffers realize that new private sources will have to be found for the future. Fund-raising is conducted by both the Program Director and the Office Manager, and approximately 25% of their time is devoted to this activity.

4.6 COMMUNITY RELATIONS

Relations between OAR and jail personnel are reported as excellent by all involved sources: OAR staffers, volunteers, the jail superintendent, and inmates. Cooperation between C.O.'s and OAR volunteers visiting the jail is quite visible and is attested to by the Superintendent as well. The community is receptive to the OAR concept as evidenced by community responsiveness to volunteer recruitment drives, the assistance of the Probation Officers with the juvenile program, and the excellent relations with newspaper, TV, and radio. According to interviewed inmates, more black volunteers are desired. Communications with OAR-USA is excellent and both offices occupy the same building.

4.7 IMPACT

OAR/Charlottesville's impact on conditions in and operations of the jail are the most visible. The Superintendent reports that OAR provides him with a finger on the pulse of the inmates,

and has helped stabilize possible "trouble" inmates. OAR was involved in the establishment of a Jail Board of Directors; OAR has established and helps operate a jail newspaper, a group discussion program, and a censor-free jail library which now operates independently, OAR provides the only consistent human element in a somewhat inhuman environment and "makes the difference between a normal environment and a concentration camp".⁽¹⁾

In June 1975, 56 out of 120 inmates of the jail were involved with a one-to-one relationship with an OAR volunteer. An additional 27 were assisted by Program Staff in some way during the month of June. Inmates feel that OAR has redirected their lives and the volunteer relationships has been positive.

Of 204 juveniles supervised on probation in Charlottesville in 1974, 45 (or 22%) were matched with an OAR volunteer. Although the potential impact for juveniles of this program is much greater than that of adult offenders with respect to continuing the one-to-one relationship in the community, no data exists to describe this impact.

⁽¹⁾ Interview with Superintendent of the Joint Security Complex.

SECTION 5

NEWPORT NEWS, VIRGINIA

OAR Newport News serves offenders in the city jail, city farm, and those released and living in all communities of the Newport News/Hampton peninsula. It also operates a resident alcoholism treatment center situated in its Newport News office. Alcoholism and drug addiction are serious problems on the peninsula and OAR has substantially tailored itself to meet this need. Local judges occasionally place offenders on probation under the condition that they 1) see an OAR volunteer, 2) visit the OAR office, or 3) enroll in the OAR alcoholism clinic although there is no formal court program in Newport News. The spread of OAR's service offerings is enormous, primarily because few other groups exist in the area to provide necessary in-jail rehabilitative programs. This presents a strain on the time and energies of the full-time staff. Additional problems are the small size of the volunteer pool and the distance to the city farm. These unique problems of the peninsula area could be dealt with through increased volunteer recruitment, clear and effective delegation of authority and responsibility to selected volunteers, and further encouragement to other organizations which can fill a need at the jail and farm presently filled by OAR. Otherwise, OAR efforts could be spread too thinly to the detriment of the basic volunteer program.

5.1 STAFFING AND ORGANIZATION

The Board of Advisors has a membership of 13. There are

5 full-time staff members responsible to the Board. These are the Program Director, the Assistant Director, the Jail Program Development Specialist (a VISTA volunteer), the Senior Counselor, and the Secretary of the Alcohol Program. Tasks are shared to a great extent as the office is informally run and organized. While some delineation of duties exists, the Program Director is involved in most of the Program's operations. Since OAR/Newport News has no formal job descriptions, duties of the various positions are omitted here but can be gleaned from the description of Operations in Aid and Restoration.

5.2 OPERATIONS IN AID AND RESTORATION

There are four basic OAR Newport News operations: the one-to-one volunteer relationship at the city farm and city jail, special programs, walk-in services, and the alcoholism center.

5.2.1 One-to-One Volunteer Program. This service is offered at the city farm and to a lesser extent at the city jail. Access to both is somewhat restricted. At the jail, the constraint is space, and at the farm it is time since inmates work in the fields all day. At neither institution are there personal or attitudinal constraints as there were a few years ago. Good relations presently exist between OAR and the jail and farm staffs.

5.2.2 The City Farm. The City Farm is 20 miles from the OAR office in Newport News, located in a bucolic and dramatic setting

on the banks of the James and Windsor Rivers. It houses about 85 pre-trial offenders who, if convicted, are then sent to the city jail or a state institution. The Farm will be within two or three years phased out. Regional facility will take its place.

Recruitment of clients is fairly effective. No staff person works at the Farm in the daytime to disburse informal services and information as at other OAR sites because inmates are in the fields all day. Announcements about OAR are made through dining hall posters, the Superintendent to individuals who come to him with problems, visits to the jail by the Jail Development Specialist and, primarily, word of mouth. Of 85 pre-trial inmates, 26 (or 31%) were active with an OAR volunteer. Not all volunteers are involved in formal weekly arrangements with their clients. Instead, some come only at the inmate's request, while others come once a month. Those volunteers working on a weekly basis at the farm number about 12.

Volunteers come to visit their clients on Tuesday and Thursday nights. During the other nights of the week, OAR operates its special programs at the farm. Volunteer services are the standard ones offered: contacting families, making visits to the court and phone calls to lawyers, job hunting, referrals to outside agencies including the other OAR programs, tutoring, counseling, making purchases and picking up clothes and other items for the client.

The inmates interviewed were very positive about their volunteer experience and some described ways that OAR would help them after release. Most clients interviewed had also been

helped in some informal way by the Program Director or other staff member and expressed great appreciation for their assistance.

5.2.3 The Jail. The jail one-to-one program is identical to that of the farm, but on a much smaller scale due to space limitations. About 12 volunteer/client relationships exist at the jail as of this writing. The jail population fluctuates around 100, yielding about a 12% participation rate among inmates. Almost 90% of all inmates of the jail are convicted felons.

Recruitment of clients is limited by lack of access to the cellblocks. Without this personal contact by OAR staffers, it is likely that fewer inmates will show interest in the OAR program. As things stand, information about and referrals to OAR come entirely from the Sheriff and the guards. They make the cellblock rounds, and take requests from inmates interested in seeing a volunteer. They do not make suggestions to this effect to inmates, except occasionally when inmates come to the Sheriff's office with problems. Facilities for meeting with clients are inadequate to the extreme, and no progress can be expected until a new facility is built. The Sheriff is quite sympathetic to the OAR concept and goals, but he is limited by overcrowding and inadequate conference space.

5.2.4 Special Programs at the Farm and Jails. There are two formal and numerous informal special programs operated by OAR at the City Farm and at the jails. The formal operations are a group alcohol program and a group drug program. Informal

operations include a transcendental meditation group, and assistance in obtaining GED, reading skills, reading materials, work release, and improvements in conditions for inmates.

Alcohol Program

The group alcohol program meets every Tuesday night at the City Farm. It is conducted by the Program Director, Specialized volunteers and 46 inmates of the 85 inmates participate.

The alcohol group meetings are fairly intense and total honesty is required of the inmates. The sessions last 1-1/2 hours and are designed to educate and increase awareness about alcohol and alcoholism. Felons as well as misdemeanants are welcome to attend. The sessions are reported to be very effective, and have often elicited dramatic responses from inmates.

Drug Program

The Drug Program is very similar in operation to the Alcohol Program. It is given at the Farm and the two jails, and a total of 38 offenders participate. The majority of participants are at the Farm, where 34 (i.e. 40% of the total population) are involved with the Drug Program. A separate cellblock tier was established in late August for Drug Program participants at the Farm. As with the Alcohol Program, the Drug Program sessions are conducted once a week (on Wednesday nights) by the Program Director, specialized volunteers (those with drug counseling skills) and staff.

Miscellaneous Programs

A small group meets at the City Farm once a week for transcendental meditation sessions with an OAR volunteer. A library was begun at the Farm by OAR volunteer members of local Junior League which now operates independently from OAR. Tutoring, especially on reading skills, is offered to any offender by OAR, utilizing a small pool of volunteers with this specialization. Finally, materials are offered by the OAR staff for any inmate who desires to acquire a GED equivalency degree while incarcerated. These many informal "programs" tend to draw on whatever specialized skills or interests exist among the volunteers and staff and fill needs not met by the jails or other outside programs.

Walk-In Services

The OAR office in Newport News is particularly accessible to walk-in clients from the surrounding neighborhoods. A full-time Senior Counselor is employed for the purpose of intake, screening, and handling of such walk-in clients. Services are offered primarily to ex-offenders and probationers, and include direct and indirect (referral) services. Direct services consist of crisis intervention, home visits, job hunting, moving services and others. The indirect services are those referrals made by the Senior Counselor to any appropriate program in the community including those run by OAR. Walk-in clients may be referred to the OAR alcohol center which is in the same building, outside drug or alcohol treatment programs, ^{or} Vocational Rehabilitation. The Senior Counselor often utilizes the services of 3 or 4 non-paid students doing field study in criminal justice and/or social work.

Data on the number of clients aided and services rendered in this manner are not available.

The Alcoholism Center

The Alcoholism Program operated by OAR is located in the same house containing the OAR main office. It is a resident center providing room, board and services for an unlimited number of days. It is a brand new facility, and data on its performance is not yet available. The services it will offer include: 1) Alcoholism treatment requiring daily doses of antabuse, daily visits to Alcoholics Anonymous, and weekly 3-hour visits to the out-patient section of the Division of Alcoholism Services; 2) psychological and medical counseling offered on an in-house and referral basis; 3) social work with clients' families; 4) employment search for clients both directly and by referral to employment agencies; 5) advice on continuing education and vocational rehabilitation (weekly visits to the clinic are made by personnel from the State Vocational Rehabilitation office); 6) group discussions on house life; and 7) recreation.

Clients are referred from the City Farm and Jail, and to and from the Drug Community Program of the Action Committee to Stop Drugs. Selection of possible clients is done at the jail and the farm, but OAR will treat clients only after they have been discharged from a detoxification center. While in jail offenders are encouraged to enroll in community detox centers upon release. These centers limit in-patient treatment to 21 days, however, and before the treatment ends, OAR contacts the client.

If he is still interested, OAR administers a questionnaire which basically asks the client to commit himself to taking 1 dose of antabuse daily. OAR then transfers the client along with his psychological, physical and medical reports from the detox center to OAR's alcohol center and treatment begins as described above.

The alcohol program is run by the Program Director and the Secretary. Since their time is constrained by other demands, OAR plans to hire an Alcohol Program Director. This would bring the full-time staff to 6.

5.3 VOLUNTEERS

There are 7 OAR volunteers for every staff member at Newport News, and about 4.4 inmates at the jail and farm for every OAR volunteer. Both these figures suggest that the volunteer pool could be expanded somewhat. Most volunteers are white, a change from the past when the Program Director was black. Efforts to recruit blacks have not generated much response.

The most effective recruitment method has been presentations to church and civic groups. Some advertising is used, and 3 television talk-shows were tried with little success. Radio announcements have been used primarily on soul music stations, but the response has been discouraging. One successful public relations/recruitment drive was a prison arts show given at a big shopping center. Finally, word-of-mouth has become an important source for volunteer recruitment.

Screening is performed by the Program Director. No interviews are held, but the behavior of prospective volunteers

at the Farm is observed. No rough data on volunteer selection exists, though the Program Director believes a substantial proportion are screened out.

Training is performed by an outside agency known as Peninsula Contact, Inc. Newport News is the only OAR site that does not conduct its own training program. Training consists primarily of counseling techniques, with lectures and demonstrations in transactional analysis, listening with empathy, respect, genuineness, concreteness and self-disclosure, confrontation, etc. Very little orientation to the criminal justice system is performed; this is learned through experience, according to the Director. Monthly feedback sessions are held.

Volunteers are used in one-to-one relationships and a small number with specialized skills are used for group programs. Most perform their duties at the Farm and the Jail, although a very small number work at a road camp, a state penitentiary, or with offenders on probation. None are assigned to clients in the alcohol program since they have AA sponsors. About half the volunteers meet with their clients on a weekly basis; the others have less frequent meetings according to the agreed needs of the offender and the volunteer. Frequency of contact is not stressed at Newport News, and is never a cause of dismissal of a volunteer. The statistics indicate that some volunteers have been assigned to more than one offender at a time. The Newport News operation represents a major departure from the OAR concept in that it stresses non-volunteer programs, non-one-to-one impact, and stresses impact on the institutions themselves.

5.4 USE OF COMMUNITY RESOURCES

According to the Newport News Program Director, the OAR staff and volunteers are aware of every community resource in the peninsula area. The sources that are most frequently used by OAR on a referral or cooperative basis are Alcoholics Anonymous, the State Mental Health Clinic, the Division of Alcoholism Services (Outpatient Division), the Action Committee to Stop Drugs, OHA, the State Vocational Rehabilitation, employment agencies, local universities, the Junior League, and "Friends of OAR" (a local group acting in lieu of an active Advisory Board). OAR uses the services of Peninsula Contact, Inc. for the training of its volunteers. Use is also made of local churches for volunteer recruitment.

Besides resources for services and volunteer recruitment and training, no local contacts used for public relations or fund raising were mentioned by the Program Director. Some contact is maintained with the United Fund which provides 5% of the funding.

5.5 COMMUNITY AND AGENCY RELATIONS

Relations with the city jail, city farm, courts, and political leaders have been handled satisfactorily on an informal basis. Very friendly relations and good communications exist between the Program Director and the Supervisors of the Jail and Farm.

5.6 FINANCIAL SITUATION

OAR of Newport News relies entirely on the DJCP/matching funds package for its support, in which DJCP provides 90% and local and state funds must be found to provide 5% each of OAR's

projected annual budget. Private funds from the United Fund make up 5% of OAR's support. The total cost of the program in 1975 is \$28,740, yielding an average cost of \$5,748 per staff member (\$7,185 per paid staff member), and about \$150 per client per year. The relatively low cost per client results from the fact that volunteer/offender relationships do not last very long before the offender is sent to another institution or released.

5.7 IMPACT

Community and Jail impact are highly interrelated in the case of OAR in Newport News. OAR's recent impact has been influenced by the change in City Farm administration. This change resulted in dramatic improvement in the quality of life at the Farm including the end of prisoner neglect and improvement in diet. The atmosphere at the farm is quite relaxed and security is minimum. Guard/inmate relations are quite congenial. This description completely counters the one prepared in 1971 by the University of Virginia for the National Institute of Law Enforcement and Criminal Justice.⁽¹⁾ OAR has been instrumental in forming an inmate committee to present suggestions and demands to the farm administration. The committee has avoided radical stances, as suggested to it by OAR and so far its demands have been met and have included nightly volley ball games and two changes of clothes per week.

⁽¹⁾ The Jails of Virginia - Eugene E. Ryle, Center for Program Effectiveness Studies, University of Virginia, November 1971, pp.60-69.

OAR's impact on the community has been to help publicize past abuses of the system, remove those in the criminal justice administration who were involved in questionable activities at the farm, and make the media and public more aware of and receptive to the concept of rehabilitation. This has been achieved mainly through its role in exposing the irregular conditions of the previous farm administration. The incident gathered much publicity for corrections problems and for OAR. Another indication of OAR's growing influence and reputation is the fact that a judge in Williamsburg recently placed an offender on probation under supervision of OAR.

About 22% of all inmates at the city farm and jail are served by an OAR volunteer at any one time, but the relationships do not last very long due to the nature of the sentencing process. An apparent high recidivism may be due partly to the nature of the crime typical to Newport News offenders: drunkenness. Law enforcement officials in the area are inclined to placing alcoholics in jail and keeping them there. Effective alcoholism rehabilitation is a long process. Volunteer/client relationships break up early due to transfers. For these external reasons, the long-term impact of the OAR one-to-one program on inmates in Newport News may be limited. The impact on inmates while incarcerated has been tremendous, as attested to by the Supervisor and inmates.

SECTION 6

ANNE ARUNDEL COUNTY, MARYLAND

OAR of Anne Arundel County is a young, small OAR program in full operation. It was started in January 1974 and acts as both the state office for Maryland and the local office for Anne Arundel County in Annapolis, although nearly all its efforts are directed to the local program. Since the program is growing, this description covers the situation as of June, 1975, and includes future planned changes.

6.1 STAFFING AND ORGANIZATION

Currently, there are only two staff positions at OAR of Anne Arundel County. These are the Community Director, (who is also Acting State Director), and the Assistant to the Director. In such a situation, the Director handles all aspects of OAR's operation with no division of skills or tasks.

6.1.1 Community Director. The Community Director recruits, screens, conducts training and feedback sessions, and matches volunteers with offenders. He maintains friendly relations with judges, probation officers, jail and prison staffs, and insures a free and full communication flow between these groups and the volunteers. The Director supports the efforts of volunteers through encouragement and supplemental materials. Finally, the Director is responsible for relations with the community: he maintains good relationships with community resource groups and conducts all public relations for OAR in Anne Arundel County.

6.1.2 Assistant to the Director. The Assistant acts for the Director in the Director's absence and performs other duties as they are required. These include speaking at training sessions and before community groups, handling walk-ins, answering phone calls, typing, simple bookkeeping, keeping pertinent OAR records, and maintenance of the petty cash fund. The Assistant Director is an offender on work release.

There are no VISTA volunteers at Anne Arundel County, although the staff plans to take on two in November, 1975. One will be a full-time in-jail specialist, and the other will work full-time on job development.

6.2 OPERATIONS IN AID AND RESTORATION

The only formal program currently is one-to-one. Informal services are offered in the jail by the Director, who is the only OAR representative with free access to cellblocks, and in the office by both the Director and the Assistant.

The one-to-one program operates in the AADC (Anne Arundel Detention Center) in Annapolis, on the street, and in the State Prison system.

Recruitment of clients begins in the cellblocks where the Director spends about 8-10 hours per week extended over 3-4 trips to the jail. In the course of performing his services there, many offenders express interest in obtaining a volunteer which is assigned if available.

An informal written request form is filled out by prospective clients. The Director selects clients primarily on willingness

and ability to change and considers offense and age. The match with a volunteer is according to geography. This technique then encourages follow-up after the client is released which OAR of Anne Arundel County stresses very much. Matching on the basis of religion is sometimes done, though not by race or sex. The volunteers and inmates interviewed felt sex or race were not important considerations in matching.

Services are those typical of the OAR volunteer -- counseling, family and legal contacts, transportation, referrals, housing and employment. Volunteers come regularly to the Detention Center once a week for an average of 45 minutes. Unfortunately, meetings must take place over telephones and through glass barriers. The jail has a problem with scarce meeting space. A log book is maintained at the jail to monitor volunteer performance. The post-release relationship is also quite strong in Anne Arundel County. When failures do occur, the Director reports, it is due to unreal expectations of the client which are reinforced by the volunteer. By and large, contact is maintained, even when OAR offenders are sent to the State prison system, if distance is too great -- by correspondence. Of the 20 OAR offenders assisted in June, 12 (60%) were in the AADC, 5 (25%) were on the street, and 3 (15%) were at the state penitentiary. The average jail population is 145, and so penetration into the jail is reasonable considering the program was recently started. The target group is the already sentenced inmate (short to medium sentences) and pre-trial inmates who will be returning directly to the community. Most of the OAR offenders are felons, as most

of the misdemeanants are on the streets. The jail population of 145 can be broken down as follows: about 100 felons awaiting trial and about 30 convicted misdemeanants serving about 90-day sentences. A further 15 convicted misdemeanants live in the work-release dormitory.

According to the Director, guards at the AADC do virtually nothing for offenders, and so he performs all kinds of social work during his three weekly trips to the cellblocks. In addition to informal counseling, there is a phone-call service run by one volunteer, two volunteers are assigned to improvement of the jail library, two Advisory Board members conduct weekly Bible classes which are well-attended, and the Director attempts to place pre-trial offenders in the work-release dormitory upon sentencing. After consultation with the judge, the Director, the Assistant and Advisory Board members attempt to place the inmate in local employment.

6.3 VOLUNTEERS

In June, 20 volunteers were assigned, and 9 were active but not assigned. The Director hopes to expand to 75 volunteers by the end of the year.

The most effective method for recruitment is through speaking engagements. The Director and Advisory Board members participate. Articles on OAR have appeared in local newspapers, and radio stations have made public service announcements.

Screening is a "very light process" according to the Director. The police (who run the AADC) screen volunteers' records, and the Director interviews most. In addition, prospective volunteers fill out questionnaires. So far, only a

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couple have not been accepted, because they were "too evangelical."

Training covers 9-10 hours on one evening and one Saturday. The objectives are 1) to strip away volunteers' preconceptions about offenders (ex-offenders speak at sessions), 2) to orient volunteers to the problems and operation of the jail (representatives of the AADC and Parole and Probation speak), and 3) to teach counseling (through role-playing, simulation demonstrations, talks from psychologists etc.). Monthly feedback sessions are held, but they are voluntary. Their purpose is "practical" - to allow exchange of volunteer experiences, to provide further orientation and training. About 40% of the volunteers attend each meeting.

The one-year commitment to OAR is not stressed to volunteers, and to date only two have dropped out of the program.

6.4 USE OF COMMUNITY RESOURCES

OAR relies on contacts with the Lion's Club, various art associations (for art supplies provided to inmate artists), the Alcoholic Treatment Center, Raft House, Open Door, the Welfare Department, the local Department of Public Works (for hiring) and other groups. These all provide services to OAR's clients.

6.5 COMMUNITY AND AGENCY RELATIONS

Relations with the jail are somewhat strained by the fact that the AADC is run by the police and staffed largely with retired military men. The superintendent reports himself 100% behind the concept of OAR, but he has certain reservations. One is a perceived inadequacy of OAR to fully meet the needs of

inmates due to a lack of resources, transportation, experience, time, and money. Secondly, criticisms of these failings of OAR are directed at him from his superiors on the police force. He believes that the attitude of the police must be changed, and that OAR could help out by offering training and seminars in corrections for police and correctional officers. Above all, open and honest communication between OAR and the police is needed, as some of the problems will tend to disappear as OAR develops more resources, volunteers, and services.

6.6 FINANCES

The budget for the current year is \$35,000, 18% of which is raised locally from private sources. Most private donations are from churches, with whom OAR has very good relations. The Director does not need to spend great amounts of time in fund raising. On the other hand, he does not have a comprehensive plan for future fund raising beyond inquiring with the United Fund. A fund raising plan is being developed by the Advisory Board.

6.7 IMPACT

The most important constraints on the impact of OAR in Anne Arundel County seem to be the small size of the program and the attitude of the police department. By self-admission the superintendent heads the "most secure institution in Maryland". For this reason OAR's presence in the jail has been limited to one-to-one, a somewhat improved library, marginal contribution to work-release and an art supply program.

Substantive changes affecting all inmates were made by the present superintendent and included pillows, television sets, and phone call rights to inmates. The program is small, assisting only 20 inmates out of 145, although this figure will grow substantially over the coming year. The contacts with community resources, churches, civic groups, newspapers, radio stations, the police, judges and influential community people on the Advisory Board have all been made. The roots exist for the program to grow and exert a significant impact, but attention must be paid to relations with the police department.

SECTION 7

WASHINGTON COUNTY, VIRGINIA

The Washington County OAR office oversees the work in both Washington County and Bristol, Virginia. For local political reasons these will be separated into two OAR offices in the near future. In this description, details on both sites will be included whenever possible.

7.1 STAFFING AND ORGANIZATION

OAR of Washington County has a large staff, consisting of 3 paid and 5 VISTA workers, for a total staff of 8. This staff accounts for the basic program in contrast with use of unpaid volunteers. These staff positions are: Program Director, Office Manager, 2 Jail Contacts (both VISTA), Jail Coordinator (an Alcoholics Anonymous specialist), Family Contact Specialist (VISTA), Juvenile Program Director (VISTA), and the future Bristol Program Director (VISTA). Each staff person tends to specialize in a given area of OAR's operation, and therefore each operation tends to coincide with the activities of staff member in charge. The program description of operations is combined below with the description of Staffing and Organization. The total package of services offered by OAR of Washington County are summarized below:

- o Weekly AA meetings inside jails (staff).
- o Weekly exercise programs inside jails (staff).
- o Twice-weekly tutorial sessions for inmates (staff).
- o Weekly book services from Bristol Library and Community College.

- o Weekly chaplain service emphasizing counseling (volunteer).
- o Regular visits with female inmates by OAR (staff and volunteers).
- o Job-finding services for released inmates
- o Referrals to appropriate service agencies for inmates or their families.
- o A juvenile court program in Washington County which will send juvenile offenders on monthly trips with a local program similar to Outward Bound.

The Staff overseeing these tasks consists of the following:

7.1.1 Program Director

The Program Director administers the program and attempts to develop community acceptance of OAR. He also cooperates with other staff and local political figures in the future division of the OAR offices.

7.1.2 Office Manager

The Office Manager provides secretarial services and is involved with the juvenile program as counselor. She visits female inmates as time permits.

7.1.3 Jail Contacts

One works in Washington and the other is in Bristol County jail. Jail Contacts interview as many new inmates as possible,

operate the exercise program, make appropriate referrals, and match interested inmates with volunteers. In June the Washington County Jail population was 27; new admissions for the month totalled 11; 8 of these were interviewed by the Jail Contact; and 3 of these were assigned to OAR volunteers. The Contact personally and informally assisted 16 inmates during the month. Figures for Bristol County are not available.

7.1.4 Jail Coordinator

The Coordinator is an alcoholism (AA) specialist and works in the Washington County, Bristol County, and Lebanon City Jails. He aids alcoholic offenders on a 24-hour on-call basis, informally and personally inside the jails, and once a week in the jails with a formal AA program. He also follows clients' progress after release. Figures on the numbers of offenders served are not available. He makes suggestions to the sheriff to release men he has helped for detoxification treatment. He also has a cooperative relationship with a local judge who often releases an offender, sometimes on probation, stipulating that he enroll in a detox center with follow-up by OAR. Referrals are made to the South Western State Hospital, Bristol Mental Health Center, and the Detox Center in Kingsport.

7.1.5 Family Contact Specialist

This Specialist visits women inmates in the cellblocks of the Washington County and Bristol jails and follows them up after their release. She will be able to contact male inmates after an OAR office is built at the Washington County jail.

Her visits are daily at Washington County for at most 45 minutes and weekly at Bristol for 3-4 hours. She sees 3 or 4 different women each week. Services are of the social work nature: medical, food stamp help and court and lawyer contact. Follow-up consists of a phone call on release, assistance in finding a job, counseling, visits, and friendship when possible.

7.1.6 Juvenile Program Director

The Juvenile Program Director administers, directs, and operates this new program which began in June, 1975. The program works through the juvenile court in Abingdon, Virginia. Juveniles are assigned to counselors by the court, and the counselors identify juvenile offenders for participation in the Wilderness Education Ventures program. OAR hopes to assign each of these offenders an OAR volunteer who will go along on the trip which can consist of backpacking, hiking, rock-climbing, white-water canoeing and cross-country skiing. The volunteer then maintains close contact after the trip is over.

There are 3 counselors in Washington County, 2 in Bristol, and 2 in Smyth County, each with a caseload of about 45 juvenile offenders. Almost 1900 juvenile cases are heard annually by the court, of which 328 are assigned to probation. This is the size of the group with which OAR will be able to deal, though the number who will participate is not known yet. Trips will be held at least once per month beginning on September 13.

7.1.7. The Bristol Program Director

This staffer works as a counselor at the Bristol jail and prepares to take over administration of the Bristol Program when it comes into its own. He assists several clients weekly and also does tutoring at the Bristol jail.

7.2 VOLUNTEERS

OAR of Washington County does not stress use of the volunteer pool. The number of volunteers is small, and those are not utilized to their fullest capacity. Volunteers number 14, and the number of hours spent with clients averages out to about one hour per volunteer per month, well below the OAR target of 4 hours per volunteer per month. Services of volunteers are used primarily by the juvenile court program, while the jails are mainly served by staff members.

Recruitment of volunteers is made through advertisements and articles in newspapers, and television/radio announcements are foreseen. The program does not recruit enough volunteers to meet the demand, according to the Program Director.

The standard OAR training format is followed in which 6 hours of lecture, role-playing and discussion take place led by counselors and psychologists. A training agenda was not available for the evaluator's perusal. Monthly feed back sessions have never been held, though the program is considering using 5-member teams with group leaders for this purpose. Some volunteers are being used who have received no training from OAR at all.

A minimum of one hour per week is required of volunteers in performance of their duties, but this goal is not met nor is it really enforced.

7.3 COMMUNITY RESOURCES

A full spectrum of community resources is used for referral services, and 23 such groups are listed by OAR of Washington County. Among the most important of these contacts are Wilderness Educational Ventures, Inc., Alcoholics Anonymous, the State Mental Health Clinic, the Virginia Employment Commission, Vocational Rehabilitation and the Washington County Employment Training Program.

Relationships with community groups for recruitment, publicity and fund raising purposes were not mentioned by the Program Director, and do not appear to be a very important part of the overall program.

7.4 COMMUNITY RELATIONS

The jail administration in Washington County was not initially receptive to the OAR concept and presence, but this has changed with the change in Program Directors. Communication with the jail has reportedly improved under the present Director. The Sheriff encourages OAR to bring in any complaint that affects the operation of the jail. He believes that OAR's presence is good for the jail administration, the running of the jail, and the inmates while they are incarcerated. He is not

optimistic about OAR's long-term prospects of reforming the many alcoholics who come in and out of his jail. OAR has very free access to the two main jails in which it works.

The attitude of the community is not supportive of any plan to assist adult offenders. It is suspicious of the motives of those who attempt to do so. Volunteer recruitment is difficult and the prospect for using local churches for support is not very good. To gain a foot in the door, OAR of Washington County is placing its greatest emphasis on the juvenile court/Wilderness Ventures program. This program is more likely to gain community support, the Director reasons, and will help alleviate the local antipathy to the concept of rehabilitation. Hopefully, this will lead to increased acceptance of an active adult offender aid program.

7.4 FINANCES

OAR of Washington County has a current budget of over \$29,000. Although 5% of this budget is from private funds, none of it is raised locally. The grant comes from LEAA and the 5% matching private funds are raised by OAR of Virginia. The program is looking to increase its financial independence and local self-sufficiency in the future.

7.5 IMPACT

The impact of the operations of OAR of Washington County to date has not been dramatic. The greatest impact has been on those clients who have overcome alcoholism and/or other problems through the help of an OAR staffer or volunteer. The least impact has been on the community, although this may

change after the juvenile program is in full operation. The impact on the jails has been moderate. Library services, an exercise program, more open in-jail communications and the revelation that jail rules permit an unlimited number of baths per inmate per week all characterize the nature of the changes made in the jails since OAR's inception.

SECTION 8

ROANOKE, VIRGINIA

Although the first community OAR organization to be established, OAR of Roanoke remains the least developed of the programs due to local political problems. It is at a stage of development where most of the Director's time is directed towards securing community support and gaining political influence rather than towards the smooth operation of a standard OAR program. Much of the following description must be read with this consideration in mind.

8.1 STAFFING AND ORGANIZATION

In June, 1975, the OAR of Roanoke staff consisted of 3 full-time, paid members and no VISTA volunteers. The three positions filled are Program Director, Administrative Assistant, and Jail Services Coordinator. The office is seeking a VISTA After-Care Service worker.

8.1.1 Program Director

The Program Director performs a wide spectrum of tasks due to the size of the staff. He directs and administers the local OAR program, conducts all training and feed back sessions, communicates with the board of directors and the state and national offices of OAR, raises funds, and carries out public relations. Over half of his time is spent on building community support including speaking engagements, letter campaigns, and

contacting influential people in the area. He is attempting to structure the local board so as to support his policies vis-a-vis the corrections system in Roanoke. Another aim is to encourage the board to become an active component of the program and assume some of the Director's responsibilities.

8.1.2 Administrative Assistant

The individual acts for the Director in his absence, handles all walk-in or phone-in requests and performs clerical record-keeping and secretarial duties. Other activities have included regularly meeting with female inmates.

8.1.3 Jail Services Coordinator

The Jail Services Coordinator is the only effective jail contact for OAR. Volunteer access has been restricted in recent years because the Sheriff of the Roanoke City Jail is essentially opposed to outside influences in jail and because of alleged abuses of free access by VISTA volunteers working for OAR a number of years ago. The Jail Services Coordinator consequently meets with as many offenders as he can and performs most of OAR's in-jail referral and counseling services. His role in matching offenders with volunteers is restricted due to the Sheriff's insistence on selecting offenders for the OAR program himself. The Sheriff has tended to choose alcoholics and those offenders with whom he is acquainted for assignment to volunteers which situation the OAR staff finds intolerable. The Jail Services Coordinator is free to render his services to offenders

after their release from jail and he does attempt follow-up. Roughly 150 offenders per year are assisted by the Jail Services Coordinator.

8.2 OPERATIONS

OAR of Roanoke operates in two jails and a State road camp. Access to the Roanoke City Jail and Road Camp 25 is tightly restricted due to past incidents and present attitudes but the Roanoke County Jail in Salem is more accessible. The latter jail is quite small and OAR has had to de-emphasize its in-jail counseling and one-to-one programs. The program has expanded elsewhere - into parole/probation, post-release, courts, and alcoholism referral services. OAR of Roanoke hopes to open a formal Juvenile Court program as soon as possible. The rationale for this program is similar to that of Washington County OAR: to foster better community acceptance of rehabilitative programs and of OAR in particular.

8.2.1 One-to-One

This program hardly exists at all because of jail limitations on the time, place and conditions of volunteer/client meetings. OAR staffers believe the sheriff utilizes the real problem of scarce conference space to conveniently cut down on the number of visits allowed to OAR volunteers. In June, only three offenders were matched with volunteers, and a rate of only 12 offenders annually were assisted with volunteers. This figure comes out of a total jail population of about 200.

8.2.2 Other Services

OAR of Roanoke hopes to initiate a juvenile court program on September 15 in cooperation with selected judges and probation and parole officers. So far, this suggestion has met no resistance and the Program Director has offered several program sketches as models. This program may possibly take the place of juvenile probation. It is designed to increase community and corrections support for OAR as well as to assist juvenile offenders.

8.3 VOLUNTEERS

OAR of Roanoke has found that inactivity of a volunteer pool leads to an indifferent volunteer pool, and hence its current effort to improve volunteer morale and performance are inherently linked to its success at gaining the support of corrections officials and the community. There were 40 "active" volunteers recorded in June, 1975 with only 3 actually meeting with clients.

Recruitment of volunteers is carried out by the Program Director. He has obtained several 5 minute spots on television, spoken to church groups and civic clubs, organized letter campaigns to all churches in the area, and maintained good contacts with the media. OAR has no trouble getting free publicity and stories in the papers or on the radio. The Program Director hopes to utilize board members in this capacity to reduce the recruitment load on himself.

Screening of prospective volunteers does not appear to be

operative at this time. The Director expects that some will be rejected on the basis of emotional stability, attitudes and personal questions.

Training of volunteers consists of three consecutive evening sessions lasting a total of eight hours or more. The first night is devoted to an introduction to the OAR program and the role it plays. Speakers include the Director, a lawyer, and a professor, and a film is shown. The psychology of misdemeanor offenders is introduced as a concept. The second evening covers counseling theories and techniques applicable to misdemeanants. Behavioral theories, empathetic listening, respect, crisis management, and other concepts are introduced. Finally, the third evening provides an overview of the community resources available to OAR volunteers and their clients, and further orientation to the jail is carried out. Speakers are introduced, a film shown, and role-playing is used in this sessions.

Volunteers are required to visit the jail at least one hour per week, but this is not always possible because of jail space demands. Some volunteers meet much longer than one hour per week, and this irritates the jail staff as observed by the evaluator during a visit. Feed back sessions are held for two hours monthly.

8.4 COMMUNITY RESOURCES

A list of 45 community resources is listed by the OAR office as those with whom the program works on a referral basis.

The most important of these include Alcoholics Anonymous, Alcohol Counseling Service, Halfway House, Legal Aid, Probation and Parole, Welfare, Roanoke Valley Mental Health Center, Vocational Rehabilitation, the YMCA, and Multi-Lodge.

Community resources for financial support are not emphasized, although some contact with the United Fund is foreseen.

8.5 HUMAN RELATIONS

The real constraint on OAR's operations in Roanoke is relations with Jail personnel. According to the Program Director, and as was discerned in an interview with the Sheriff of Roanoke City Jail, the local corrections philosophy is highly traditional. The jail's purpose is seen as simply holding the prisoners and releasing them on time. The Sheriff blames OAR's demise in his jail (he had originally held an open door policy to OAR) on "Vista volunteers who taught revolution in the jails." He believes such in-jail programs as OAR are merely make-work projects and a waste of money. He makes out a weekly list of offenders with whom OAR is permitted to work, and no felons are ever included. The Sheriff believes that "rapport with the inmates is much better since OAR has been out of this jail."

It is clear that OAR will never penetrate the jail to perform according to programs goals until the current Sheriff is replaced or pressured to resign. The whole focus of the Program Director's community contact efforts is that of politically

isolating the Sheriff, making friends in influential places, and utilizing what damaging information about the Sheriff they possess when they can usefully do so.

The Director is not pleased with his relationship with the State and National offices of OAR, and feels that OAR is a regional organization "only on paper." His main concerns are lack of support and lack of communication.

8.6 FINANCES

The current budget of OAR of Roanoke is roughly \$33,000. Revenue sharing accounts for 50% of the support, and the other half is provided by DJCP. Some future private support from the United Fund is foreseen, but no serious effort at private fund raising is underway, principally because of the other heavy demands on the Director's and staff's time.