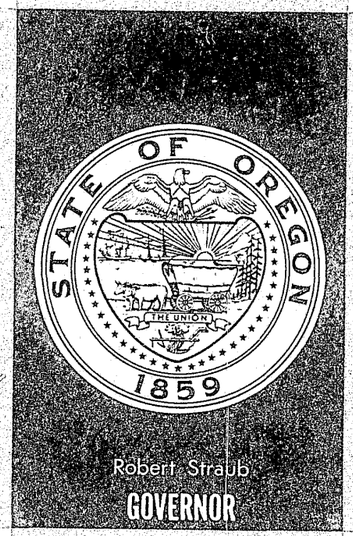

PRELIMINARY EVALUATION REPORT ON THE COMMUNITY BASED PROGRAM SUBSIDIES PROJECT

(Oregon Corrections Division)

SEPTEMBER, 1976

OREGON LAW ENFORCEMENT COUNCIL

Keith A. Stubblefield
Administrator

Prepared by
James Paul Heuser, Ph.D.
Researcher and
Principal Investigator

The SPA staff contributing to the production of this report were:

especially Rose Wetmore and

Edward D. Vaughn

Louise Eshelman

Sue Legan

Barbara McDougal

Alene E. Kempfer

with the assistance of
Pearl B. Heath

Kathy Kolarik

Barbara Brunkow

We are appreciative of the cooperation of the Oregon Corrections Division and CBPS project staff:

Amos E. Reed - Former Administrator

Robert Watson - Administrator

William Kennedy - Educational Program Coordinator

Brian Rutter - Former Project Manager

Dale Dodds - Project Manager

Becky Perkins - Project Secretary

Appreciation also should be expressed to Robert Houser, former SPA Administrator, who initially conceived the idea to evaluate this program.

NOTE TO THE READER:

Tabular data for the sections on client background characteristics and services delivered (plus Appendix B and C) were prepared by Ms. Wetmore. Dr. Heuser prepared all the additional tables and wrote the text for this report.

COMMUNITY BASED PROGRAM SUBSIDIES PROJECT
(Oregon Corrections Division)

Grant Nos.
71 E-5
72 E-8
73 E-5
74 E-1
75 E-5

SUMMARY OF MAJOR FINDINGS

In slightly over three (3) years of operation, the Oregon Corrections Division's Community Based Program Subsidies (CBPS) project served 2941 applicants by providing direct and indirect financial assistance in the form of subsidy awards. These awards were made either directly to the client for certain incidentals, or indirectly to vendors providing the client certain maintenance, health care, and employment/training-related services. The object of such assistance was to enhance successful community adjustment by providing financial resources for use during critical and transitional periods for adult correction discharges, parolees, and probationers.

This evaluation report is based on results of a twenty-five percent (25%) random sample of clients served by this project in calendar year (CY) 1973. The sample numbered 152 clients and this group can be interpreted as representative of all those CY 1973 clients accepted for services; i.e., subsidy awards. The findings of this report are based on three major kinds of data: (A) Data describing background characteristics of clients served; (B) Data describing services/resources rendered these clients; and (C) Data tentatively describing recidivism and probable project outcome or effect these services/resources have on client recidivism rates. These data support the following generalizations:

A. ON CLIENT BACKGROUNDS

(1) In general, the project tended to serve clients making the critical transition from correctional institution to the community. Of the 152 cases sampled, 128 (or 84.2%) had been recently paroled, conditionally released, or discharged from a correctional institution at initial CY 1973 project contact. Of these 128, nearly three quarters (70.3% or 90 of 128) were out in the community less than six (6) months prior to initial project contact. Over one third (43.0% or 55 of 128) had less than one month of community time before this first contact. The average time out in the community for this group of 128 was 7.25 months with a range of 0 months to 7 years.

(2) Personal history data on sampled clients reveal heavy involvement in past crime, especially serious crime. From an examination of most recent offenses slightly over one-half (53.9% or 82 of 152) were involved in Part I offenses as classified by the FBI. Nearly 9 of every 10 (88.8% or 135 of 152) had at least one offense prior to those offenses for which they served their most recent sentence. The average number of prior offenses for all cases was 6.2, with a distribution range of 0 to 31 prior offenses.

(3) Clients in this sample are apt to have been heavily involved with the criminal justice system. For the sample as a whole "most current sentence" averaged 4.6 years with much variation in sentence length, the range being six (6) months to twenty (20) years and life sentences. A majority had an extensive history of contact with correctional systems in that 76.3 percent (or 116 of 152) have "arrest with penitentiary stay" as the most serious type of disposition in their criminal history. Most of these 152 clients (128 or 84.2%) had been incarcerated at least once.

(4) Sample clients manifest a variety of recent or current problems at initial CY 1973 project contact. Employment problems were most frequent with a majority (75% or 114 of 152) unemployed at initial CY 1973 contact. In addition, when these clients had been employed in the past, a majority of the total (78.9% or 120 of 152) generally held blue collar jobs. Other client problems (in ascending order of occurence) were physical problems (15.8% or 24 of 152), mental problems (19.7% or 30 of 152), alcohol problems (49.3% or 75 of 152), and drug problems (45.4% or 69 of 152).

(5) Other demographic data of interest on this sample includes the following information:

a. Somewhat less than half (46.7% or 71 of 152) were graduated from high school or had the GED equivalent. As compared to the total population of Oregon males and females of similar age, these clients were under-educated. (According to the 1970 census data on years of school completed for Oregon residents, 74.9% of 11 males 20-49 years of age and 65.7% of all females 15-44 years of age had completed at least four (4) years of high school.)

b. Of the 152 clients, most were male (84.9% or 129 of 152) and white (86.2% or 131 of 152). The average age was 29.1 years as of initial CY 1973 contact with a range of 18 to 50 years.

c. Most of the clients were referred from the state's three major urban areas (Portland, Salem, and Eugene), but the proportions from these areas were less than expected based on the distribution of the state's total population.

B. ON SERVICES/RESOURCES RECEIVED

(1) Clients infrequently used project services/resources - nearly half (75 or 49%) had only one contact for a subsidy award in CY 1973 and CY 1974 combined, and the mean number of contacts per client for the above time period was 1.9 contacts.

(2) The dollar value of subsidies rendered clients was low. It averaged $69 per client contact in CY 1973 and CY 1974 combined, and the average for all contacts was $128 per client.

(3) For CY 1972, CY 1973, and CY 1974 combined, data reveal the diversity of different needs serviced by subsidy award. The number of clients served for various needs distributes as follows:

a. Employment needs (52% or 79 of 152).
b. Academic/vocational training needs (4% or 6 of 152).
c. Housing/shelter/rent needs (67% or 102 of 152).
d. Food needs (13% or 19 of 152).
e. Clothing needs (1% or 2 of 152).
f. Incidental needs (44% or 67 of 152).
g. Transportation needs (10% or 15 of 152).
h. Medical/dental needs (3% or 4 of 152).
i. Drug/alcohol treatment (1% or 1 of 152).
j. Utilities needs (3% or 4 of 152).
k. Unknown needs (3% or 5 of 152).

C. ON PROBABLE IMPACT OF SERVICES/RESOURCES ON CLIENT RECIDIVISM RATES

(1) Of 152 clients, recidivism check data was available on 133 cases (87.5%).

(2) Recidivism outcome was found to be highly related to a number of client background factors (particularly number of prior offenses and presence or absence of such broadly defined problems as drug, alcohol, and mental problems).

(3) Analysis of these data reveal that, in general, the risk of recidivism increases as a function of the number of problems clients manifest. Each additional problem a client has further increases the risk of recidivism.

(4) Aside from the cumulative effects of number of problems on client recidivism rates, there are unique (interactive or joint) effects from various combinations of client problems. Having one type of problem often intensifies the effects of other types of problems in producing recidivism. For example, alcohol problems have "intensifier" effects. That is, having an alcohol problem intensifies or makes worse the effects of mental problems on client recidivism rates. This and other findings in this report support the assumption that the effects of accumulating problems on client recidivism rates are multiplicative rather than additive. This is akin to the idea of an accelerating curve where increases in number of problems increase the risk of recidivism geometically rather than arithematically. Surprisingly, employment status (presence or absence of employment problems) fits this intensifier effects pattern in unpredictable ways. In particular, the adverse effects of alcohol problems on recidivism rates are more marked for the employed than for the unemployed in the sample. These findings and their implications are discussed at length.

(5) In addition to the cumulative and combinatory effects of various client problems on recidivism rates, it also appears that where various combinations of client problems occur, there are predictable orderings of these problems. That is, the presence of one type of client problem is often associated with the presence of other types of client problems. For example, clients who have alcohol problems are most apt to also have drug problems and to be unemployed at initial project contact.

(6) The all important findings on the probable effects of receipt of various subsidies on client recidivism rates are as follows:

a. Receipt of an employment need-related subsidy is associated with LESS recidivism than non-receipt. While this difference is not always statistically significant, the finding is persistent (repeatedly appears under different conditions of control factors or for different sub-samples) and consistent (always in the direction predicted by the logic of the program).

b. Receipt of subsidies for major non-employment needs (for housing, incidental, and all other needs) is associated with MORE recidivism than non-receipt. This finding is somewhat persistent and consistent in the sense defined above.

c. Based on the above findings, it is possible to say (with a minimal degree of certainty) that subsidies impact minimally on recidivism rates, but with mixed effects. Employment subsidies probably have a somewhat beneficial effect and other subsidies have a possible detrimental effect. These findings, however, must be subject to refinement. One analytical tact pursued here to produce refinement was to re-examine the relationships between receipt/non-receipt of employment and housing related subsidies and recidivism while statistically controlling for the effects of two other variables - amount of pre-project community time a client had and his/her age at point of initial CY 1973 project contact.

This more refined analysis revealed that the beneficial effects on client recidivism rates of receipt of employment subsidies and the detrimental effects of receipt of housing subsidies are almost totally confined to the younger clients (under 28 years of age) and those with little pre-project community time (less than 2 or 3 months).

Based on these findings, a number of recommendations are made here. In general, it is recommended that refinement be made in terms of the logic of the program and that a theory of intervention be made explicit. Further research also is recommended here. In light of the possible presence of "selection bias" improvements in client screening procedures are recommended before subsidies are awarded clients. Further research based on the same data and/or new data is suggested and additional evaluative questions are posed for future consideration in any "second phase" program and evaluation efforts.

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I. GENERAL DESCRIPTION OF PROJECT

Since its inception in February of 1972, the Community Based Subsidies Program, an adult correctional program operated under the auspicies of the Oregon Corrections Division, received $486,000 of LEAA Block grant funds and served 2,941 applicants through its termination in May, 1975. Its major aim was to reduce recidivism among client referrals - all of whom had at least one felony conviction. To achieve this goal, successful community adjustment opportunities during critical transitional periods for adult correctional institutional dischargees, parolees, and probationers were advanced by the granting of financial assistance directly to the client or indirectly for supportive services. These new resources provided for a variety of maintenance and employment-related needs.

Since its beginning, the program offered short-term maintenance assistance to 473 potential institutional dischargees and parolees who sought employment and housing. Short-term assistance for rent, transportation, food, clothing and other incidental expenses was given to 61 institutional clients housed in half-way houses while in the transitional programs of work and education release. Similar short-term aid also was made available to 2,385 probation, parole, discharge and other institution released applicants. Persons enrolled in secondary educacional and/or vocational training programs received longer term assistance for lodging or shelter. In addition, contractual personal counseling services supported by the Community Based Subsidies Program were available to the client and his/her family.

For the total period of project operation the distribution of all applicants having received subsidies by status at project intake can be summarized as follows:[1]

Parole	852	(29.0%)
Probation	870	(29.6%)
Discharge	663	(22.5%)
Parole ordered job search	324	(11.0%)
Post release programming leave (terminal leave)	149	(5.1%)
Education/Work Release	61	(2.1%)
Federal status	22	(0.7%)
	2941	(100.0%)

[1]Data provided OLEC by Mr. Dale J. Dodds, who served as the most recent manager of this project.

II. STATISTICAL DESCRIPTION OF SURVEY SAMPLE OF CLIENTS SERVED DURING CALENDAR YEAR 1973

For the purposes of describing clients served, services rendered, and probable impact (effect) of these services (namely subsidy awards) on subsequent client behavior (namely criminal behavior); a sample of clients was selected from CY 1973. This year was selected for the following reasons:[2]

(1) CY 1973 (like CY 1974) marked a mid-point in project operations in that it came after the initial 11 month "phase-in" period in 1972 and before the 5 month "phase-out" period in 1975.

(2) CY 1973 (unlike CY 1974) permitted at least a one year follow-up period for examining recidivism rates among this sample of clients served by the project.

Between January 1, 1973 and December 31, 1973, the CBPS project served 641 client applicants according to project records. Data summarizing on a month by month basis, the intake characteristics of these applicants for subsidies and dollar amounts awarded have been furnished by the project and are included here in Appendix A.[3]

For the purposes of describing clients served, services rendered, and probable impact (effect) of services; then a 25% simple random

[2]Data from this survey of CY 1973 cases was provided during January, 1975 by Mr. Brian L. Rutter (then project director) and collected/coded by Mr. Edward D. Vaughn (who was temporarily employed as a researcher by the Corrections Division).

[3]These data in Appendix A were furnished by the project and summarize by CY 1973 montns the major intake characteristics of clients served, as well as, the monthly dollar amounts awarded clients in subsidy payments.

sample was generated using a table of random numbers and a procedure for locating in project files all those clients having at least one project contact in 1973. The latter procedure resulted in locating 608 individuals with 1973 contacts.[4]

For the 152 clients selected by random process for the 25% sample various demographic, socioeconomic, and service related data were collected in the early part of 1975. In addition, criminal history information was collected on each client for the periods before and after the initial project contact in CY 1973.

At least in terms of criminal justice system status at initial contact, it would appear that the CY 1973 sample of clients is representative of the total CY 1973 project population as manifested by the following percentage distributions:

	Total Population of CBPS CY 1973 Clients		25% Sample for CBPS CY 1973 Clients	
Parole	27.0%	(173)	30.3%	(49)
Parole ordered job search	12.0%	(77)	13.8%	(21)
Probation	28.1%	(180)	30.9%	(47)
All other - Dischargee, terminal leave, work release, education release)	32.9%	(211)	24.3%	(37)
	100	(641)	99.9%	152

[4] This figure of 608 is 33 short of the 641 clients officially reported as served during CY 1973. As both figures were furnished by project staff, the answer to this discrepancy lies in their procedures for recording and tabulating clients served by time period.

III. STATISTICAL DESCRIPTION OF CLIENT PROFILE CHARACTERISTICS BASED ON CY 1973 RANDOM SAMPLE

A. CRIMINAL JUSTICE SYSTEM STATUS AT INITIAL 1973 PROJECT CONTACT

Of the 152 total cases sampled and presented in Table 1, short-term assistance was distributed as follows:

TABLE 1

STATUS AT INITIAL CY 1973 CONTACT

Terminal Leave	6.6% (10)
Work Release	.0% (0)
Education Release	1.3% (2)
Parole	30.3% (46)
Probation	32.2% (49)
Discharge	14.5% (22)
Parole Ordered Job Search	13.8% (21)
Other	1.3% (2)
Total	100.0% (152)

Formal Criminal Justice System Statuses

Parole	46	(30.3%)
Probation	49	(32.2%)
Discharge	22	(14.5%)
Other	2	(1.3%)

Potential Institutional Discharge/Parole Statuses

Potential Discharge (Terminal Leave)	10	(6.6%)
Parole Ordered Job Search	21	(13.8%)
Other[5] Work/Education Release	2	(1.3%)

[5] Maintenance expenses such as rent, transportation, food, etc. were provided these clients involved in transitional programs.

See the chart on page 1 of Appendix B (page B-1) for a graphic presentation of this distribution.

B. CURRENT (MOST RECENT) OFFENSE

The distribution of most serious of current (most recent) offenses for the sample of 152 is presented in Table 2, as follows:

TABLE 2

CURRENT OFFENSE AT CY 1973 CONTACT
(INITIAL)

Criminal Homicide	3.9% (6)
Willful	2.6% (4)
Negligent	1.3% (2)
Rape - Forcible	.7% (1)
Robbery	11.8% (18)
Firearms	9.8% (15)
Other	2.0% (3)
Assault	4.6% (7)
Aggravated	3.3% (5)
Other	1.3% (2)
Burglary	14.5% (22)
Resident	4.6% (7)
Non-resident	8.6% (13)
Other	1.3% (2)
Larceny	14.5% (22)
Shoplifting	.7% (1)
From a building	4.6% (7)
Grand Larceny - Non-specific	2.0% (3)
Other	7.2% (11)
Auto Theft	3.9% (6)
Arson	.7% (1)
Forgery and Counterfeiting - Forgery	5.9% (9)

Fraud	10.5% (16)
Checks	9.2% (14)
Other	1.3% (2)
Embezzlement	.7% (1)
Stolen Property - Receive and Conceal	2.6% (4)
Vandalism	.7% (1)
Weapons - Possess Illegally	1.3% (2)
Prostitution - Promote	.7% (1)
Sex Offenses	5.9% (9)
Molest Physical	2.6% (4)
Sodomy - Forcible	3.3% (5)
Narcotic Drugs	13.8% (21)
Narcotics, opium, heroin, morphine, cocaine and codeine	4.6% (7)
Marijuana and Hashish	.7% (1)
Dangerous Drugs - Glue	8.6% (13)
Offenses Against Family	.7% (1)
Kidnapping	.7% (1)
Habitual Criminal	.7% (1)
Traffic Violations	1.3% (2)
Total	100.0% (152)
FBI Part I Crimes	53.9% (82)
Crimes Against Persons	21.0% (32)
Crimes Against Property	32.9% (50)

- 82 clients or 54 percent had FBI Part I crimes (homicide, forcible rape, robbery, aggravated assault, burglary, larceny, and auto theft).
- 32 or 21 percent had a crime against persons of which 12 percent had robbery and 5 percent assault crimes.
- 50 or 33 percent had a crime against property of which 14 percent had burglary and 14 percent larceny crimes.

- 21 persons or 14 percent had a most current offense of a narcotic drug law violation.
- 16 or 11 percent, crimes of fraud which includes the writing of fraudulent checks, excluding forgeries of such.
- 9 or 6 percent, crimes of forgery and counterfeiting.
- 9 or 6 percent sex offenses, excluding forcible rape which is included in Part I crimes.

The remainder of the clients had miscellaneous types of offenses. See the chart on page 2 of Appendix B for a graphic presentation of the above data.

C. CURRENT SENTENCE LENGTH

Generally, the most current sentence lengths were longer than one might have expected as denoted by the following characteristics as presented in Table 3:

TABLE 3

LENGTH OF MOST CURRENT SENTENCE AT INITIAL CY 1973 CONTACT

Years	
less than 1	.7% (1)
1 - 1.9	5.9% (9)
2 - 2.9	16.4% (25)
3 - 3.9	25.6% (39)
4 - 4.9	5.3% (8)
5 - 5.9	25.6% (39)
6 - 6.9	3.3% (5)
7 - 7.9	4.6% (7)
8 - 8.9	.7% (1)

Years	
9 - 9.9	.0% (0)
10 - 10.9	3.3% (5)
11 - 11.9	.0% (0)
12 - 12.9	.7% (1)
13 - 13.9	.0% (0)
14 - 14.9	.7% (1)
15 - 15.9	2.6% (4)
16 - 19.9	.0% (0)
20 - 20.9	1.3% (2)
Life	3.3% (5)
Total	100.0% (152)
Average Sentence	4.6 years
Median Sentence	3.3 years
Range	6 months - 20 years; life
S.D.	3.35 years

- mean: 4.6 years
- standard deviation, 3.4 years
- range, 5-20 years and life sentences. In addition,
- nearly 50 percent of the sampled cases had a sentence less than 4 years.
- 26 percent had a sentence length of exactly 5 years.
- 134 clients or 88 percent had less than 10 year sentences.

Caution is to be taken with the sentence length information since state probation cases, representing nearly 33 percent of the sample, by law, have a maximum possible length of five years. See chart on page 3 of Appendix B for a visual presentation of the age distribution

here.

D. LENGTH OF TIME IN INSTITUTION

For the 152 clients, 24 or 16 percent have never been incarcerated. The remaining 128 cases are distributed by length of stay in a correctional institution as follows:

- mean: 3.8 years (N=152 cases).
- standard deviation: 3.98 (skewed data).
- range: 1-25.5 years.

Of the 128 incarcerated:

- 23 or 18 percent had spent less than one year incarcerated.
- 72 or 56 percent had less than three years, and
- 93 or 73 percent had less than five years.

E. TIME IN THE COMMUNITY

Table 4 gives the distribution of community exposure time prior to initial project contact in CY 1973. The significant findings for the total sample are as follows:

TABLE 4

LENGTH OF TIME IN COMMUNITY AT INITIAL CY 1973 PROJECT CONTACT

No time in community	23.7% (36)
Less than one month	12.5% (19)
1 - 5.9 months	23.0% (35)
6 - 11.9 months	7.2% (11)
1 - 1.49 years	9.2% (14)
1.5 - 1.9 years	2.6% (4)
2 - 2.9 years	2.0% (3)
3 - 3.9 years	.7% (1)

4 - 4.9 years	2.0% (3)
5 - 5.9 years	.7% (1)
6 - 6.9 years	.0% (0)
7 - 7.9 years	.7% (1)
Subtotal with incarceration	(A)-84.2% (128)
Subtotal incarcerated with community time	(B)-60.5% (92)
No incarceration	15.8% (24)
Total	100.0% (152)

Subtotal:	(A) 128 cases	(B) 92 cases
Average (Mean)	7.24 months	10.1 months
Median	1 month/3 days	4.3 months
Range	0-7 years/8 months	1 day-7 years/8 months
Standard deviation	1.18 years	1.3 years

- 36 or 24 percent had no time in the community prior to initial CY 1973 contact due to incarceration.
- 19 or 12.5 percent had less than one month in the community.
- 92 clients or 61 percent spent some time in the community prior to the initial CY 1973 project contact.

For the total 128 cases which had at least one incarceration, the measures of recent community exposure depict a short time in the community prior to initial CY 1973 project contact.

- mean: 7.25 months
- standard deviation: 1.18 years
- range: 0-7 years/8 months.

Considering just the 92 cases with some community time, (i.e., Those with at least one day of community time after institutional release). The following measures show a slightly longer length of community time before initial CY 1973 contact.

- mean: 10.1 months
- standard deviation: 1.32 months
- range: 1 day - 7 years/8 months

In summary nearly sixty percent (90 or 59.2% of all 152 clients) served were recent releases from correctional institutions.

F. CLIENTS SUPERVISED WHILE IN THE COMMUNITY

Of the 152 clients, 57 or 38 percent were not considered applicable cases for Oregon Corrections Division supervision either because they were still incarcerated at initial CY 1973 project contact or were not on a criminal justice status such as parole and probation. Over one third (54 or 35.5%) were supervised by the Corrections Division. This distribution is presented in Table 5.

TABLE 5

CLIENTS SUPERVISED WHILE IN COMMUNITY AT INITIAL CY 1973 CONTACT

Yes	35.5% (54)
No	27.0% (41)
Not applicable	37.5% (57)
Total	100.0% (152)

- 54 persons or 36 percent were supervised and
- 41 or 43 percent were not.

G. AGE

Data from Table 6 reveals that nearly two thirds (97 or 63.8%) were less than 30 years of age.

See the chart on page 4 of Appendix B for a graphic presentation of the age distribution.

TABLE 6

AGE AT INITIAL CY 1973 CONTACT
(in years)

15 - 19	2.0% (3)
20 - 24	32.2% (49)
25 - 29	29.6% (45)
30 - 34	15.1% (23)
35 - 39	8.0% (12)
40 - 44	9.2% (14)
45 - 49	2.6% (4)
50 - 54	1.3% (2)
Total	100.0% (152)
Ungrouped Average Age	29.1
Median Age	26.9
Range	18 - 50 years
Standard deviation	7.35 years

H. SEX

Table 7 reveals that most of the clients were male with females constituting 15% of the total (23 of 152).

TABLE 7

SEX

Male	84.9% (129)
Female	15.1% (23)
Total	100.0% (152)

I. RACE OR ETHNIC GROUP

Considering the ethnicity of the 152 clients, Table 8 demonstrates that the non-white group is significantly more represented than Oregon's general non-white population of 3 percent.

TABLE 8

RACE OR ETHNIC GROUP

White	86.2% (131)
Black	9.9% (15)
Oriental	0.0% (0)
American Indian	3.2% (5)
Mexican	0.0% (0)
Mexican American	.7% (1)
Total	100.0% (152)

J. MARITAL STATUS

Table 9 indicates that a large number of clients (approximately 33%) had never been married. In addition, nearly one fifth (17.8%) were married at the time of initial project contact and a significant number were divorced or separated (28 percent and 18%, respectively).

TABLE 9

MARITAL STATUS AT INITIAL CY 1973 CONTACT

Single	33.5% (51)
Married	17.8% (27)
Common Law (legal)	.7% (1)
Separated	17.8% (27)
Annulled	0.0% (0)
Divorced	27.6% (42)
Widowed	0.0% (0)
Other	0.0% (0)
Unknown	2.6% (4)
Total	100.0% (152)

K. EMPLOYMENT

The 75 percent unemployment rate of the sample was extremely high. However, it is to be re-emphasized that many of these individuals were directly out of the institution and, hence, had not enough opportunities yet to obtain employment. The proportions with known employment status are as follows:

- Employed at initial CY 1973 contact, 30 cases or 20 percent.
- Unemployed, 114 or 75 percent.

L. OCCUPATION

The usual predominate occupation for the 152 were varied with a majority involved in blue collar work. The following distribution of most frequent types emerged:

- Service occupations, 37 persons or 24 percent
- Structural Work, 25 or 16 percent
- Logging and Millwork, 15 or 10 percent

- Clerical and Sales, 14 or 9 percent.

M. COUNTY OF RESIDENCE

Generally, the majority of the clients resided in Lane, Multnomah and Marion Counties. This is not unusual since these are the more metropolitan counties. It is surprising, however, that Multnomah, Clackamas and Washington Counties did not have more clients. Possibly this under representation of the metropolitan county area can be attributed to Community Based Subsidies operating only one office, located in Marion County, which also contains both of the only two state felony facilities and hence the services of the program were not readily available to clients in the Portland area counties (See Table 10).

N. HIGHEST GRADE LEVEL ATTAINED

Table 11 indicates that nearly 50 percent (71 or 46.7%) of the clients were graduated from high school while approximately three quarters (117 or 76.9%) had at least attained high school. The average number of years of education was 10.6 years (see Table 11).

The sample proportion of 46.7% having completed at least high school compares unfavorably with the 1970 Census Bureau figures of 74.9% and 65.7% for males (20-49 years of age) and females (15-44 years of age) of similar age.

TABLE 10

COUNTY OF RESIDENCE AT INITIAL CY 1973 CONTACT

Clackamas	2.6% (4)
Columbia	.7% (1)
Douglas	1.3% (2)
Jackson	2.0% (3)
Lane	26.3% (40)
Linn	2.0% (3)
Marion	18.4% (28)
Multnomah	21.7% (33)
Tillamook	.7% (1)
Umatilla	1.3% (2)
Wasco	.7% (1)
Washington	1.3% (2)
Yamhill	1.3% (2)
Oregon State Penitentiary	11.2% (17)
Oregon State Correctional Institute	5.3% (8)
Oregon Women's Correctional Center	.7% (1)
Marion County Jail	.7% (1)
Multnomah County Jail	1.3% (2)
Unknown County	.7% (1)
Total	100.0% (152)

TABLE 11

HIGHEST EDUCATION LEVEL COMPLETED AT INITIAL CY 1973 CONTACT

1st grade	.7% (1)
2nd - 3rd grades	.0% (0)
4th grade	.7% (1)
5th grade	.7% (1)
6th grade	.7% (1)
7th grade	3.3% (5)
8th grade	14.5% (22)
9th grade	10.5% (16)
10th grade	9.2% (14)
11th grade	10.5% (16)
12 grade - High School Graduation	36.8% (56)
1 year of college	2.6% (4)
2 years of college	4.6% (7)
3 years of college	1.3% (2)
4 years of college - BA/BS Degree	.7% (1)
6 years of college - Masters Degree	.7% (1)
Unknown	2.6% (4)
Total	100.0% (152)

Average - 10.6 years

Median - 10.8 years

Range - 1st grade - 2 years post graduate work

Standard deviation - 2.31 years

O. PHYSICAL AND MENTAL PROBLEMS

Table 12 indicates that only 24 clients (15.8%) had physical problems and only about 20% of the clients (30 or 19.7%) had mental problems at the time of initial contact in 1973.

TABLE 12

PHYSICAL AND MENTAL PROBLEMS AT INITIAL CY 1973 CONTACT

Physical Problems

Yes	15.8% (24)
No	75.7% (115)
Unknown	8.5% (13)
Total	100.0% (152)

Mental Problems

Yes	19.7% (30)
No	72.4% (110)
Unknown	7.9% (12)
Total	100.0% (152)

P. ALCOHOL USE RELATED PROBLEMS

Data from Table 13 demonstrates that about half (75 or 49.3%) had histories of alcohol related difficulties before the initial CY 1973 contact. Considering the degree of usage, data in Table 14 shows that about one quarter had heavy alcohol use histories prior to initial CY 1973 contact (see Tables 13 and 14).

TABLE 13

USE OF ALCOHOL - DIFFICULTIES AT INITIAL CY 1973 CONTACT

No Problem History	39.5% (60)
History of Prior Problems - No current use	3.2% (5)
History of Interpersonal Problems	9.9% (15)
History of Legal Problems	8.6% (13)
History of Interpersonal and Legal Problems	15.1% (23)
Interpersonal Problems - Current with Recent Offense	.0% (0)
Legal Problems - Current with Recent Offense	9.2% (14)
Interpersonal/Legal Problems - Current with most recent offense	1.3% (2)
Unspecified Problems - Current with most recent offense	2.0% (3)
Other Difficulty - Unspecified Time	9.2% (14)
Subtotal with Difficulty	49.3% (75)
Unknown Use	2.0% (3)
Total	100.0% (152)

TABLE 14

DEGREE OF ALCOHOL USE AT INITIAL CY 1973 CONTACT

No Use	13.8% (21)
Mild	25.0% (38)
Moderate	17.1% (26)
Heavy	25.7% (39)
Subtotal with known use	67.8% (103)
Unknown	18.4% (28)
Total	100.0% (152)

Q. DRUG USE RELATED PROBLEMS

Tables 15 and 16 reveal distributions for drug use problems which are similar to those for alcohol usage. Approximately one half (69 or 45.4%) had problems. Significantly no more used drugs than used alcohol. In addition, about one fifth (32 or 21.1%) had histories of heavy drug use at the time of their initial CY 1973 project contact.

TABLE 15

USE OF DRUGS - DIFFICULTIES AT INITIAL CY 1973 CONTACT

No Problem History	39.5% (60)
Prior Problem, but No Current Use	11.1% (17)
History of Interpersonal Problems	5.9% (9)
History of Legal Problems	2.6% (4)
Interpersonal and Legal Problems	2.0% (3)
Interpersonal Problems and Current with Most Recent Offense	.0% (0)
Legal Problems and Current with Most Recent Offense	21.0% (32)
Interpersonal/Legal Problems, Current with Most Recent Offense	2.0% (3)
Unspecified Problems, Current with most Recent Offense	.7% (1)
Other Difficulty, Unspecified Time	13.2% (20)
Subtotal with Difficulty	45.4% (69)
Unknown Use	2.0% (3)
Total	100.0% (152)

TABLE 16

DEGREE OF DRUG USE AT INITIAL CY 1973 CONTACT

No Use	34.2% (52)
Mild	7.9% (12)
Moderate	11.2% (17)
Heavy	21.0% (32)
Subtotal with Known Use	40.0% (61)
Unknown	25.7% (39)
Total	100.0% (152)

R. TYPE OF DISPOSITION CHARACTERISTIC OF CLIENT'S CRIMINAL HISTORY

For the 152 clients, approximately 75 percent (116 or 76.3%) had a penitentiary incarceration (see Table 17). Summarizing data from Table 17, the following categories of clients emerge:

- Probation only: 21 cases or 14 percent
- Jail only: 14 or 9 percent
- Penitentiary, short-term (less than 3 years): 85 or 56 percent
- Penitentiary, long-term (3 years or more): 31 or 20 percent.

TABLE 17

TYPE OF DISPOSITION CHARACTERISTIC OF CLIENTS' CRIMINAL HISTORY AT INITIAL CY 1973 CONTACT

Arrest and Fine Only	0.0% (0)
Arrest and Probation Only	13.8% (21)
Arrest and Jail or Other Non-Penitentiary Confinement (less than 1 year)	9.2% (14)
Arrest and Short-Term Penitentiary, with Discharge (less than 3 years)	13.2% (20)

Arrest and Short-Term Penitentiary, with Parole (less than 3 years)	42.8% (65)
Arrest and Long-Term Penitentiary, with Discharge (3 years or more)	11.8% (18)
Arrest and Long-Term Penitentiary, with Parole (3 years or more)	8.5% (13)
Information Not Available	.7% (1)
Total	100.0% (152)

See Chart on page B-5 for graphic presentation of these data.

S. PRIOR OFFENSES

Seventeen (17) or 11.2 percent had no prior offense. The statistical measures of central tendency for this distribution of cases by number of prior offenses are as follows:

- Mean: 6.2 prior offenses
- Median 5.1 prior offenses
- Mode: 2 prior offenses
- Standard deviation: 6.49 prior offenses
- Range: 0 - 31 prior offenses

In addition, approximately one quarter (42 or 27.6%) had prior crimes against persons and about two thirds (96 or 63.2%) had crimes against property. Sizeable proportions had prior offenses involving drug use (33 or 21.7%) and alcohol use (50 or 32.9%).

These data are presented graphically in the chart on page 6 of Appendix B. In addition, more elaborate information on all offenses prior to those current at initial CY 1973 contact is presented in the chart on page 7 of Appendix B.

T. EMPLOYMENT BACKGROUND

Unemployment

The most striking finding on background characteristics of clients served is the proportion unemployed at initial 1973 project contact as presented in Table 18. One reason for the high unemployment rate (75.0%) is the large number of recent releases from state institutions and the recency of release (over half had less than 1 and 1/2 months of community time at initial CY 1973 project contact). More will be said about unemployment rates in Part V.

TABLE 18

EMPLOYED AT INITIAL CY 1973 CONTACT

Yes	19.7% (30)
No	75.0% (114)
Unknown	5.3% (8)
Total	100.0% (152)

Usual Predominate Occupation (when employed)

The unemployment rates above may reflect, in part, the generally poor educational achievement levels of these clients (less than half completing high school or the GED equivalent). In addition, few of these clients have any known non-academic training to bolster their academic training (only 17% have had trade school training). Even considering the institutional experience of these clients, only about a third (35%) have had any vocational training in institutions. Of course, this interpretation of the available data may reflect, in part, the incompleteness of vocational training records on these clients. In any event, the general picture is one of a poorly educated and trained client population. We would expect, of course, that such a

group manifest a large proportion whose usual predominate occupation (when employed) is one with low skill levels. Table 19 reflects this as fact. Less than 1/6 (15.8%) have white collar jobs. (See Table 19.)

TABLE 19

USUAL (PREDOMINATE) OCCUPATION AT INITIAL CY 1973 CONTACT

Professional, Technical and Managerial Occupations	
Medical/Surgical Technicians	1.3% (2)
Teaching	.7% (1)
Teaching Aides	1.3% (2)
Store Owners	1.3% (2)
Counseling	.7% (1)
Counseling Aide	1.3% (2)
Subtotal	6.6% (10)
Clerical and Sales Occupations	
Stenography, Typing, and Filing	2.0% (3)
Computing, Accounting and Recording	1.3% (2)
Salesmen, Services	1.3% (2)
Salesmen, Commodities	3.3% (5)
Sales Clerks	1.3% (2)
Subtotal	9.2% (14)

Service Occupations	
Domestic Service	5.9% (9)
Food and Beverage Preparation	3.3% (5)
Food and Beverage Service	5.9% (9)
Lodging and Related Services	.7% (1)
Barbering	.7% (1)
Amusement and Recreation Services	1.3% (2)
Miscellaneous Personal Services	1.3% (2)
Apparel and Furnishing Services	.7% (1)
Protective Services	.7% (1)
Building and Related Services - Janitors	3.9% (6)
Subtotal	24.3% (37)
Farming, Fishery, Forestry and Related Occupations	
Animal Farming	.7% (1)
Farm Laborer	3.3% (5)
Forestry	.7% (1)
Subtotal	4.6% (7)
Processing Occupations	
Metal	1.3% (2)
Food, Tobacco and Related Products	1.3% (2)
Wood and Wood Products	3.9% (6)
Subtotal	6.6% (10)
Machine/Trade Occupations	
Metal Machining	1.3% (2)
Metal Working	1.3% (2)

Mechanics and Machinery Repair	2.6% (4)
Wood Machining	1.3% (2)
Stone, Clay, Glass and Related Materials Machining	.7% (1)
All Other Machine Trades	.7% (1)
Subtotal	7.9% (12)
Bench Work Occupations	
Fabrication, Assembly and Repair of Metal Products	.7% (1)
Fabrication and Repair of Products made from Assorted Materials	.7% (1)
Fabrication and Repair of Wood Products	2.6% (4)
Fabrication and Repair of Textile, Leather and Related Products	.7% (1)
All Other Bench Work Occupations	.7% (1)
Subtotal	5.3% (8)
Structural Work Occupations	
Welders, Flame Cutters and Related	3.3% (5)
Painting, Plastering, Waterproofing, Cementing and Related	1.3% (2)
Excavating, Grading, Paving and Related - Laborer, general	5.9% (9)
Construction Occupation	5.3% (8)
All Other Structural Work Occupations	.7% (1)
Subtotal	16.4% (25)
Miscellaneous Occupations	
Motor Freight	2.6% (4)
Transportation	2.6% (4)
Logging	7.2% (11)
Production and Distribution of Utilities	.7% (1)

Amusement, Recreation and Motion Pictures	.7% (1)
Subtotal	13.8% (21)
Never Employed - Student	.7% (1)
No Occupation	1.3% (2)
Unknown	3.3% (5)
Total	100.0% (152)

The series of charts and tables in Appendix B depicting client characteristics adds much more detail to the data discussed in this section and should be examined separately.[6]

[6]These charts and tables of data were prepared by Ms. Rose M. Wetmore of the Oregon Law Enforcement Council.

IV. DESCRIPTION OF SUBSIDY SERVICES RENDERED SAMPLE CLIENTS

A. ALL SERVICES - SUMMARY FOR CY 1973 and CY 1974

In total, 75 clients or 49.3 percent had only one project contact during the period covering calendar years 1973 and 1974. Completing the distribution; 44 or 29 percent had exactly two contacts; 20 or 13 percent exactly three; and 9 or 6 percent exactly four. Four clients had more than four contacts during this two year period. Many of these clients required more than one service. Following is pertinent information depicting contacts and services for sample clients as detailed in the charts on page one of Appendix C.

- Total number of contacts - 282.
- Mean number of contacts per client - 1.9.
- Mean number of services per client - 2.0.
- Range of contacts - 1 to 7 contacts.

For the 152 clients nearly $19,400 was expended in CY 1973 and CY 1974 for subsidy awards. Overall, clients received the following during this two year period:

- Total Expenditure - $19,387.
- Mean per client - $128 (all contacts).
- Mean per client contact - $69.
- Range all contacts - $10-$490.

The clients' needs were for employment/job searches; academic/vocational training; housing and rent; food; clothing; incidentals; transportation; medical/dental treatment; drug/alcohol treatment; and utilities.[7]

[7]See the charts in Appendix C for more data covering contacts for CY 1973 through CY 1974.

B. EMPLOYMENT NEEDS

For employment needs, 79 or 52 percent received service. There were:

- 95 total contacts for the 79 clients.
- 1.2 average (mean) contacts per client.
- range, 1-3 contacts receiving service.

Of the 79 clients, 66 or 84 percent only had one contact while 13 or 16 percent had more than one.

A total of $3,474 was given to the 152 clients, representing:

- a $44 average per client.
- a $36 average per client per contact.
- a range of $10 to $124 for all contacts.

C. ACADEMIC/VOCATIONAL TRAINING NEEDS

Only six clients or 4 percent received either academic or vocational training assistance (4 academic and 2 vocational). In addition, these clients had only one project contact each. In addition, a total of $255 was expended for these six clients. Since only six persons were served for this need, summary statistics are not particularly meaningful here.

D. HOUSING/SHELTER/RENT NEEDS

Clearly, there was a marked need for housing or rent money as 102 clients or 67 percent received such assistance. For these 102, there was a total of 136 contacts, giving:

- a mean of 1.3 contacts per client.
- a range of 1-4 contacts.

Three quarters (77 or 75 percent of the 102) only had one contact for housing needs while 17 or 17 percent had two and 7 or 7 percent had three contacts.

A total of $11,119 was designated for this need. Significantly, the following statistics reflect the larger subsidy awards here.

- mean per client - $109.
- mean per client per contact - $82.
- range $8-$420.

E. FOOD NEEDS

Of the 152 sample clients, 133 or 88 percent received no service. Of the remaining 19 (12%) receiving such, 18 had only one contact.

A total of $443 was given for food which represented:

- an average per client of $29.
- an average per client per contact of $28.
- range of $14-$60.

F. CLOTHING NEEDS

Only two persons received financial assistance and only one time each. In addition, a total of only $25 was designated for this category of need.

G. INCIDENTAL NEEDS

About half (67 clients or 44 percent) received money for incidental expenditures. These clients represented a total of 93 contacts for:

- a mean of 1.4 contacts per client.
- a range of 1-3 contacts.

For these 67 clients, 47 or 70 percent only had one contact; 14 or 21 percent, two; and 6 or 13 percent, three. A total of $3,138 was given to these clients for:

- a mean per client of $47.
- a mean per client per contact of $34.
- a range of $5-$155.

H. TRANSPORTATION NEEDS

Only 15 clients or 10 percent received subsidies for transportation needs. These 15 represented a total of 19 contacts for:

- a mean of 1.3 contacts per client.
- a range of 1-3 contacts.

In addition, 12 clients or 80 percent received assistance only once. A total of $365 was given to the above 15 clients for:

- a mean per client of $24.
- a mean per client per contact of $19.
- a range of $5-$113.

I. MEDICAL/DENTAL NEEDS

Only four clients received financial assistance for medical/dental needs and these clients only received such assistance one time. A total of $64 was given for these needs. Since the numbers are so small, further statistical analysis would not be particularly meaningful.

J. DRUG/ALCOHOL TREATMENT

Only one client received subsidies for drug or alcohol treatment and for only one contact. For this one contact, the client was given $60.

K. UTILITIES NEEDS

For assistance in making utilities payments, only four cases had such assistance clearly specified via rent/lease/maintenance bills. In general, a total of $156 was involved in utilities. Again the numbers are too small to be very meaningful.

L. UNKNOWN NEEDS

There were five cases for which the subsidy payment records did not indicate what general category of need was met. These five represented $178 in total subsidy award.

The general findings on subsidies rendered these CY 1973 clients for the period of initial contact with the project in CY 1973 through December 31, 1974, is summarized in greater tabular detail in the series of charts and tables in Appendix C.

NOTE TO THE READER:

The reader should be aware that some clients in this 25% random sample of all clients served in CY 1973 also were served in CY 1972 and in early CY 1975. To provide a complete picture of all contacts for all clients for all years, we have included an additional table to summarize this information.[8] (See Table 20).

[8]Slight discrepancies between these data on contacts in Table 20 and data in the above discussion are due mainly to the mode of data processing and analysis. In the latter case, data (in Table 20) came from computer printouts while in the former case, data presentation was based on the results of manual operations.

TABLE 20

DISTRIBUTION OF SAMPLE CLIENTS BY NUMBER OF PROJECT CONTACTS FOR CALENDAR YEARS 1972 THROUGH 1975
(Total Sample = 152)

Calendar Year	Number of Project Contacts	Frequency	Mean	Standard Deviation (SD)
1972	0	142		
	1	4	0.105	(0.417)
	2	6		
1973	0	1		
	1	94		
	2	44	1.480	(0.763)
	3	11		
	4	1		
	5	0		
	6	1		
1974	0	117		
	1	21		
	2	8	0.375	(0.820)
	3	5		
	4	0		
	5	1		
1975	0	150	0.019	(0.180)
	1	1		
	2	1		

V. SOME INFERENCES ABOUT THE PROBABLE EFFECTS OF CBPS SERVICES ON CLIENT RECIDIVISM RATES

A. SEARCH OF LEDS FILES FOR RECIDIVISM DATA

In January of 1974 all 152 clients from our CY 1973 random sample were checked against the LEDS system's computerized criminal history (CCH) files to determine whether or not these clients had recidivated after their initial CY 1973 project contacts. A search of these computerized files produced the following results:

	N
(1) No. of clients deceased[9]	3
(2) No. of cases without CCH records[10]	16

The absence of CCH records was due to one or more of the following reasons:

(a) Out of state case (no Oregon CCH record and no O.S.P.B.I. number)

(b) The CCH record is not up to date - i.e., it does not include the person yet.

(c) The O.S.P.B.I. number in the probation/parole files is incorrect - hence the CCH record cannot be retrieved from the file.

[9] These three cases were omitted from the analysis of client recidivism.

[10] These 16 cases were omitted from the analysis of client recidivism.

(d) Birthdate and/or name and/or other necessary tracking identifiers in the probation/parole files are incorrect - hence the O.S.P.B.I. number cannot be obtained for a CCH check.

Excluding the above 19 cases, this leaves a total of 133 cases for analysis of recidivism outcome. In the remaining sections of this report an attempt is made (1) to determine what factors are related to client recidivism and (2) to determine how differences in client exposure to project services (subsidies) are related to client differences in recidivism rates.

B. THE EVALUATION DESIGN UNDERLYING THIS EFFORT

This preliminary evaluation effort is based on a correlational rather than an experimental or quasi-experimental study of the effects of project services on client behavior. A correlational study merely begins by attempting to demonstrate that variation in exposure to project services is correlated or associated with variation in recidivism outcome and other behaviors. A correlational study (and especially one based on a survey of client characteristics and summary of service delivery) permits only weak causal inferences about the effects of services on behavior. Quasi-experimental and experimental designs involving control and comparison groups permit more conclusive causal inferences about the effects of prior project services on subsequent client behaviors - especially recidivism.

The correlational study design was chosen here for three (3) major reasons:

(1) The evaluation effort was requested well into the period of project operation and during a period when the Corrections Division had voiced strong objections to the use of evaluation designs involving randomized control groups.

(2) No records were kept on those potential clients who were rejected for project services; which precluded the possibility of having a comparison group not exposed to services.

(3) In terms of planning an evaluation design for this project at this stage; it makes more sense to begin with an effort to document that services are associated with recidivism rates. Such an effort is necessary to identify key variables (correlates) for more sophisticated analyses later and to develop hypotheses for future testing. This insures that one can conceptualize the treatment and/or interventive logic of the program, identify important assumptions for testing, and develop the appropriate hypotheses and methods/techniques for testing them.

In addition, this project presented a number of conceptual and measurement problems which negated the use of more rigorous research designs. One or a series of subsidy payments given clients does not constitute "treatment" in the usual sense. These services are more difficult to define and measure, than say hours of counselling or weeks of training. Their effects on client behavior are less researched than other treatment services.

C. FACTORS ASSOCIATED WITH RECIDIVISM AMONG THE SAMPLE OF 133 CASES

Any treatment program has an underlying logic or theory of intervention, however well articulated. More fundamental than this logic is the nature of the problem one is attacking. The adequacy of one's logic can only be evaluated in terms of one's understanding of the underlying problem. The underlying problem in this project is how best to provide transitional services to clients returning to the community and reduce the recidivism rates of these clients during this period. An adequate approach to this problem must begin with some understanding of the causal factors and (hopefully) the causal processes involved in producing recidivism among clients in this project population. Using our revised sample of 133 cases [11] and analyzing our survey data to establish correlates of recidivism, the following findings emerge:

(1) Factors Associated with Client Recidivism

(Follow-up Offenses)[12]

The relationship between each of eight (8) client background variables or factors and recidivism is traced in Table 21. (See Table 21). Each of these factors has a known relationship to criminal involvement and recidivism.

[11] Due to cases with missing information, the total number of cases analyzed does not total always to N = 133.

[12] Recidivism is defined and measured throughout this report in terms of number of arrests (without dismissal) which occur within one year of the initial CY 1973 project contact. Technical violations for parole/probation and arrests for non-serious traffic violations are excluded here with only certain exceptions noted elsewhere.

TABLE 21

AVERAGE NUMBER OF FOLLOW-UP OFFENSES (FOR ONE YEAR) WITHIN DIFFERENT CATEGORIES OF CLIENTS ARRANGED BY FACTORS

Factor and Category		Average Number of Follow-Up Offenses (One Year Period) $\bar{X}$	Standard Deviation (S.D.)
(1) Employment Status (At initial CY 1973 Contact)			
Employed	(N = 30)	.86	(1.40)
Unemployed	(N = 94)	.80	(1.39)
Unknown	(N = 8)	.25	(.46)
Total	=132		
(2) Evidence of Current or Recent Drug Problem			
Yes	(N = 64)	.89	(1.39)
No	(N = 52)	.71	(1.28)
Unknown	(N = 16)	.62	(1.50)
Total	=132		
(3) Evidence of Current or Recent Alcohol Problem			
Yes	(N = 68)	1.11	(1.67)
No	(N = 52)	.44	(.80)
Unknown	(N = 12)	.41	(.66)
Total	=132		
(4) Evidence of Current or Recent Mental Problem			
Yes	(N = 23)	.78	(.79)
No	(N =100)	.73	(1.32)
Unknown	(N = 9)	1.44	(2.50)
Total	=132		
(5) No. of Prior Offenses (Before Current Offenses and Project Contact)			
None	(N = 8)	.37	(.51)
1 - 3 offenses	(N = 47)	.57	(.97)
4 - 8 offenses	(N = 39)	1.05	(1.94)
9 and more	(N = 38)	.86	(1.11)
Total	=132		

		$\bar{X}$	(S.D.)
(6) Age (As of January 1974)			
Under 25	(N = 42)	.85	(1.52)
25 - 29	(N = 43)	.76	(.99)
30 or over	(N = 47)	.74	(1.51)
	Total =132		
(7) Total Time in Community (Prior to 1st Project Contact in CY 1972 or CY 1973			
None	(N = 33)	1.03	(1.77)
Less than 1 month	(N = 18)	.33	(.48)
1 - 5.9 months	(N = 30)	.70	(1.02)
6 months and over	(N = 35)	.91	(1.52)
Never incarcerated	(N = 16)	.68	(1.19)
	Total =132		
(8) Number of Current Offenses			
One only	(N = 87)	.65	(1.13)
More than one	(N = 45)	1.04	(1.69)
	Total =132		

With the exception of Factor #1 (employment status at initial CY 1973 project contact), all results are in the expected direction.[13] Factor #1, employment status, has a peculiar relationship with recidivism which will be elaborated upon in a subsequent discussion of these factors. For now we will only mention that the relationship between this factor and recidivism remains the same when recidivism is measured in terms of the proportion recidivating (arrested) within one year of initial 1973 project contact. (See Table 22.)

[13]Most of the comparisons made between means and percentage proportions in this section of the report merely establish the direction and magnitude of difference without statistical tests of significance. Such tests are made only where key differences should be noted. The position taken in this report on significance tests is quite simple. These tests are designed to keep the reader and others from making statements about percentage differences or differences between means (etc.) when there is little evidence to justify such statements. They also help one to avoid making unjustified claims about the magnitude and importance of observed differences. In general, this is an exploratory study and we wish to detect and point out all differences noted - regardless of significance. Only where differences or lack of differences would be important for later and more rigorous tests of hypotheses do we report significance test results.

TABLE 22

RECIDIVISM OUTCOME[14] BY CLIENT EMPLOYMENT STATUS AT INITIAL PROJECT CONTACT IN CY 1973 (IN PROPORTIONS)

Unemployed at Initial Contact

A. Outcome Category		%	(N)
56% Successes	No Arrest(s) or Technical Violation(s)	56	(53)
	Technical Violation(s) only	5	(5)
39% Failures	Arrest(s) only	32	(30)
	Arrest(s) and Technical Violation(s)	7	(7)
	Total	100%	(95)

Employed at Initial Contact

B. Outcome Category		%	(N)
57% Successes	No Arrest(s) or Technical Violation(s)	57	17
	Technical Violation(s) only	3	1
40% Failures	Arrest(s) only	37	11
	Arrest(s) and Technical Violation(s)	3	1
	Total	100%	(30)

A-B = → Percentage Difference = −1%

Recidivism outcome varies also with the degree of drug and alcohol usage, as well as, by the presence or absence of such usage. These facts are verified by data presented in Tables 23 and 24. (See Tables 23 and 24.)

[14]By including technical violations the proportions (%'s) with these violations also can be compared. It appears there is little difference here also - 5% -3% = a difference of only 2%.

TABLE 23

RECIDIVISM OUTCOME BY DEGREE OF CLIENT DRUG USE

Degree of Drug Use	Recidivism Outcome[15]: No Follow-Up Offenses ("successes")	Recidivism Outcome[15]: One or More Follow-Up Offenses[16] ("failures")	Totals
No Problem - No Use	59% (26)	41% (18)	100% (44)
Mild Use	73% (8)	27% (3)	100% (11)
Moderate Use	58% (7)	42% (5)	100% (12)
Heavy Use	57% (16)	43% (12)	100% (28)
Unknown Use	69% (20)	31% (9)	100% (29)

TOTAL = 124 cases

TABLE 24

RECIDIVISM OUTCOME BY DEGREE OF CLIENT ALCOHOL USE

Degree of Alcohol Use	Recidivism Outcome[15]: No Follow-Up Offenses ("successes")	Recidivism Outcome[15]: One or More Follow-Up Offenses[16] ("failures")	Totals
No problem - No Use	81% (13)	19% (3)	100% (16)
Mild Use	65% (20)	35% (11)	100% (31)
Moderate Use	61% (14)	39% (9)	100% (23)
Heavy Use	52% (16)	48% (15)	100% (31)
Unknown Use	61% (14)	39% (9)	100% (23)

TOTAL = 124 cases

15 - Excludes "technical violations" of parole or probation.

16 - Percentage with one or more follow-up offenses committed within one year of initial CY 1973 project contact.

(2) Effects on Recidivism of Combinations of Factors Acting Jointly

So far in this study we have been looking at the individual effects of various non-program (background) factors which influence recidivism outcome. Using a series of simple cross-tabulations and measuring our dependent variable as the proportion (%) of clients recidivating or as the mean number of repeat offenses per client, we have demonstrated that these factors (or variables) have independent effects on recidivism outcome.

No complete understanding of recidivism "causation" and the interventive tasks of a program like this one is possible without examining the joint effects of several variables as they operate simultaneously to produce recidivism.

For this part of the study we will look at combinations of independent variables representing client problems that affect recidivism outcome. These (non-program) independent variables[17] are as follows:

1. Unemployment problem (presence or absence).
2. Alcohol problem (presence or absence).
3. Drug problem (presence or absence).
4. Mental problem (presence or absence).
5. Physical problem (presence or absence).

17 These are more correctly termed qualitative variables or attributes as they take the form of dichotomous indicators of the presence or absence of a client problem or condition or state.

Unlike the analyses involving a single independent variable and a dependent variable in the previous section, the analysis of the joint effects of several independent variables on a dependent variable requires complex cross-tabulations. To simplify the discussion which follows, we will attempt to postulate that the risk of recidivism increases as a function of the number of problems clients manifest and we will demonstrate these relationships through construction of rough problem indexes. Because this requires a large number of cases (often more than 133), we will limit our analysis to no more than four independent variables (dichotomous attributes) at any one time.[18]

Let us begin by using the first four indicators of client problems previously listed as our independent attributes. The dependent attribute will be the occurrence of an arrest for a follow-up offense (having recidivated within one year of first CY 1973 project contact). Our instrument for assessing the joint effects of these attributes on recidivism is a complex cross-tabulation of all the independent attributes (which form a problem index or scale) tabulated by the dichotomous measure of recidivism. Table 25 gives the entire frequency distribution with proportions positive on the dependent variable in a cross classification by the independent attributes. (See Table 25).

[18] This is to avoid the problem of cell attrition or the loss of cases falling into the cells of a cross-tabulated frequency distribution. With dichotomies the number of cells required for "N" independent attributes can be described by the expression 2^N. Where N = 5, 32 cells are required, for example.

TABLE 25

PROPORTIONS (PERCENTAGES) RECIDIVATING BY PROBLEM INDEX ONE (I_1) SCORES*

Presence of: Mental Problem	Drug Problem	Alcohol Problem	Employment Problem	I_1	(N)	P	%	Cell No.
(1) Yes	(1) Yes	(1) Yes	(1) Yes	4	(6)	5	83.3	1
			(0) No	3	(14)	6	42.9	2
		(0) No	(1) Yes	3	(3)	2	66.7	3
			(0) No	2	(10)	4	40.0	4
	(0) No	(1) Yes	(1) Yes	3	(2)	1	50.0	5
			(0) No	2	(16)	5	31.3	6
		(0) No	(1) Yes	2	(6)	2	33.3	7
			(0) No	1	(15)	5	33.3	8
(0) No	(1) Yes	(1) Yes	(1) Yes	3	(0)	0	0.0	9
			(0) No	2	(8)	4	50.0	10
		(0) No	(1) Yes	2	(1)	1	100.0	11
			(0) No	1	(3)	1	33.3	12
	(0) No	(1) Yes	(1) Yes	2	(0)	0	0.0	13
			(0) No	1	(3)	0	0.0	14
		(0) No	(1) Yes	1	(3)	2	66.7	15
			(0) No	0	(5)	0	0.0	16

*I_1 = Problem Index No. 1 - This index score is calculated for various sub-samples in the above cross-tabulation by totalling the number of problems present.
(N) = Total number in sub-sample cell.
P = Proportion (number) recidivating.
% = The percentage proportion.

The first problem index we will examine can be developed by simply examining the cross-tabulation in Table 25 and assigning each sub-sample a score ranging from 0 to 4 depending on the number of problems manifested. All those falling in cell no. 1, for example, manifest all four problems and receive an index score of four (4). At the other extreme in cell no. 16, no problems are manifested and a score of zero (0) is assigned those cases. The entire distribution of cells or sub-samples forms a partial ordering in that cells between cells nos. 1 and 16 are partially ordered between scores of 0 and 4.

By accumulating cases from sub-samples having the same index score (0, 1, 2, 3 or 4) we can examine the value of this scoring system for describing the relationship between number of client problems and recidivism.[19] The following data groups all 95 cases[20] in Table 25 into five (5) sub-groups by index score and gives the proportion of each sub-group recidivating within one year:

Index 1 Score	Total Number in Sub-Group	Percent (%) Recidivating
4	(6)	83.3%
3	(19)	47.4%
2	(41)	39.0%
1	(24)	33.3%
0	(5)	0.0%

[19] As a reminder, this is the relationship between number of current or recent problems at initial CY 1973 project contact and the occurrence of recidivism within one year of this initial contact.

[20] Of the original 133 cases, 38 cases have missing information on one or more of the separate index problem indicators and are excluded here.

This represents a linear relationship for as the number of problems increases the proportion (%) recidivating likewise increases. The percentage point spread between the extremes 0 and 4 is also of significant magnitude (83.3%) to infer that the relationship between number of problems and recidivism is quite strong.

For those readers familiar with the technique of Guttman scalogram analysis, the four items in this problem index come fairly close to forming a Guttman-type scale, but probably do not satisfy the standard requirements. If only three (3) items are used (presence of employment, alcohol, and/or drug problems), the approximation to a Guttman-type scale is even better.

For the reader uninitiated in the techniques of social measurement, this last statement has much program significance. The idea of a Guttman scale can be intuitively understood by all readers of this report and is necessary for an understanding of the size of the treatment or interventive tasks these clients presented program staff. Let us begin by examining the index formed by using the above three (3) problems. This index (call it Problem Index No. 2 (I_2)) has values ranging from "0" to "3".

Guttman's technique is simply a method of scoring multiple items (problems here) which are cumulative; i.e., where the presence of one implies the presence of all those of lesser magnitude or difficulty. In this example, the employment problem item represents that with the lowest magnitude or "difficulty of having"

since it occurs most frequently in the sample of 95 cases. Approximately 75% of the sample cases (72 of 95) have employment problems. The underlying assumption is that the more frequently a problem occurs the less difficulty there is in having such a problem. Getting drug or alcohol problems are more difficult in that they both occur with less frequency (the sample proportions are both just under half).

For these items the problem patterns predicted for a Guttman scale are as follows:

Problem Pattern Type	Problems			I_2 Problem Index Score	(N) Size of Sub-Sample with Pattern
	Alcohol	Drug	Employment		
1	No	No	No	0	(8)
2	No	No	Yes	1	(21)
3	No	Yes	Yes	2	(18)
4	Yes	Yes	Yes	3	(20)
				Total	(67)

Not only is the scale cumulative in the sense described previously, but each scale score (0, 1, 2, or 3) usually can be identified with a unique problem pattern type. A score of "2", for example, would most often, if not always, be identified with the scale pattern (#3 above) defined by the presence of drug and employment problems and the absence of alcohol problems.

For this example of a Guttman scale, 67 of the 95 cases fall within one of the four predicted scale patterns. The remaining 28 cases fall into one of the four error patterns - those not predicted by this scaling technique. These four error scale patterns are as follows:

Problem Pattern Type	Problems			Problem Index Score	(N)-Size of Sub-Sample with Pattern
	Alcohol	Drug	Employment		
E1	No	Yes	No	1	(3)
E2	Yes	No	No	1	(4)
E3	Yes	No	Yes	2	(13)
E4	Yes	Yes	No	2	(8)
					Total (28)

The Guttman or cumulative scaling feature of these data adds extra information to our analysis of the cumulative effects of client problems acting jointly to produce recidivism. Not only are we aware that increases in the number of problems increase the risk of recidivism, but now we also know something of the ordering on these problem items. We can assume that when a client has a drug problem, he also is most apt to have an employment problem. When he has an alcohol problem, we assume also the probability of drug and employment problems. It would appear that with this client population; problems occur simultaneously.

With a multiple problem group such as this, the question is one of where to begin the interventive process. Obviously, the CBPS project focuses mainly on two problems - unemployment and the related problem of maintenance. Given the fact that unemployment (and by inference - maintenance) problems seldom occur alone and given the fact that those with drug and alcohol problems generally have employment problems; it would appear that the underlying problems which must be attacked are those such as drug and alcohol problems. It is obvious that

a multiple problem group such as this group of clients require a multiple-treatment approach to problem solution and eventual reduction of recidivism. While the program emphasis on employment and related maintenance problems cannot be faulted, CBPS does not address the other underlying problems. Chart No. 2 in Appendix C (page 2), indicates that only one (1) of the sample total of 152 cases received a subsidy payment for needs related to drug/alcohol problems. The question arises as to how these non-employment problems are addressed for this group. This question is not pursued here in that it is beyond the scope of the project. Servicing a multi-problem ex-offender group involves several projects and system-level programming decisions.

(3) The Unique Role of Employment Status in Interacting with Other Problem Factors in Producing Recidivism

Earlier we alluded to the fact that while employment status has no strong association with recidivism when examined in a one-to-one sense, it does have a unique role in an interactive or joint effects sense when other problem factors are considered concurrently with it and recidivism. In particular, employment status has a statistical interaction effect. Statistical interaction is a complex concept, but one with great significance for both researcher and practitioner alike. In simplist terms, we are dealing here with first-order interaction effects or a pattern of statistical relations where we specify conditions under

which a relationship (such as that between recidivism and employment status) exist.

The statistical interaction effects of employment status can be illustrated quite easily here by the routine of simple cross tabulations of our data. To begin this analysis, we cross tabulate our dicotomous measure of recidivism against employment status. Table 26A presents this bivariate or zero-order relationship. This table indicates a zero relationship between these variables (no relationship as revealed by the "percentage difference" statistic). (See Table 26.)

This lack of statistical association, however, masks the role employment status likely plays in producing recidivism. Table 26B adds the attribute of presence/absence of an alcohol problem as the specifying factor or condition and the percentage comparisons give the results of analyzing a first-order relationship (one where the relationship between two variables is analyzed in terms of a third variable). When this specifying factor is introduced, the partial relationships between employment status and recidivism (for the two parts of the sample, i.e., those with and without alcohol problems) are different from zero and in opposite directions). Using percentage differences to measure statistical association[21], it appears that for the subsample with alcohol problems those employed have a larger proportion recidivating than those unemployed, while for the subsample with-

[21]As a precautionary note, the reader should be warned that percentage differences are subject to the issue of meaningfulness - especially when statements are made about the degree of association defined by such a difference. Where subsample sizes are small (less than 20 or 30 cases), percentages are unstable (subject to large standard errors) and are somewhat unreliable. For this exploratory research, therefore, these % differences are used to detect statistical association and gross differences in the degree of association without making refined statements about the magnitude or degree of association. (See Hubert M. Blalock, "A Double Standard in Measuring Degree of Association", American Sociological Review, Vol. 28, No. 6 (December 1963), pp. 938-989).

out an alcohol problem those unemployed have a larger proportion recidivating than those employed.

TABLE 26

RECIDIVISM BY EMPLOYMENT STATUS
(Presence or Absence of Employment Problems at Initial CY 1973 Project Contact)
CONTROLLING FOR PRESENCE/ABSENCE OF ALCOHOL PROBLEMS

Percentage With One or More Follow-up Offenses Committed Within One Year of Initial CY 1973 Project Contact

A. Recidivism by Presence/Absence of Employment Problems: (Zero-Order Relationship)

With Employment Problem		Without Employment Problem
(N = 85)		(N = 27)
40%		41%
(% Difference)[22]	(-1%)	

B. Recidivsim by Presence/Absence of Employment Problems, Controlling for Resource/Abbsence of Alcohol Problems:

With Alcohol Problem		Without Alcohol Problem	
With Employment Problem	Without Employment Problem	With Employment Problem	Without Employment Problem
(N = 45)	(N = 16)	(N = 40)	(N = 11)
47%	56%	33%	18%
(% Differences)	(-9%)	(+15%)	
(Difference of % Differences)[23]		(-24%)	

[22]The "percentage difference" is a common measure of the degree of statistical association between two (2) attributes. In this case both subsamples have about equal proportions recidivating and the % difference between them is -1% indicating no (zero-order) association or relationship between these attributes.

[23]The "difference between percentage differences" (though less commonly used than the percentage difference) is a simple and acceptable statistic for measuring differential or interactive effects when a third variable (attribute) is added into one's analysis of relations between two original attributes. The difference of differences value of - 24% indicates that the effect of having an employment problem on recidivism differs according to the presence or absence of an alcohol problem.

By making employment status the specifying factor and presence/absence of alcohol problems as the independent variable, we get a view from a different angle of the role of employment status in these relationships. By examining the cross-tabulations in Table 27, we can see that presence/absence of alcohol problems is associated with recidivism. However, when we use employment status as the specifying factor, these data reveal that the presence or absence of an employment problem at initial project contact has an intensifier effect on the relationship between presence/absence of alcohol problems and recidivism. The association between presence of alcohol problems and recidivism is of moderate magnitude among the unemployed (as revealed by a percentage difference of +14%), but strikingly pronounced for the employed (a difference of +38%). The fact that the effects of an alcohol problem on recidivism vary by employment status is revealed by the difference of percentage differences (-24% in this case). (See Table 27.)

Note to the Reader:

When presence/absence of drug problems and also mental problems were used as specifying factors instead of alcohol problems, similar (though less reliable) findings emerged from our data. It appears that the effects of alcohol, drug, and mental problems in producing recidivism are more pronounced among the employed than among the unemployed. Assuming that these findings are not statistical artifacts of the data, but reveal substantively meaningful relationships, these findings must be the subject of further analyses. It is conceivable that employment acts not to suppress the adverse effects of these other client problems, but rather, to intensify their effects. Employment could conceivably produce enough stresses and strains to reactivate old tendencies for addictive use of drugs and alcohol and old insecurities and mental tensions which lead to increased recidivism. In any event, the implications of such findings are many for programs based on the assumption that employment alone serves to deter clients from crime.

TABLE 27

RECIDIVISM BY PRESENCE/ABSENCE OF ALCOHOL PROBLEMS, CONTROLLING FOR EMPLOYMENT STATUS
(Presence or Absence of Employment Problems at Initial CY 1973 Project Contact)

Percentage With One or More Follow-up Offenses Committed Within One Year of Initial CY 1973 Project Contact

A. Recidivism by Presence/Absence of Alcohol Problems: (Zero-Order Relationship)

With Alcohol Problem		Without Alcohol Problem
(N = 61)		(N = 51)
49%		29%
(% Difference)	(+20%)	

B. Recidivism by Presence/Absence of Alcohol Problems, Controlling for Employment Status: (First-Order Relationship)

With Employment Problem		Without Employment Problem	
With Alcohol Problem	Without Alcohol Problem	With Alcohol Problem	Without Alcohol Problem
(N = 45)	(N = 40)	(N = 16)	(N = 11)
47%	33%	56%	18%
(% Differences)	(+14%)		(+38%)
(Difference of % Differences)[23]	(-24%)		

[23]The difference of differences value of -24% indicates that the effect of having an alcohol problem on recidivism differs according to the presence or absence of an employment problem.

The interesting point about the role of employment status as an intensifier attribute is how easily it could have been missed in the analysis. The researcher might have simply noted that alcohol problems are related to recidivism and (because employment status has no zero-order association or correlation with recidivism) employment status dropped from the analysis.

(4) The Unique Joint Effects on Recidivism of Other Problem Attributes

The occurrence of statistically interactive relationships (as discussed above, for example), are far more uncommon in the quantitive analysis of survey data. In fact, they may be the rule rather than the exception where several independent attributes representing client problems are related to a dependent attribute such as client recidivism. Such statistical patterns may render unexpected results such as that where employment is associated with intensifying the effects of alcohol use problems in producing recidivism. Often, where a second client problem is introduced into the relation between a first problem and recidivism, the resultant tabulation shows the following form: the new variable acts not independently, but rather, to intensify (make stronger) the original relationship (at least for those having the second problem). This intensifier effect pattern is a probably more common than any other with data on problem attributes.

An example of such intensified relation between attributes which emerges in these data involves three attributes: (1) recidivism (the dependent attribute); (2) presence/absence of a

mental problem (the first independent attribute); and (3) presence/absence of an alcohol problem (the intensifier attribute). The data for this three attribute relationship is presented in Table 28. (See Table 28.)

TABLE 28

RECIDIVISM BY PRESENCE OR ABSENCE OF MENTAL AND ALCOHOL PROBLEMS
(% Recidivating)

A. Relationship Between Drug Problems and Recidivism

With Mental Problem		Without Mental Problem
N = 21		(N = 74)
62%		34%
(% Difference)	(+28%)	

B. Relationship Between Drug Problems and Recidivism Controlling for Alcohol Problems

With Alcohol Problem		Without Alcohol Problem	
With Mental Problem	Without Mental Problem	With Mental Problem	Without Mental Problem
(N = 12)	(N = 48)	(N = 11)	(N = 41)
75%	42%	46%	24%
(% Differences)	(+33%)		(+22%)
(Difference of % Differences)[24]		(+11%)	

[24]The percentage differences of +33% and +22% and the difference of differences value of +11% indicate that the effect of having a mental problem on recidivism differs according to the presence or absence of an alcohol problem.

The percentage statistics verify the presence of an intensifier attribute (alcohol problems) and an intensified relationship (that between mental problems and recidivism). The zero-order relationship between mental problems and recidivism is strong (a percentage difference of +28%); but when we partial on the alcohol problem attribute the intensification effects pattern emerges. The relationship between mental problems and recidivism is only of moderate magnitude for those without alcohol problems, but quite strong for those with alcohol problems.

There are a number of other examples of these interactive effects in the analysis of these data on client problems and recidivism. Further analyses of these effects shall not be pursued here for the following reasons:

(1) There are a large number of possible combinations of three attributes which can be examined here, but no theory of recidivism to limit and select those combinations which must be examined in any comprehensive analysis.

(2) These data are of limited utility and quality for the analysis required here. They are subject to a large amount of measurement (classification) errors. This is because coding instructions merely called for listing presence/absence of current problems based on any Corrections Division client records, rather than based on systematic use and verification of these records.

(3) Our task here is not to exploit the basic research potential of these data, but merely to provide spin-off data and analyses pertinent to our understanding of what program and non-program factors impact on client behaviors, namely recidivism.

The summarizing point which must be made here is that any program which attempts to impact on client behavior (especially recidivism) must examine (especially with multiple problem clients)

the implications of accumulating problems and also the implications of unique combinations of problems in producing recidivism. We have learned from these simple data a complex idea, <u>the accumulation of client problems has multiplicative rather than additive effects on recidivism</u>. Often as these data indicate, introducing a second problem into the analysis of the association between an existent problem and recidivism indicates that the effects of the second problem cannot be merely "added" to the effects of the first problem in producing recidivism because the second problem may intensify or "multiply" the effects of the first problem in producing recidivism. In addition, patterns of potential interaction also reveal the unexpected; i.e., for example, the finding that addiction and mental problems impact more strongly on recidivism among the employed rather than the unemployed.

These interactive effects have special importance for the CBPS project. Every treatment oriented program having multiple problem clients and limited resources begins with a basic dilemma: should each problem be given equal or unequal weight in terms of treatment priorities. Often this takes the form of deciding between treating few problems more intensively or many problems less intensively. Here in this project heavy emphasis is placed on dealing with the client's problems of unemployment and maintenance during critical transitional periods. Subsidy awards for employment and housing related needs predominant and involve the

largest dollar investments. The logic of the program seems to be that if subsidies can be used to finance a client's search for and attempts to achieve employment, the project's resources can be maximally utilized to optimally effect recidivism rates. At least the program logic assumes that employment is the key to many of the client's problems and that if unemployment were eliminated, we would have at least removed the influence of one problem which is assumed to produce recidivism.

The problem with this logic is that it is based upon the assumption of the pivotal role of unemployment in the production of recidivism. This assumption for this target population of project clients must be built upon and verified by data which suggests that: (1) unemployment is strongly related to recidivism and/or (2) that unemployment intensifies or makes worse the effects of other problems in producing recidivism. Unfortunately, our data here reveal that employment status alone is not strongly related to recidivism outcome <u>for this sample at least</u>, and that among clients with current or past mental, alcohol, and drug problems; employment rather than unemployment increases the risk of recidivism more.

What we have here is a complex web of interacting factors which produce recidivism. Various factors or conditions in combination act to intensify or suppress the risk of client recidivism. To intervene effectively to reduce the risk of recidivism, we need to know how different conditions interact to produce

recidivism and how we can manipulate which conditions to reduce recidivism. Complex causal processes operating to produce recidivism require complex decisions and interventive steps. For example, with clients who do not manifest mental, alcohol, or drug problems eliminating unemployment through use of various project and non-project services might drastically reduce the risk of recidivism. However, for clients with these problems employment may only further increase the risk of recidivism.

What is really needed is causal knowledge about the relationships between various client problem attributes. Merely knowing that attributes are associated with one another under certain conditions is not enough. One needs to know the role of time order among attributes. For example, does an alcohol problem occur before or after the employment problem. If the alcohol problem occurs before the employment problem and creates the employment problem which in turn leads to or produces recidivism, then we would expect certain outcomes for "treatment" based on employment subsidies. Eliminating the condition of unemployment does not imply that we have necessarily intervened in a causal process by eliminating some (if not all) of the operation of one causal mechanism through which client problems lead to recidivism. Unfortunately, the role of such client problems as alcohol abuse may be more pervasive (though less proximate) in the causal sequence and may operate to create a number of conditions or mechanisms through which recidivism may be produced in this sample.

In addition, it might well be possible that so long as one continues to manifest an alcohol problem permanent employment can never be a reality. Obviously, the problem is not simply one of providing the means to become employed. The means to stay employed are equally important, as well as the means to overcome the detrimental effects of alcohol usage. The etiology of factors producing recidivism is a complex problem, but one which has to be at least partially solved before we can effectively commit project resources and services to client populations and expect reduction in client recidivism rates.

It is readily apparent that in reviewing this project it is impossible to really describe and understand the treatment process. This is because of the following conditions.[25]

(1) There is no stated or implied theory of causation upon which treatment is proceeding. (By theory we simply mean a set of ideas for describing how recidivism is produced in this group.)

(2) There is no articulated theory of treatment (intervention strategy) utilized in treatment specifying how the causation variables will be modified.

(3) Without the above theories we have no way of describing the logical relationships between causation variables and intervention strategy nor do we have a means of either demonstrating that the treater is fulfilling role requirements specified by this strategy or that causal variables are being modified.

Without articulating a theory of causation and a theory of intervention (one which relates treatment to modification of causal variables and processes and specifies treatment roles),

[25]For an elaboration of these conditions see Jerome Rabow, "Research and Rehabilitation: The Conflict of Scientific and Treatment Roles in Corrections", Journal of Research in Crime and Delinquency, Vol. 1, No. 1 (January 1964), pp. 67-79.

we have no way to fully evaluate a project or to attribute impact on client behaviors to delivery of project treatment and/or resources. Any evaluation study, therefore, remains correlational in nature and program will suffer from lack of systematic, valid, and reliable feedback information. The most positive approach we can take is to plan and evaluate programs in phases. We must use the exploratory results of this project experience to reformulate our intervention strategy. Likewise, the correlational study in the evaluation must identify program and non-program correlates of recidivism and begin to piece together both the causal and interventive processes. The next section of this report examines the interventive aspect of this project by looking at the relationship between program variables (getting and not getting subsidies) as they impact on client recidivism rates.

D. STATISTICAL ASSOCIATIONS BETWEEN GETTING/NOT GETTING SELECTED SUBSIDIES AND PRESENCE/ABSENCE OF RECIDIVISM

The purpose of this section is to minimally examine the relationships between each of our four major program attributes (receipt or non-receipt of each of four types of subsidy awards - employment, housing, incidentals, and all other needs) on recidivism defined previously in terms of an offense within one year of initial project contact in CY 1973. The difficulty with a correlational study such as this one is that significant statistical differences in the proportions recidivating do not justify attributing these differences to the presence or absence of a subsidy award (or awards). In many cases differences might not be a direct function of the resources (subsidies) delivered, but due to the effect of other variables which the statistical comparison does not reveal. These outside variables have to be sufficiently controlled in our analyses. Without a research design employing an equivalent comparison group, the number of outside variables which must be controlled are nearly infinite. Without a process such as random assignment of cases to groups getting and not getting subsidy awards; one can never be sure if statistical differences between groups can be attributed to services or outside (uncontrolled) or "exogenous" variables. With survey data the researcher builds his/her case for attributing differences to services

by circumstantially ruling out the influence of selected, known factors related to recidivism. In a previous section (V-C) we noted that eight such factors were known to be related to recidivism (irrespective of exposure to project resources; i.e., subsidies) and have to be controlled for in the analysis of the relations between subsidy awards and recidivism. These factors are as follows: (1) employment status; (2) presence/absence of drug problems(s); (3) presence/absence of alcohol problem(s); (4) presence/absence of mental problems; (5) number of prior offenses; (6) number of current offenses; (7) age in years; and (8) time in community in months prior to initial CY 1973 project contact. Ideally, the selection of control factors or variables should be based on theoretical considerations - i.e., our theory of causation provides a basis for selection of control variables. In the absence of a theory of recidivism, these control attributes (classifications) were selected on the basis of their relations with recidivism and/or on the basis of previous research findings. Because of certain inherent limitations on the use of standard procedures or methods of statistical

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26 In survey research presentation of a relationship between two variables or attributes (through use of a simple cross-tabulation) implicitly or explicitly suggests a causal connection between them. The controlled experiment generally is regarded as the best scientific model for the study of cause-and-effect relationship. However, analyzing simple cross-tabulations by making additional sub-group comparisons provides an approximation of survey results to the results of controlled experimentation. For a clear statement of the role of cross-tabulations in making causal inferences in survey research see Hans Zeisel, Say It With Figures, (5th edition), New York: Harper and Row, 1968 or Morris Rosenberg, The Logic of Survey Analysis, New York: Basic Books, Inc., 1968.

control with small sample size,[27] we have used the method of index construction to simultaneously control for the effects of these variables when examining the relationships between subsidy awards and recidivism.

According to Labovitz, this method can be described as follows:

> "The method of index formation is based on the relation of each control classification to the dependent variable. On the basis of these relationships, weights are assigned to each category in a control classification and each individual in a category receives the designated weight. These weights are summed for each individual to yield an index based on all of the controls. Finally, the index is used as a control classification in the usual sense; i.e., the individuals are grouped by similarity of composite weighting values."[28]

For construction of this control index each of the 132 cases with a C.C.H. record (less one case with missing information) were analyzed according to where they fell in each control variable classification. For each control factor they were assigned the value represented by the average number of first year follow-up offenses for that sub-group into which they fell. For example, a case falling into the "employed" sub-group on the control classification "employment status at initial CY 1973 project contact" would receive a weight with the value 0.86 (see Table 21). Once the weights for each classification of the eight (8) controls are obtained they are summed for each individual. Table 29 gives the distribution of these composite weights for each of the 132 cases analyzed. (See Table 29.)

[27] See the following for a discussion of these problems and this particular method: Sanford I. Labovitz, "Methods for Control With Small Sample Size," American Sociological Review, Vol. 30, No. 2 (April 1965), pp. 243-249.

[28] Ibid., p. 243.

TABLE 29

FREQUENCY DISTRIBUTION FOR VALUE OF COMPOSITE WEIGHTS USED IN CONSTRUCTION OF AN EIGHT CONTROL FACTOR INDEX (With Summary Statistics)

Composite Weight Intervals	Frequency	% of Total
Less than 5.00	1	.8
5.00 - 5.24	1	.8
5.25 - 5.49	12	9.1
5.50 - 5.74	14	10.6
5.75 - 5.99	19	14.4
6.00 - 6.24	18	13.6
6.25 - 6.49	19	14.4
6.50 - 6.74	20	15.2
6.75 - 6.99	14	10.6
7.00 - 7.24	5	3.8
7.25 - 7.49	5	3.8
7.50 - 7.74	1	.8
7.75 - 7.99	3	2.3
Total	132	100.2%

Summary Statistics

Average (of raw scores) = 6.27

Median = 6.26

Standard deviation = .60

Range = 4.81 - 7.94

Number of cases below average = 66 cases

Number of cases above average = 66 cases

For our purposes, this distribution can be dichotomized into two groups, with the control index composite weights being above or below the average value (6.27). This dichotomization gives us 66 cases in each group. Those in the group with control index scores below 6.27 constitute a lower risk group in terms of recidivism. Those in the other group constitute a higher risk group. We can now examine the first order relationships between subsidy awards and recidivism, using these two index groups to control for or take out (at least in part) the effects these eight control factors have on the dependent variable (recidivism).

Tables 30 through 33 present the results of cross-tabulating each of four (4) different types of subsidy contacts by recidivism while using our newly constructed control index to partial out or control for the effects of our outside variables known to be related to recidivism.

NOTE TO THE READER:

In the following tables and in several later tables, data is submitted to statistical analyses using both percentage comparisions and the chi-square(χ^2) measure of association. The procedures here are relatively simple. Within each category of the independent variable (receipt/non-receipt of a certain subsidy) the percentage proportions positive (recidivating) on the dependent variable are computed and compared by calculating the percentage difference. Then, to measure the degree and significance of association between these two variables, the χ^2 statistic (with Yates' correction) is computed, using the cell frequencies of the underlying 2X2 contingency table. With one degree of freedom (1 d.f.) the significance of the association is given for each value of χ^2. In most cases, the relationship is not significant (n.s.). Where a relationship is significant, the probability of such a relationship occurring by chance alone is given, using the following symbols:

$P < .10$= probability of this difference occurring by chance alone is less than one time in ten situations (but greater than one time in twenty situations).

$P < .05$= same interpretation as above, but with a probability of less than one time in twenty situations.

TABLE 30

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR EMPLOYMENT-RELATED SUBSIDIES, CONTROLLING FOR DEGREE OF RECIDIVISM RISK

A. Zero-Order Association - Total Sample (N = 132)

Number of all CY 1973 and CY 1974 Project Contacts for Employment-Related Subsidies

	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	46.8% (62)
Some (1 or more)	32.9% (70)
	Difference = +13.9%
	(χ^2 = 2.1161; 1 d.f.; n.s.)

B. First-Order Associations - Sample Stratified on High and Low Values of Control Index

Low Recidivism Risk Group (N = 66)	
Project Contacts	% Recidivating
None (0)	44.1% (34)
Some (1 or more)	21.9% (32)
Difference = +22.2%	
(χ^2 = 2.7373; 1 d.f.; $p < .10$)	

High Recidivism Risk Group (N = 66)	
Project Contacts	% Recidivating
None (0)	50.0% (28)
Some (1 or more)	42.1% (38)
Difference = +7.9%	
(χ^2 = 0.1493; 1 d.f.; n.s.)	

TABLE 31

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR HOUSING-RELATED SUBSIDIES, CONTROLLING FOR DEGREE OF RECIDIVISM RISK

A. Zero-Order Association - Total Sample (N= 132)

Number of all CY 1973 and CY 1974 Project Contacts for Housing-Related Subsidies	% Recidivating (with one year of Initial CY 1973 Contact)
None (0)	27.9% (43)
Some (1 or more)	44.9% (89)

Difference = -17.0%
(χ^2 = 2.8471; 1 d.f.; p < .10)

B. First-Order Associations - Sample Stratified on High and Low Values of Control Index

Low Recidivism Risk Group (N = 66)

Project Contacts	% Recidivating
None (0)	22.7% (22)
Some (1 or more)	38.6% (44)

Difference = -15.9%
(χ^2 = 1.0312; 1 d.f.; n.s.)

High Recidivism Risk Group (N = 66)

Project Contacts	% Recidivating
None (0)	33.3% (21)
Some (1 or more)	51.1% (45)

Difference = -17.8%
(χ^2 = 1.1785; 1 d.f.; n.s.)

TABLE 32

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR "INCIDENTALS-RELATED" SUBSIDIES, CONTROLLING FOR DEGREE OF RECIDIVISM RISK

A. Zero-Order Association - Total Sample (N = 132)

Number of all CY 1973 and CY 1974 Project Contacts for "Incidentals-Related" Subsidies	% Recidivating (within one year of Initial CY 1973 Contact)
None (0)	31.4% (70)
Some (1 or more)	48.4% (62)

Difference = -17.0%
(χ^2 = 3.2820; 1 d.f.; p < .10)

B. First-Order Associations - Sample Stratified on High and Low Values of Control Index

Low Recidivism Risk Group (N = 66)

Project Contacts	% Recidivating
None (0)	25.0% (36)
Some (1 or more)	43.3% (30)

Difference = -18.3%
(χ^2 = 1.7187; 1 d.f.; n.s.)

High Recidivism Risk Group (N = 66)

Project Contacts	% Recidivating
None (0)	38.2% (34)
Some (1 or more)	53.1% (32)

Difference = -14.9%
(χ^2 = 0.9346; 1 d.f.; n.s.)

TABLE 33

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR "OTHER NEEDS-RELATED" SUBSIDIES, CONTROLLING FOR DEGREE OF RECIDIVISM RISK

A. Zero-Order Association - Total Sample (N = 132)

Number of all CY 1973 and CY 1974 Project Contacts for "Other Needs-Related" Subsidies	% Recidivating (within one year of Initial CY 1973 Contact
None (0)	34.4% (96)
Some (1 or more)	52.8% (36)

Difference = -18.4%

(χ^2 = 2.9830; 1 d.f.; p < .10)

B. First-Order Associations - Sample Stratified on High and Low Values of Control Index

Low Recidivism Risk Group (N = 66)

Project Contacts	% Recidivating
None (0)	32.7% (52)
Some (1 or more)	35.7% (14)

Difference = -3.0%

(χ^2 = 0.0113; 1 d.f.; n.s.)

High Recidivism Risk Group (N = 66)

Project Contacts	% Recidivating
None (0)	36.4% (44)
Some (1 or more)	63.6% (22)

Difference = -27.2%

(χ^2 = 3.3687; 1 d.f.; p < .10)

The pattern of relationships obtained from these tables gives us our first glimpse at the possible roles subsidy payments may have in affecting recidivism. Of the four relationships only receipt of subsidy payments for employment related needs (see Table 30) shows the predicted pattern: Receipt of an employment subsidy is associated with less recidivism than non-receipt and this relationship is stronger for low risk than high recidivism risk clients. While the Chi-square statistic computed from the underlying frequency distribution in Table 30 reveals that this difference is not significant at the accepted .05 level, the percentage difference is in the predicted direction and of some magnitude. In addition, the relationship for the low risk group approaches statistical significance at the generally accepted .05 level.

Tables 31 through 33 all reveal a different pattern of association than that predicted. Receipt of such maintenance subsidies as those for housing needs, incidentals, and other miscellaneous needs are all associated with more rather than less recidivism. As with the association between employment subsidies and recidivism, the relationships based on computation of Chi-square are not statistically significant, although for certain partial tables statistical significance is approximated in these data.

These different results for employment as opposed to maintenance subsidies represent the most significant substantive findings of the evaluative research effort. Interpretation and refinement of these findings is our chief concern in the remaining part of this report - though some attention will be given to researching the effects of non-employment related subsidies on recidivism rates.

The relationship between receipt of employment subsidies and presence/absence of recidivism can be refined in three (3) important ways. First, we can make the number of contacts attribute a trichotomy and redo the cross-tabulation in Table 30. This gives the following results:

Low Risk Group (N = 66)		High Risk Group (N = 66)	
No. Contacts	% Recidivating	No. Contacts	% Recidivating
0	44.1% (34)	0	50.0% (28)
1	22.2% (27)	1	42.9% (28)
2+	20.0% (5)	2+	40.0% (10)

These data further reveal that the association between employment subsidies and recidivism fits a linear pattern. Frequency of contact is inversely related to proportion recidivating and for each increase in number of contacts there is a corresponding decrease in the proportion recidivating.

A second way to refine our analysis of the relationship between employment subsidies and recidivism is to introduce another measure of recidivism and a different control factor and re-examine our original zero order relationship. Here we will use the average number of first year follow-up offenses rather than the proportion recidivating and use presence/absence of an employment problem (unemployment) at initial CY 1973 project contact as our single control factor. This analysis yields four subsamples as follows:

Subsample	(N)	[S.D.]	$\bar{X}$
Employed, with employment subsidies	(12)	[0.79]	.41
Employed, without employment subsidies	(18)	[1.65]	1.16
Unemployed, with employment subsidies	(60)	[1.13]	.65
Unemployed, without employment subsidies	(35)	[1.74]	1.02

(T-Test; t = 1.28; d.f. = 93; n.s. [.05 level])

Again the results are in the direction predicted by the logic of the program - those receiving employment subsidies have a lower average number of follow-up offenses. This is true for both those employed and those unemployed at initial CY 1973 project contact, though the difference in averages is more marked among those who were employed at initial contact.[29]

The critical comparison which must be made using a test of statistical significance is that between the sub-groups receiving and not receiving employment subsidies among the larger group of all those unemployed at initial 1973 contact. Using the t-test, the difference in the averages is not statistically significant at the accepted .05 level of significance.[30]

Lastly, our analysis of the relationship between employment subsidies and recidivism can be refined by first examining the association between employment subsidies and recidivism controlling on employment status at initial contact (see Table 34) and successively adding into our analysis drug and alcohol problems as additional control factors.

[29]Mr. Dale Dodds, the current project director, informs us that many "newly employed clients" at initial CY 1973 contact were given employment subsidies. This fact and several other potential sources of confusion limit the inferential potential of these data. More will be said about these problems later.

[30]Discussions of the t-test can be found in any basic statistics text and will not be a subject of discussion here.

TABLE 34

RELATIONSHIP BETWEEN EMPLOYMENT STATUS AT INITIAL 1973 PROJECT CONTACT, NUMBER OF EMPLOYMENT RELATED SUBSIDIES GIVEN FROM POINT OF INITIAL PROJECT CONTACT IN 1973, AND INCIDENCE OF RECIDIVISM WITHIN ONE YEAR OF INITIAL 1973 PROJECT CONTACT (Sample N = 116)

A. Sub-Sample Unemployed at Initial 1973 Contact (N = 76)

Number of Project Contacts for Employment Related Subsidies	Recidivated Within One Year of Initial 1973 Project Contact Date			
	YES	NO	TOTAL	N
None	47 %	53 %	100%	34
One or more	33 %	67 %	100%	57
Total % Difference =	+14 %			91

(χ^2 = 1.1648; 1 d.f.; n.s.)

B. Sub-Sample Employed at Initial 1973 Contact (N = 26)

Number of Project Contacts for Employment Related Subsidies	Recidivated Within One Year of Initial 1973 Project Contact Date			
	YES	NO	TOTAL	N
None	50 %	50 %	100%	16
One or more	22 %	78 %	100%	9
Total % Difference =	+28 %			25

Difference of Percentage Differences = -14.0%

Table 34 demonstrates that receipt of one or more employment subsidies is associated with smaller proportions recidivating than non-receipt and this relationship is slightly stronger for those who are employed at initial CY 1973 project contact (as revealed by the difference of percentage differences statistic).

The relatively large sub-sample of clients unemployed at initial CY 1973 project contact is of key interest to us in this analysis and also permits additional cross-tabulation. The logic for successively adding drug and alcohol problems into our analysis here is that if the relationship between receipt of employment subsidies and presence of recidivism is of great importance; then, it will not vanish when we add in additional problems. Put another way, we are asking if employment subsidies impact on recidivism regardless of number and type of client problems. If both those with many and those with few additional problems (besides unemploymnet) experience beneficial effects from employment subsidies, the case for their value increases in degree of persuasiveness. Table 35 presents the results of this analysis using successive control factors; i.e., concurrently controlling for drug and alcohol problems among the sub-sample of those unemployed at initial CY 1973 contact.[31] (See Table 35).

[31]Though the results are not reported here, Fisher's exact probability test was used to measure the degree of statistical association in each sub-table of Table 35. This test is appropriate where $\chi 2$ is inapplicable due to extremely small sample sizes. See Sidney Siegel, Nonparametric Statistics for the Behavioral Sciences, New York: McGraw-Hill, 1956 for a discussion of the Fisher test.

Review of data presented in this table indicates that while none of the differences between percentages are statistically significant (as determined by Fisher's Exact Probability test), differences are in the direction predicted by the logic of the program. This last point has a special kind of significance of its own.[32] It means that the effect or impact of employment

[32] The arguments in social science research over what constitutes a significant finding involve rather complex sets of issues. Only one issue, however, really need concern us here. That issue involves "statistical fringe data" (i.e., data where relationships emerge, but the confidence limits of which are very low). Namely, do we want to encourage inferences from such data at the considerable risk of their being proved wrong later on in subsequent reanalyses. Here we take Hans Zeisel's position on the matter. He says:

> "There are good reasons both theoretical and practical for such encouragement. The theoretical reasons are these: first, even a high level of statistical significance entails by definition the possibility of error. Secondly, unless the data are derived from controlled experiments, there is the ever present possibility that hidden variables account for the spuriously high significance of the result. But even if the data are derived from controlled experiments, extrapolating the universe from which the sample was actually drawn always creates the possibility of error."

In a practical sense he adds, that to be lead by any data is better than to be led by none. (See Hans Zeisel, "The Significance of Insignificant Differences," Public Opinion Quarterly, Vol. 19, No. 3 (Fall, 1955), pp. 319-321.)

Our position here, then, is to make inferences from these fringe data merely because they suggest leads for program refinement and for further research. The consequences of following these leads cannot be disastrous merely because they only impose on future programming the requirement that the logic of the program be developed more fully and that clients requesting services be screened more adequately.

TABLE 35

RELATION BETWEEN EMPLOYMENT SUBSIDIES AND RECIDIVISM CONTROLLING FOR EFFECTS OF DRUG AND/OR ALCOHOL PROBLEMS FOR SUB-SAMPLE WITH EMPLOYMENT PROBLEMS[30]
(N = 76)

(0) NO drug problems NO alcohol problems

	R	$\bar{R}$	T
N	40%[31] (4)	(6)	10
Y	27% (3)	(8)	11
T	7	14	21

(1) WITH DRUG PROBLEM NO alcohol problem

	R	$\bar{R}$	T
N	50% (3)	(3)	6
Y	23% (3)	(10)	13
T	6	13	19

(2) WITH DRUG PROBLEM WITH ALCOHOL PROBLEM

	R	$\bar{R}$	T
N	55% (6)	(5)	11
Y	46% (5)	(6)	11
T	11	11	22

NO drug problem WITH ALCOHOL PROBLEM

	R	$\bar{R}$	T
N	60% (3)	(2)	5
Y	44% (4)	(5)	9
T	7	7	14

[30]
Y = Yes, got employment subsidies
N = No, did not get employment subsidies
R = Recidivists
$\bar{R}$ = Non-recidivists
T = Marginal totals
(N) = Cell frequency or number of cases

[31] [%] = Percent recidivating.

CONTINUED

1 OF 2

subsidy awards on client recidivism rates represents an independent effect. That is, its effect is independent of the effects of certain problem factors in our analysis. This also means that we have some evidence to say that while the effect of employment subsidies is minimal on recidivism, the effect might be consistent in terms of frequency of occurrence noted and persistent in terms of variety of conditions under which noted in an analysis which includes an examination of the operation of other factors. Most important of all, we can say that the impact of employment subsidies persists despite the cumulative effect of problems on recidivism. If this finding was to be replicated using other problem factors, we would gain a better understanding of the role of employment subsidies on recidivism rates.

Before attempting to draw further inferences about the impact of subsidies on recidivism, it should be noted that employment subsidies have minimal effects on other types of recidivism outcome - namely on technical violations. Table 36 presents data related to this inference. (See Table 36.)

Data in this table indicates that among those employed at initial CY 1973 project contact, there is a tendency to have fewer technical violations among those receiving employment subsidies. The situation is reversed for the sub-sample unemployed at initial CY 1973 contact, though the percentages are really too small for very meaningful analysis.

TABLE 36

RECIDIVISM OUTCOME[33] BY EMPLOYMENT STATUS AT INITIAL PROJECT CONTACT AND NUMBER OF EMPLOYMENT RELATED SUBSIDIES PAID

Employment Status at Initial Contact

Number of Employment Subsidies	Employed			Unemployed		
	Outcome	n	%	Outcome	n	%
0	1. No arrest and Technical Violation	8	44.4[34]	1. No arrest and Technical Violation	18	51.4
	2. Arrest only ...	8	44.4	2. Arrest only...	13	37.1
	3. Technical Violation only	1	(5.6)	3. Technical Violation only	1	(2.9)
	4. Both	1	5.6	4. Both	3	8.6
		(18)	100.0%		(35)	100.0%
	Outcome	n	%	Outcome	n	%
1 or more	1. No arrest and Technical Violation	9	75.0	1. No arrest and Technical Violation	35	58.3
	2. Arrest only ...	3	25.0	2. Arrest only ...	17	28.3
	3. Technical Violation only	0	(0.0)	3. Technical Violation only	4	(6.7)
	4. Both	0	0.0	4. Both	4	6.7
		(12)	100.0%		(60)	100.0%

[33] Outcome for period up to 1 year of initial CY 1973 project contact.

[34] [__%] = percent successful

(6.7%) = percent with technical violation only.

E. FURTHER REFINEMENT OF OUR FINDINGS, INTERPRETATIONS, CONCLUSIONS, AND RECOMMENDATIONS

No one familiar with the problems of drawing causal inferences from survey (non-experimental) data would advocate that based on these findings, this project not be refunded and continued in some future form. However, the finding that receipt of these resources (subsidies) have rather minimal impact on client recidivism and the finding that receipt of three of the four major kinds of subsidies have adverse effects on recidivism merits considerable attention regardless of the level of confidence placed in these findings.

Before making recommendations based on these findings, let's examine the limitations of these data and the research problems they pose for both program staff and researcher. In particular, one has the gnawing feeling that these findings are a product of two major limitations in the research design.

First, one cannot conclusively rule out the influence of possible selection biases. Might it be possible, for example, that those clients seeking employment subsidies differ markedly from those seeking the other three types of maintenance subsidies? It is not inconceivable that those clients motivated to succeed on parole/probation or after discharge are those who seek and receive employment subsidies, while those less motivated seek out and receive the other subsidies. Such a bias could explain our results apart from exposure to subsidy resources, per se. One always can say that these clients would succeed or fail regardless of whether or not they receive subsidies. Our data

permit us to look for certain differences between clients by type of subsidy requested (differences in age, prior offenses, number and type of problems, etc.); but we have no way to really detect differences in motivation levels.

Second, we cannot really control for the effects of history and outside variables which may operate over time to influence client recidivism outcome. One major limitation of this evaluation is that it is project specific and assumes that these clients have only been exposed to CBPS services. Actually in a system sense these clients might be eligible for and might have received other services from other projects. We know, for example, that those with different criminal justice system statuses have contacts with different agents of community supervision, and further that criminal justice system status (primarily differences in levels of community supervision) is related to recidivism in this sample.[35] (See Table 37.) These limitations can be overcome, in part, by employing a more rigorous research design - one which uses a comparison group and preferably one with a randomized control group.

Unlike the relationship between employment subsidies and recidivism, relationships between receipt of other subsidy awards and recidivism were not subject to extensive refinement in our analyses here. This lack of refinement and further exploration of the relationships in these data generates many more research questions. Doubtless, these data could form the basis for answering many of these questions. Only as these findings here are digested will these additional questions become articulated clearly by readers of this report.

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[35]Such variation in contacts implies both differences in access to services and differences in risk associated with detection of recidivist offenses.

TABLE 37

RELATIONSHIP BETWEEN TYPES OF COMMUNITY SUPERVISION (CJS STATUSES) AND PROPORTIONS OF CLIENTS RECIDIVATING

Type of Status for Community Supervision	% Recidivating	(N)
Discharge	31.8%	(22)
Transitional Services[36]	33.3%	(12)
Field Services[37]	40.8%	(98)
	Total	132

Returning to the idea of programming and evaluating in phases, it would appear that continuation of a subsidies program must develop a logic for delivery of awards to needy clients. Such a logic might well be developed using an opportunity or reward theory of criminal involvement. In any event, our theory of intervention must be articulated for both program staff and audience. It must address such issues as what staff hope to obtain from a subsidy award, what the service buys in terms of client attitudes/behaviors, and what these services do for the client in terms of self esteem and self concept.

[36]Terminal leave (early discharge) and education release.

[37]Probation and parole.

Some years ago, J. Douglas Grant stated that the effectiveness of a correctional agency's decisions and operations must be determined by systematic self study, use of prediction procedures, and better utilization of information collected on clients.[38] Further, he warned that correctional programs help some offenders and probably harm others. They also often spend too much on "good risks". This brings us to the most glaring deficiency of this program - little if any systematically collected statistical data and other information were used to make decisions on subsidy awards for high and low risk clients. These findings question the under-utilization of information - especially base expectancy scores - for grouping clients into recidivism risk groups for making decisions on subsidy awards.

Doubtless, some of the information presented in this report could be used to improve decision-making here. For example, determining if a client was a low or high recidivism risk could help us determine what type and amount of assistance he or she should receive and how often. It is conceivable that radically different approaches could be used for high and low recidivism risk clients. Eventually, the program could experiment, for example, with loans for high risk clients and use direct financial assistance for low risk clients. It might be possible to request that by agreement rearrest and conviction of a client receiving a loan would require that he or she make restitution by repaying all or part of the loan. This also could keep the pool of

[38]J. Douglas Grant, "It's Time to Start Counting", Crime and Delinquency, Vol. 8, No. 3 (July 1962), pp. 259-264.

dollars and other project resources replenished to some extent for the collective good of more clients. There are, of course, many other possibilities.

In terms of a second phase evaluation effort, there are many areas where this research could be improved and additional research undertaken. One persistent problem of this research is the crude level of measurement characterizing our dependent and independent variables. Measuring recidivism purely in terms of rearrest only leaves much to be desired. Some refinement in this variable is called for in future research. In particular, information on arrest disposition should be added into our analysis. Also, the dependent variables could be expanded to include other dimensions of recidivism such as seriousness of offense, months to next arrest, and type of rearrest offense.

As far as independent variables are concerned, the level of measurement is not only crude, but lends itself to the production of ambiguities in drawing inferences about the associations between receipt of project services and recidivism. For example, using board categories, such as employment-related, housing, and incidentals-related subsidies opens up some questions as to exactly what services and resources were purchased and what effects these more specific services/resources individually might have had on client behaviors. This is particularly true for the category of subsidy assistance labeled "other". This category included payments for academic and vocational training, food, certain cases of clothing purchase (usually non-work clothes), payment for drug and alcohol treatment, payment for medical and dental services, certain transportation related payments (usually for non-work

related needs), and a hodgepodge of miscellaneous needs which nearly defy classification.

These boardly defined categories of need met by subsidy award indicate the lack of specificity which this late starting evaluation effort inherited from an ongoing project. The result of categorizing services in such a cumbersome, non-scientific way is that we cannot always provide refinement in our conclusions. For example, do housing subsidies have a detrimental effect on client recidivism rates because of some inherent quality of this service or is it the result of some characteristic related to receipt of such subsidy award? One interesting line of speculation which ought to be pursued in a separate analysis is provided by the fact that this program paid for a number of slots in half-way houses around the state.

Thus, the housing subsidy, per se, might not be the contributing factor, but being placed in a situation which fosters differential association with ex-offenders undergoing similar frustrations of community adjustment together could be a lead to a causal interpretation of the undesirable association between housing subsidy award and increased recidivism. Only a scientifically useful scheme for classifying types of subsidy awards according to the logic of classes can aid us in the process of refining our findings here.[39]

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[39]One requirement of a scientifically useful classification scheme is that categories be mutually exclusive. This means that by virtue of a case being assigned or included in category A, for example, we exclude or do not include it in category B. This logical rule is violated often in our research situation. As a case in point, it was noted during the course of data collection for this project evaluation that when a check was made out directly to a client for such maintenance needs as those covered by "the incidentals" and "other needs" categories, it was difficult to obtain itemized information on how much went to pay for such asundry items as food stuffs, articles of clothing, gas, and bus fare expenses, personal appearance items, etc. In particular, no itemization detail was available for classifying clothing purchases. We could not always determine if work clothes were classified as "employment related" subsidies or as "other" subsidies.

Like so many projects which offer only equivocal (but suggestive) estimates of program effectiveness rather than sharply defined conclusions, this research project can only be conceived as a beginning or first phase effort. Some further refinement in analyses of these preliminary data are possible. For instance, one promising line of analysis is to specify more sub-groupings of clients which demonstrate differential effects of project services. Sub-samples varying by age and by amount of community risk time before initial project contact in CY 1973 demonstrate that the effects of various subsidies on recidivism rates are not often uniform. This additional refinement is illustrated in Tables 38 through 49.

Taking the total sample of 133 with CCH data and stratifying by age using a cutting point between 27 and 28 years, Tables 38, 39, 40, and 41 reveal that age as a dichotomous attribute interacts with recidivism and with each of the four major subsidy attributes. The effects of these subsidies (particularly employment subsidies and housing subsidies) vary markedly by age grouping. The desirable impact of employment subsidies and the undesirable impact of housing subsidies are almost totally confined to the younger age group. (See Tables 38 through 41.)

TABLE 38

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR EMPLOYMENT-RELATED SUBSIDIES, CONTROLLING FOR AGE

A. Zero-Order Association - Total Sample (N = 133)

Number of all CY 1973 and CY 1974 Project Contacts for Employment-Related Subsidies

	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	45.0% (60)
Some (1 or more)	32.9% (73)
	Difference = +12.1%
	($\chi 2$ = 1.5666; 1 d.f.; n.s.)

B. First-Order Associations - Sample Stratified on High and Low Values of age

Younger Clients (18 to 27 years old) (N = 65)

Project Contacts	% Recidivating
None (0)	52.0% (25)
Some (1 or more)	27.5% (40)
	Difference = +24.5%
	($\chi 2$ = 2.9829; 1 d.f.; p<.10)

Older Clients (28 to 50 years old) (N = 68)

Project Contacts	% Recidivating
None (0)	40.0% (35)
Some (1 or more)	39.4% (33)
	Difference = +0.6%
	($\chi 2$ = 0.0388; 1 d.f.; n.s.)

TABLE 39

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR HOUSING-RELATED SUBSIDIES, CONTROLLING FOR AGE

A. Zero-Order Association - Total Sample (N = 133)

Number of all CY 1973 and CY 1974 Project Contacts for Housing-Related Subsidies	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	31.6% (38)
Some (1 or more	41.1% (95)

Difference = -9.5%
($\chi 2$ = 0.6687; 1 d.f.; n.s.)

B. First-Order Associations - Sample Stratified on High and Low Values of age

Younger Clients (18 to 27 years old) (N = 65)

Project Contacts	% Recidivating
None (0)	25.0% (20)
Some (1 or more)	42.2% (45)

Difference = -17.2%
($\chi 2$ = 1.1014; 1 d.f.; n.s.)

Older Clients (28 to 50 years old) (N = 68)

Project Contacts	% Recidivating
None (0)	38.9% (18)
Some (1 or more)	40.0% (50)

Difference = -1.1%
($\chi 2$ = 0.0393; 1 d.f.; n.s.)

TABLE 40

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR "INCIDENTAL-RELATED" SUBSIDIES, CONTROLLING FOR AGE

A. Zero-Order Association - Total Sample (N = 133)

Number of all CY 1973 and CY 1974 Project Contacts for "Incidental-Related" Subsidies	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	30.4% (69)
Some (1 or more)	46.9% (64)

Difference = -16.5%
($\chi 2$ = 3.1323; 1 d.f.; $p<.10$)

B. First-Order Associations - Sample Stratified on High and Low Values of Age

Younger Clients (18 to 27 years old) (N = 65)

Project Contacts	% Recidivating
None (0)	25.0% (32)
Some (1 or more)	48.5% (33)

Difference = -23.5%
($\chi 2$ = 2.9050; 1 d.f.; $p<.10$)

Older Clients (28 to 50 years old) (N = 68)

Project Contacts	% Recidivating
None (0)	35.1% (37)
Some (1 or more)	45.2% (31)

Difference = -10.1%
($\chi 2$ = 0.3514; 1 d.f.; n.s.)

TABLE 41

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR "OTHER NEEDS-RELATED" SUBSIDIES, CONTROLLING FOR AGE

A. Zero-Order Association - Total Sample (N = 133)

Number of all CY 1973 and CY 1974 Project Contacts for "Other Needs-Related" Subsidies	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	33.0% (97)
Some (1 or more)	52.8% (36)

Difference = -19.8%
(χ^2 = 3.5519; 1 d.f.; p<.10)

B. First-Order Associations - Sample Stratified on High and Low Values of Age

Younger Clients (18 to 27 years old) (N = 65)

Project Contacts	% Recidivating
None (0)	34.0% (53)
Some (1 or more)	50.0% (12)

Difference = -16.0%
(χ^2 = 0.5017; 1 d.f.; n.s.)

Older Clients (28 to 50 years old) (N = 68)

Project Contacts	% Recidivating
None (0)	31.8% (44)
Some (1 or more)	54.2% (24)

Difference = -22.4%
(χ^2 = 2.3736; 1 d.f.; n.s.)

This differential effect of employment subsidies on recidivism manifested by looking at different age groupings in the total sample demands further refinements in our research. For example, why would younger clients apparently react so positively to employment subsidies where the older clients show little effect of receiving such subsidies? Are the younger clients more motivated to succeed and is receipt of an employment subsidy simply an indicator of higher motivation to succeed? Or, is receipt of an employment subsidy associated with receipt of other types of assistance which individually or in combination, produce reduced recidivism? Likewise, the apparent differences between age groups in the effects of housing subsidies on recidivism merit the same kind of refinement and operate to generate unanswered questions. Why would a housing subsidy so adversely affect the younger client but not the older client? What factors are associated with getting housing subsidies among the younger clients which might give us a lead to better causal interpretations of these findings?

By taking the total sample of 133 again and stratifying by amount of pre-CY 1973 project contact using a cutting point between three and four months of community time before initial CY 1973 project contact; Tables 42, 43, 44, and 45 reveal a pattern similar to that in the previous four statistical tables. (See Tables 42 through 45.) Pre-project community risk time interacts with recidivism and each of the four major subsidy attributes. The effects of these subsidies vary by community time grouping with the desirable effects of employment subsidies and the undesirable effects of housing subsidies almost entirely confined to those clients who come to the project with little previous community time.

TABLE 42

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR EMPLOYMENT-RELATED SUBSIDIES, CONTROLLING FOR PRE-PROJECT COMMUNITY "RISK" TIME

A. Zero-Order Association - Total Sample (N = 133)

Number of all CY 1973 and CY 1974 Project Contacts for Employment-Related Subsidies	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	45.0% (60)
Some (1 or more)	32.9% (73)

Difference = +12.1%
(χ^2 = 1.5666; 1 d.f.; n.s.)

B. First-Order Associations - Sample Stratified on High and Low Values of Community Time

Little Community Time (0-3 months) (N = 75)

Project Contacts	% Recidivating
None (0)	50.0% (26)
Some (1 or more)	26.5% (49)

Difference =+23.5%
(χ^2 = 3.1598; 1 d.f.; p<.10)

More Community Time (4 or more months) (N = 58)

Project Contacts	% Recidivating
None (0)	41.2% (34)
Some (1 or more)	45.8% (24)

Difference = -4.6%
(χ^2 = 0.0070; 1 d.f.; n.s.)

TABLE 43

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR HOUSING-RELATED SUBSIDIES, CONTROLLING FOR PRE-PROJECT COMMUNITY RISK TIME

A. Zero-Order Association - Total Sample (N = 133)

Number of all CY 1973 and CY 1974 Project Contacts for Housing-Related Subsidies	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	31.6% (38)
Some (1 or more)	41.1% (95)

Difference = -9.5%
(χ^2 = 0.6687; 1 d.f.; n.s.)

B. First-Order Associations - Sample Stratified on High and Low Values of Community Time

Little Community Time (0-3 months) (N = 75)

Project Contacts	% Recidivating
None (0)	24.0% (25)
Some (1 or more)	40.0% (50)

Difference = -16.0%
(χ^2 = 1.2436; 1 d.f.; n.s.)

More Community Time (4 or more months) (N = 58)

Project Contacts	% Recidivating
None (0)	46.2% (13)
Some (1 or more)	42.2% (45)

Difference = +4.0%
(χ^2 = 0.0043; 1 d.f.; n.s.)

TABLE 44

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR "INCIDENTALS-RELATED" SUBSIDIES, CONTROLLING FOR PRE-PROJECT COMMUNITY RISK TIME

A. Zero-Order Association - Total Sample (N = 133)

Number of all CY 1973 and CY 1974 Project Contacts for "Incidentals-Related" Subsidies	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	30.4% (69)
Some (1 or more)	46.9% (64)

Difference = -16.5%
($\chi 2$ = 3.1323; 1 d.f.; p<.10)

B. First-Order Associations - Sample Stratified on High and Low Values of Community Time

Little Community Time (0-3 months) (N = 75)

Project Contacts	% Recidivating
None (0)	28.2% (39)
Some (1 or more)	41.7% (36)

Difference = -13.5%
($\chi 2$ = 0.9624; 1 d.f.; n.s.)

More Community Time (4 or more months) (N = 58)

Project Contacts	% Recidivating
None (0)	33.3% (30)
Some (1 or more)	53.6% (28)

Difference = -20.3%
($\chi 2$ = 1.6639; 1 d.f.; n.s.)

TABLE 45

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR "OTHER NEEDS-RELATED" SUBSIDIES, CONTROLLING FOR PRE-PROJECT COMMUNITY RISK TIME

A. Zero-Order Association - Total Sample (N = 133)

Number of all CY 1973 and CY 1974 Project Contacts for "Other Needs-Related" Subsidies	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	33.0% (97)
Some (1 or more)	52.8% (36)

Difference = -19.8%
($\chi 2$ = 3.5519; 1 d.f.; p<.10)

B. First-Order Associations - Sample Stratified on High and Low Values of Community Time

Little Community Time (0-3 months) (N = 75)

Project Contacts	% Recidivating
None (0)	28.6% (63)
Some (1 or more)	66.7% (12)

Difference = -38.1%
($\chi 2$ = 4.8864; 1 d.f.; p<.05)

More Community Time (4 or more months) (N = 58)

Project Contacts	% Recidivating
None (0)	41.2% (34)
Some (1 or more)	45.8% (24)

Difference = -4.6%
($\chi 2$ = 0.0070; 1 d.f.; n.s.)

By using the control for community time, these findings on the impact of housing subsidies are consistent with the differential association or criminal influence explanation alluded to earlier. We would expect that if a sizeable number of those receiving housing subsidies are assigned half-way houses, there is the possibility of a negative peer influence effect. This would be most pronounced among the younger clients and among those who have recently been released from institutions. In any event, this is mere speculation at this point in time. These findings only provide an impetus for doing more research. It is simply imperative that these findings be accounted for in some way - preferably by way of making causal rather than mere correlational inferences about the relations between subsidy award and recidivism.

The relationship between recidivism and receipt/non-receipt of employment-related subsidies (statistically controlling for age and community time differences) can be subject to even further refinement. This refinement is achieved by first omitting those nine cases having project contacts earlier than CY 1973 (those with initial project contacts occurring in CY 1972) and then by looking at the three attribute relationships for the subsample unemployed at initial CY 1973 project contact.

Tables 46, 47, 48, and 49 reveal that when we are dealing only with those cases initially served in CY 1973 and unemployed at initial CY 1973 project contact the effects of employment subsidies on recidivism are not only confined to the younger client subsample and that with little community time (0 to 2 months in these tables) but they are very pronounced in that we have even larger percentage differences. (See Tables 46 through 49). In fact, with the exception of Table 49, all of the differences in recidivism rates between those getting and not

TABLE 46

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR EMPLOYMENT-RELATED SUBSIDIES, CONTROLLING FOR AGE

A. Zero-Order Association - Total Sample (N = 124) 40

Number of all CY 1973 and CY 1974 Project Contacts for Employment-Related Subsidies

	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	45.6% (57)
Some (1 or more)	31.3% (67)
Difference = +14.3%	
(χ^2 = 2.0930; 1 d.f.; n.s.)	

B. First-Order Associations - Sample Stratified on High and Low Values of Age

Younger Clients (18 to 27 years old) (N = 59)

Project Contacts	% Recidivating
None (0)	56.5% (23)
Some (1 or more)	25.0% (36)
Difference = +31.5%	
(χ^2 = 4.6914; 1 d.f.; p<.05)	

Older Clients (28 to 50 years old) (N = 65)

Project Contacts	% Recidivating
None (0)	38.2% (34)
Some (1 or more)	38.7% (31)
Difference = -0.5%	
(χ^2 = 0.0466; 1 d.f.; n.s.)	

40Excludes 9 cases with project contacts in CY 1972

TABLE 49

PROPORTIONS RECIDIVATING BY NUMBER OF PROJECT CONTACTS FOR EMPLOYMENT-RELATED SUBSIDIES, CONTROLLING FOR PRE-PROJECT COMMUNITY RISK TIME

A. Zero-Order Association - Total Sample (N = 91)[43]

Number of all CY 1973 and CY 1974 Project Contacts for Employment-Related Subsidies	% Recidivating (within one year of Initial CY 1973 contact)
None (0)	47.1% (34)
Some (1 or more)	33.3% (57)

Difference = +13.8%
($\chi 2$ = 1.1648; 1 d.f.; n.s.)

B. First-Order Associations - Sample Stratified on High and Low Values of Community Time

Little Community Time (0-2 months) (N = 45)

Project Contacts	% Recidivating
None (0)	54.5% (11)
Some (1 or more)	26.5% (34)

Difference = +28.0%
($\chi 2$ = 1.8199; 1 d.f.; n.s.)

More Community Time (3 or more months) (N = 46)

Project Contacts	% Recidivating
None (0)	43.5% (23)
Some (1 or more)	43.5% (23)

Difference = 0.0%
($\chi 2$ = 0.0885; 1 d.f.; n.s.)

[43]Excludes 9 cases with CY 1972 project contacts and excludes all cases with employment at initial CY 1973 project contact.

getting employment subsidies are significant at the more acceptable .05 level.[44]

These last and final findings here ought to mark the point at which future research should begin. Why do employment subsidies have this desired impact on only younger (unemployed) clients and those unemployed with little community time? What is it about receipt of employment subsidies among these sub-groupings of clients which reduces recidivism?

These questions and many others can be addressed both by further analyses of these data using statistical techniques for making causal inferences from non-experimental data and from the collection of new data tapping some of the client motivational factors which must be identified as operating here.

While we have not made many recommendations which are of the policy-related type, these findings (however limited in terms of measurement and research design) strongly suggest that future research and programming focus on the refined use of employment and housing subsidies and on clarifying the role of each in their effects on recidivism.

Though these preliminary evaluation results may not be totally encouraging for the practitioner, some notice should be made of the fact that by measuring success very stringently in terms of recidivism (rearrest rates) it is surprising that we should note differences in

[44]Slight discrepancies between the data presented in Tables 38 through 49 and Tables 30 through 37 in the numbers receiving various types of subsidies is the likely result of differences in the mode of data processing and analysis. The earlier tables were subject to data analysis via manual operations while the later tables were done using automated data processing.

recidivism at all. This is particularly so when we consider that the number of project contacts per client was rather low and the total dollars per client expended was likewise low.

The most promosing tact from this point on would be to refine our logic of delivering subsidies - especially employment and housing subsidies. In some ways it also makes sense to have the evaluation lead the future project - at least in the development of more refined measures of service delivery and in developing program assumptions for later testing. This may require the development of a quasi-experimental or experimental design for testing these assumptions.[45] This may be more of a phase III effort; but one which most surely be inevitable - especially if client motivational factors and other selection factors are strong influences on recidivism rates in our target populations.

[45]See Craig Reinarman and Donald Miller, Direct Financial Assistance to Parolees: A Promising Alternative in Correctional Programming, 1975, Research Report No. 55, California Department of Corrections, for an example of an experimentally designed subsidies project.

F. "Yah, but", - A POSTSCRIPT

A well-known corrections administrator whose candor I admire once told me that evaluators were "yah, but" experts. They can never seem to say anything without qualifying it. Yes, they say it is true that ..., but then, there are exceptions ... etc., etc. I have to agree with the "qualification" aspects of the evaluator's work. However, there is a constructive way that qualification can aid the practitioner-administrator. This is by refinement in the analysis of program impact on client behavior. It is critical for the researcher to be able to tell the administrator what works for what clients and when and where and under what conditions.

As far as qualification goes, I have to say that based on the qualified analyses in this report; we have increased substnatially our understanding of the correctional effectiveness of direct financial assistance. Hopefully, further analysis, re-analysis, programming, and re-programming (in phases) will enhance that understanding.

These research findings support a general conclusion that any future subsidies project should be of a limited, exploratory type which relies on greater refinement in interventive logic and which subjects a number of basic operating assumptions to test via an experimental design or rigorous quasi-experimental design employing control and/or comparison groups.

APPENDIX A

APPENDIX A

STATISTICAL REPORT

COMMUNITY SUBSIDY PROGRAM

JANUARY 1, 1973 - DECEMBER 31, 1973

PREVIOUS CONFINEMENT FACILITY	JAN.	FEB.	MARCH	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.	TOTAL
OSCI	18	10	13	9	3	12	10	16	12	7	7	16	133
OSP	26	17	25	25	10	15	30	18	18	15	14	20	233
OWCC	2	3	4	4	1	3	2	6	4	2	1	5	37
CO. JAIL	2	5	3	1	---	---	1	2	6	3	4	1	28
FEDERAL	3	2	2	1	---	---	4	3	1	1	2	3	22
PROBATION	15	25	21	20	6	10	12	18	17	15	17	12	188
TOTAL APP.	66	62	68	60	20	40	59	63	58	43	45	57	641

AREA OF RESIDENCE *	JAN.	FEB.	MARCH	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.	TOTAL
SALEM REGION	22	16	20	16	9	14	23	7	15	15	18	21	196
PORTLAND REGION	31	24	28	22	7	10	18	29	21	12	21	22	245
EUGENE REGION	11	20	17	20	4	13	17	25	20	12	5	11	175
PENDLETON REGION	2	---	2	2	---	2	---	1	---	2	1	2	14
MEDFORD REGION	---	2	1	---	---	1	1	1	2	2	---	1	11

* Clients may or may not live in indicated city. Residential area based on Parole and Probation regional boundaries.

STATISTICAL REPORT

COMMUNITY SUBSIDY PROGRAM

January 1, 1973 - December 31, 1973

Status	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	TOTAL
Parole	18	14	18	15	8	13	19	15	23	16	11	18	173
Probation	15	25	21	20	6	10	12	18	17	15	17	12	180
Parole Ordered (Job Search)	13	9	11	7	1	4	10	10	2	4	3	3	77
Post Release Programming	2	0	3	7	1	1	4	5	5	1	4	4	37
Discharged	15	12	13	10	4	12	10	12	10	6	8	17	152
Out of state parolees	3	2	2	1	---	---	4	3	1	1	2	3	22
Total number of applicants	66	62	68	60	20	40	59	63	58	43	45	57	641
Total amount awarded	4,968	4,774	6,791	4,867	1,635	3,688	4,765	5,297	4,489	3,620	3,078	4,684	$52,656
Average amount awarded	$75	$77	$99	$81	$81	$92	$80	$84	$77	$84	$68	$82	$82.14

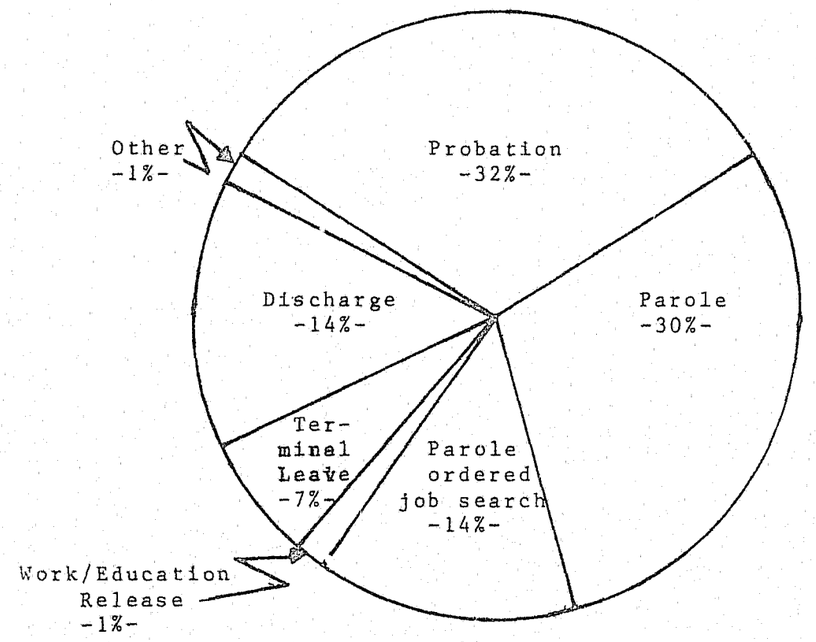
APPENDIX B

C O M M U N I T Y B A S E D S U B S I D I E S P R O G R A M

Criminal Justice Status at 1973 Initial Contact

Sample: 152 Cases-25% of 1973 Cases

CY 1973 and CY 1974

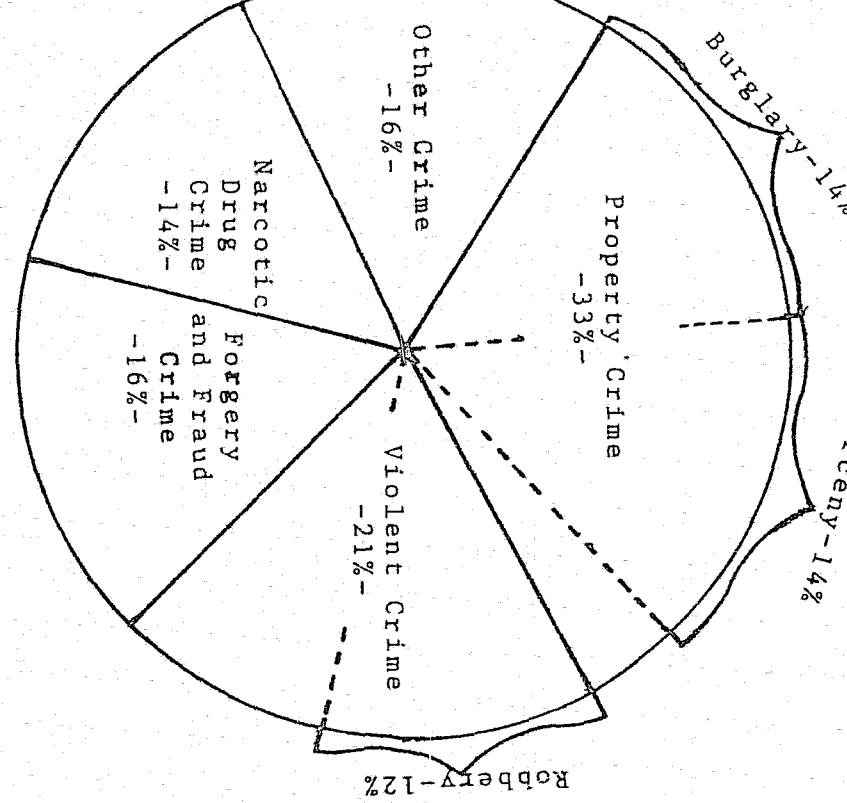


Status	Number of Cases
Probation	49
Parole	46
Parole ordered job search	21
Work/Education Release	2
Terminal Leave	10
Discharge	22
Other	2
All Statuses	152

Most Recent Offense at 1973 Initial Contact

Sample: 152 Cases-25% of 1973 Cases

CY 1973 and CY 1974



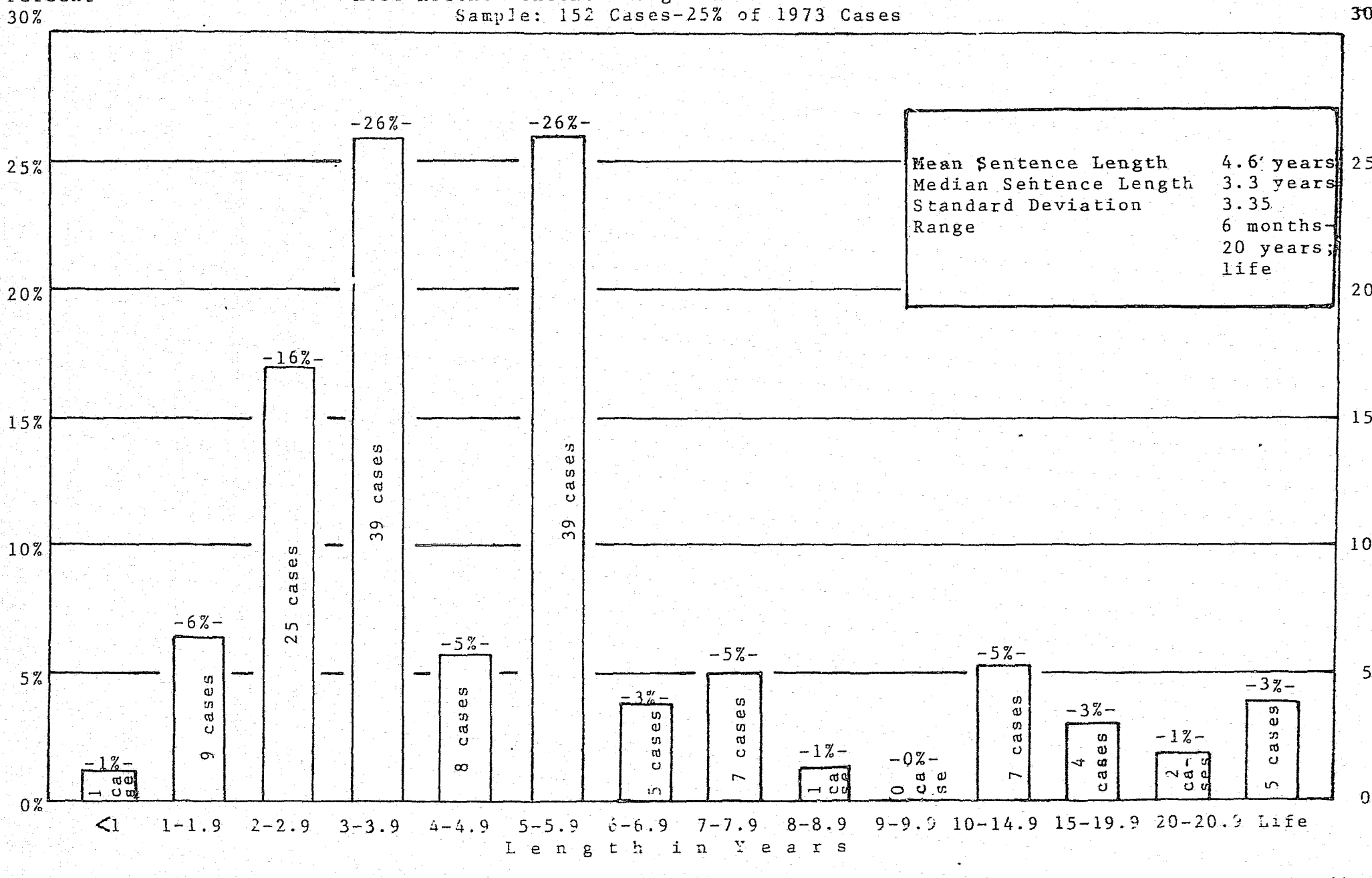
Type	Number of Cases
Property Crime	50
(Burglary Crime	22)
(Larceny Crime	22)
Violent Crime	32
(Robbery Crime	18)
(Subtotal Part I Crime	82)
Forgery and Fraud Crime	25
Narcotic Drug Crime	21
Other Crime	24
All Types	152

C O M M U N I T Y B A S E D S U B S I D I E S P R O G R A M

CY 1973 and CY 1974

Most Recent Sentence Length at 1973 Initial Contact

Sample: 152 Cases-25% of 1973 Cases

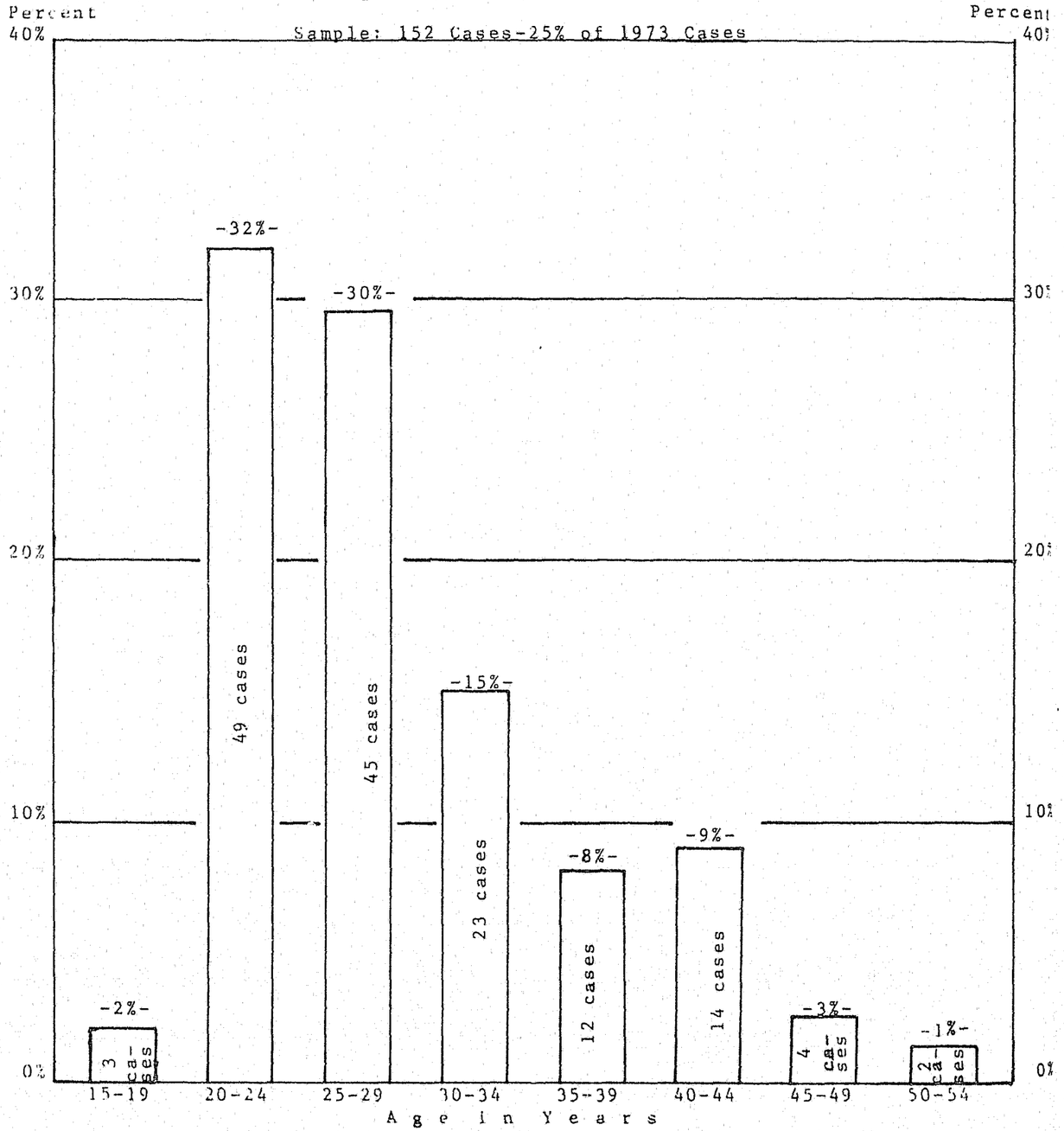


Mean Sentence Length	4.6 years
Median Sentence Length	3.3 years
Standard Deviation	3.35
Range	6 months-20 years; life

COMMUNITY BASED SUBSIDIES PROGRAM

CY 1973 and CY 1974

Age at 1973 Initial Contact



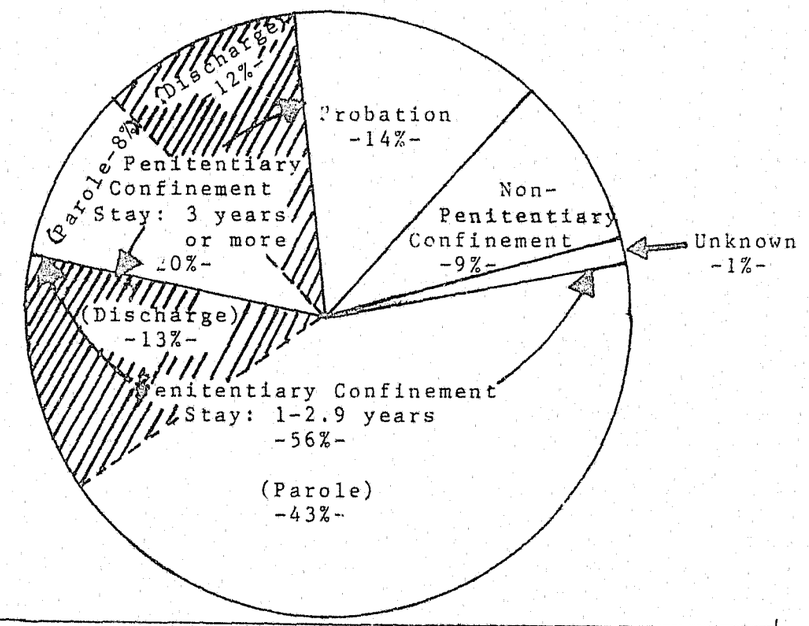
Mean Age 29.1 years	Standard Deviation 7.35
Median Age 26.9 years	Range 18-50 years

COMMUNITY BASED SUBSIDIES PROGRAM

CY 1973 and CY 1974

Most Characteristic Correctional History at 1973 Initial Contact

Sample: 152 Cases-25% of 1973 Cases



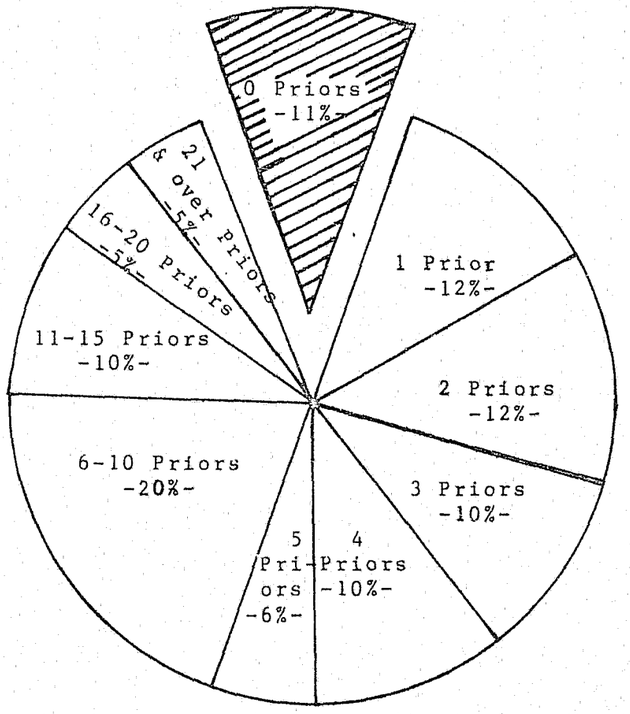
Type	Number of Cases
Probation	21
NonPenitentiary Confinement	14
Penitentiary Confinement Stay: 1-2.9 years	85
(Discharge	20)
(Parole	65)
Penitentiary Confinement Stay: 3 years or more	31
(Discharge	18)
(Parole	13)
Unknown	1
All Types	152

COMMUNITY BASED SUBSIDIES PROGRAM

CY 1973 and CY 1974

Prior Criminal History at 1973 Initial Contact

Sample: 152 Cases-25% of 1973 Cases



Number of Priors	Number of Cases
No Priors	17
One Prior	18
Two Priors	19
Three Priors	15
Four Priors	15
Five Priors	9
Six-Ten Priors	31
Eleven- Fifteen Priors	14
Sixteen-Twenty Priors	7
Twenty-one and over Priors	7
All Priors	152

Mean Number of Priors	6.2	Standard Deviation	6.49
Median Number of Priors	5.1	Range	0-31

COMMUNITY BASED SUBSIDIES

Offenses Prior to Current Offense and Initial 1973 Contact

CY 1973 and CY 1974

Number Of Offenses	Against Persons		Against Property		Sex Crimes		Against Family		Forgery/Fraud Checks		Drugs		Alcohol		Vice		All Others		All Offenses	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
None	110	72.4	56	36.8	142	93.4	146	96.1	108	71.1	119	78.3	102	67.1	145	95.4	60	39.5	17	11.2
1 Only	24	15.8	37	24.3	7	4.6	5	3.3	17	11.2	21	13.8	22	14.5	4	2.6	39	25.7	18	11.8
2 Only	10	6.6	17	11.2	2	1.4	1	.7	14	9.2	5	3.3	10	6.6	1	.7	26	17.1	19	12.5
3 Only	3	2.0	14	9.2	1	.7			4	2.6	2	1.3	4	2.6			15	9.9	15	9.9
4 Only	1	.7	6	3.9					4	2.6	3	2.0	5	3.3			6	3.9	15	9.9
5 Only	2	1.3	8	5.3					1	.7			1	.7	1	.7	2	1.3	9	5.9
6 Only	1	.7	6	3.9					1	.7	1	.7	1	.7			3	2.0	8	5.3
7 Only	1	.7	1	.7															4	2.6
8 Only			5	3.3					1	.7			3	2.0	1	.7	1	.7	5	3.3
9 Only			2	1.3									1	.7					5	3.3
10 Only									1	.7									9	5.9
11 Only																			5	3.3
12 Only																			3	2.0
13 Only																			1	.7
14 Only											1	.7	2	1.3					4	2.6
15 Only																			1	.7
16 Only																			3	2.0
17 Only																			1	.7
19 Only																			1	.7
20 Only																			2	1.3
21 Only																			1	.7
24 Only																			1	.7
25 Only																			1	.7
28 Only																			3	2.0
31 Only																			1	.7
Subtotal w/# Priors	42	27.6	96	63.2	10	6.6	6	3.9	44	28.9	33	21.7	50	32.9	7	4.6	92	60.5	135	88.8
Total	152	100	152	100	152	100	152	100	152	100	152	100	152	100	152	100	152	100	152	100
Ave. Mean	1.9		2.9		1.4		1.2		2.6		2.1		3.3		2.6		2.1		6.2	
Median	.9		1.6		.7		.6		1.4		.8		1.3		.9		1.3		5.1	
Range	0-7		0-9		0-3		0-2		0-12		0-14		0-16		0-7		0-8		0-31	
S.D.																			6.49	

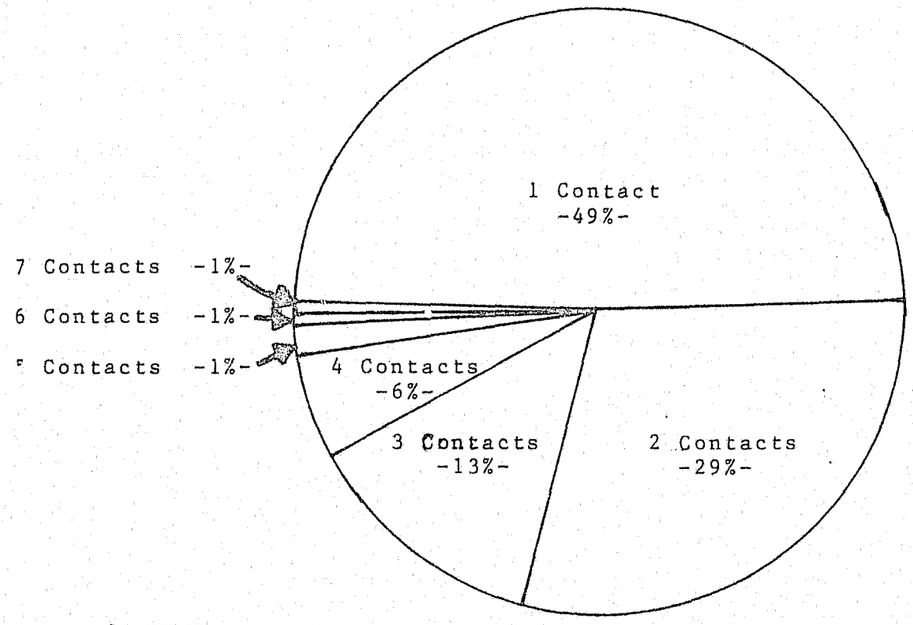
APPENDIX C

C O M M U N I T Y B A S E D S U B S I D I E S P R O G R A M

CY 1973 and CY 1974

Contacts for Service

Sample: 152 Cases-25% of 1973 Cases



Number of Contacts	Number of Cases
One	75
Two	44
Three	20
Four	9
Five	2
Six	1
Seven	1
All Contacts	152

Mean Number of Contacts	1.9	Range	1-7
Median Number of Contacts	1.0		

COMMUNITY BASED SUBSIDIES

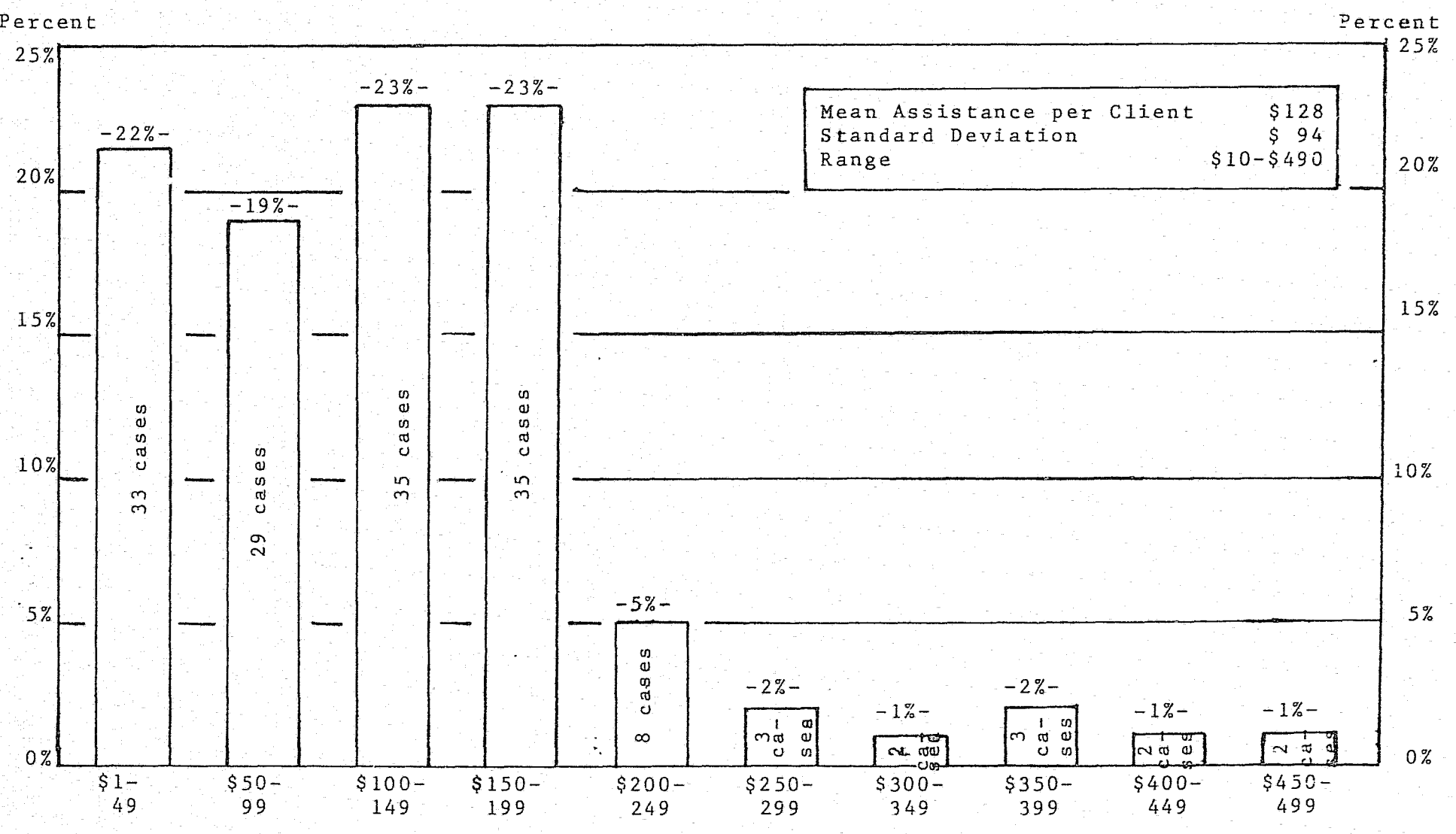
Service Delivery By

Type of Needs
CY 1973 and CY 1974

Total Amounts	Employment Fre.	Employment %	Acad/Voc Training Fre.	Acad/Voc Training %	Housing Fre.	Housing %	Food Fre.	Food %	Clothing Fre.	Clothing %	Incidentals Fre.	Incidentals %	Transportation Fre.	Transportation %	Medical/Dental Fre.	Medical/Dental %	Drug/Alcohol Fre.	Drug/Alcohol %	Utilities Fre.	Utilities %	Unknown Fre.	Unknown %	All Needs Fre.	All Needs %
No Assistance	73	48.0	146	96.1	50	32.9	133	87.5	150	98.7	85	55.9	137	90.1	148	97.4	151	99.3	148	97.4	147	96.7		
$1-$24	16	10.5	1	.7	4	2.6	6	3.9	2	1.3	11	7.2	10	6.6	3	2.0					1	.7	9	5.9
$25-$49	30	19.8	2	1.3	6	3.9	12	7.9			26	17.1	4	2.6	1	.7			4	2.6	3	2.0	24	15.8
$50-$74	27	17.8	3	2.0	15	9.9	1	.7			22	14.5					1	.7			1	.7	17	11.2
$75-$99	4	2.6			14	9.2					5	3.3	1	.7									12	7.9
$100-$124	2	1.3			42	27.6					2	1.3											20	13.2
$125-$149					4	2.6																	15	9.9
$150-$174					2	1.3					1	.7											24	15.8
$174-$199					6	3.9																	11	7.2
$200-$224					5	3.3																	3	2.0
$225-$249																							5	3.3
$250-$274																							2	1.3
$275-$299																							1	.7
$300-$324					2	1.3																		
$325-$349					1	.7																	2	1.3
$350-$374																								
$375-$399																							3	2.0
$400-$424					1	.7																	1	.7
$425-$449																							1	.7
$450-$474																								
$475-$500																							2	1.3
Total	152	100	152	100	152	100	152	100	152	100	152	100	152	100	152	100	152	100	152	100	152	100	152	100
Total $ Averages	$3,474		$255		$11,119		$553		$25		$3,138		$365		$64		$60		$156		$178		$19,387	
$ Per Client	$44		$43		$109		$29		$13		$47		$24		$16		$60		$39		$36		$128	
$ Per Contact	$36		$43		$82		$28		$13		$34		$19		$16		$60		$22		$30		$69	
Services Per Client																							2	
Range	$10-$124		$15-$60		$8-$420		$15-$60		$10-$15		$5-$155		$5-$113		$3-$28		$60-$60		$25-$46		$18-$50		$10-$490	
S.O. Per Client	$24		$20		$67		$12		$4		$47		$27		$12		$10		$14		--		$94	
Total Contacts	95		6		136		20		2		93		19		4		1		7		6		282	

C O M M U N I T Y B A S E D S U B S I D I E S P R O G R A M

Total Assistance Given
CY 1973 and CY 1974
Sample: 152 Cases-25% of 1973 Cases

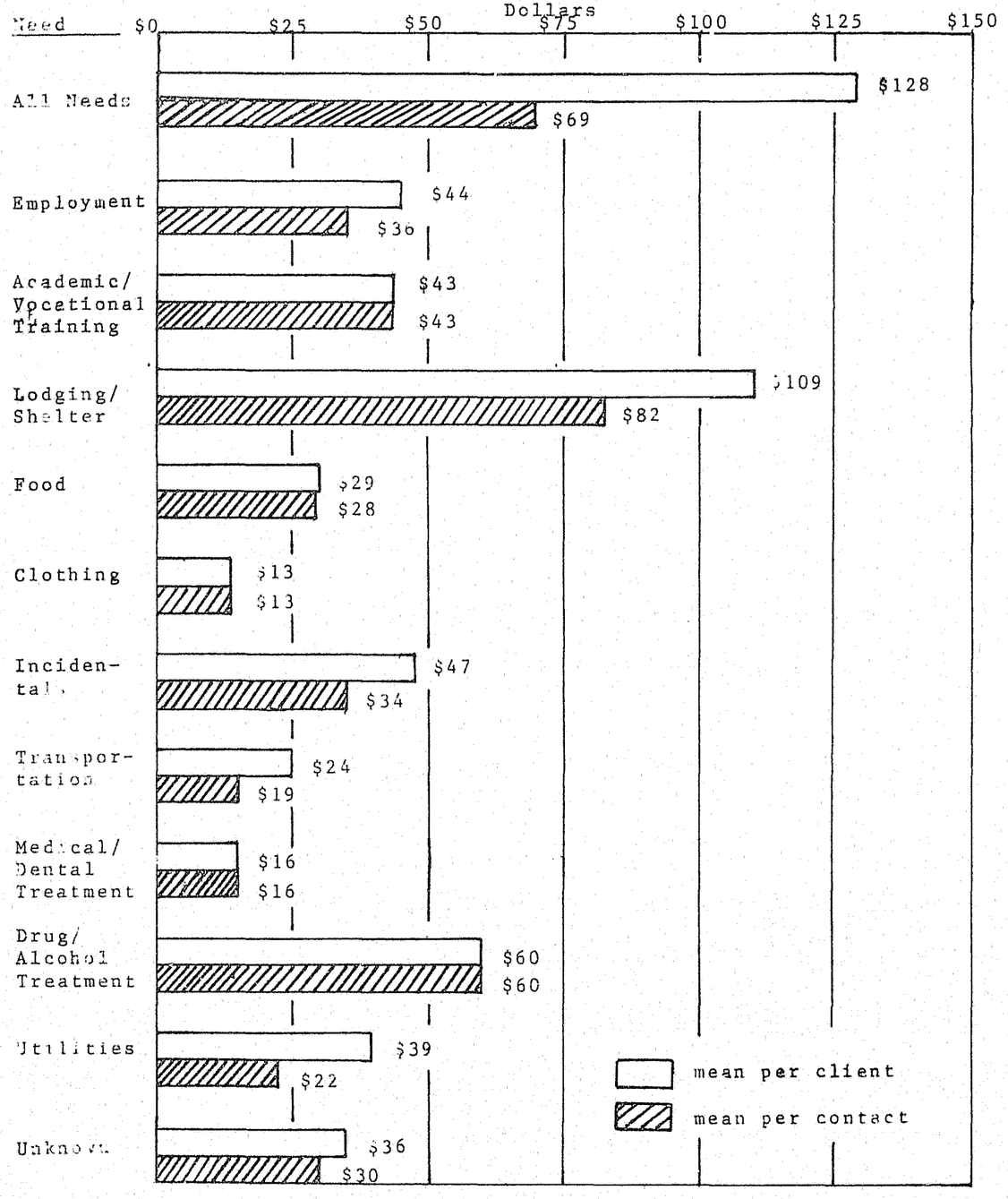


COMMUNITY BASED SUBSIDIES PROGRAM

CY 1973 and CY 1974

Average Assistance Given

Sample: 152 Cases-25% of 1973 Cases

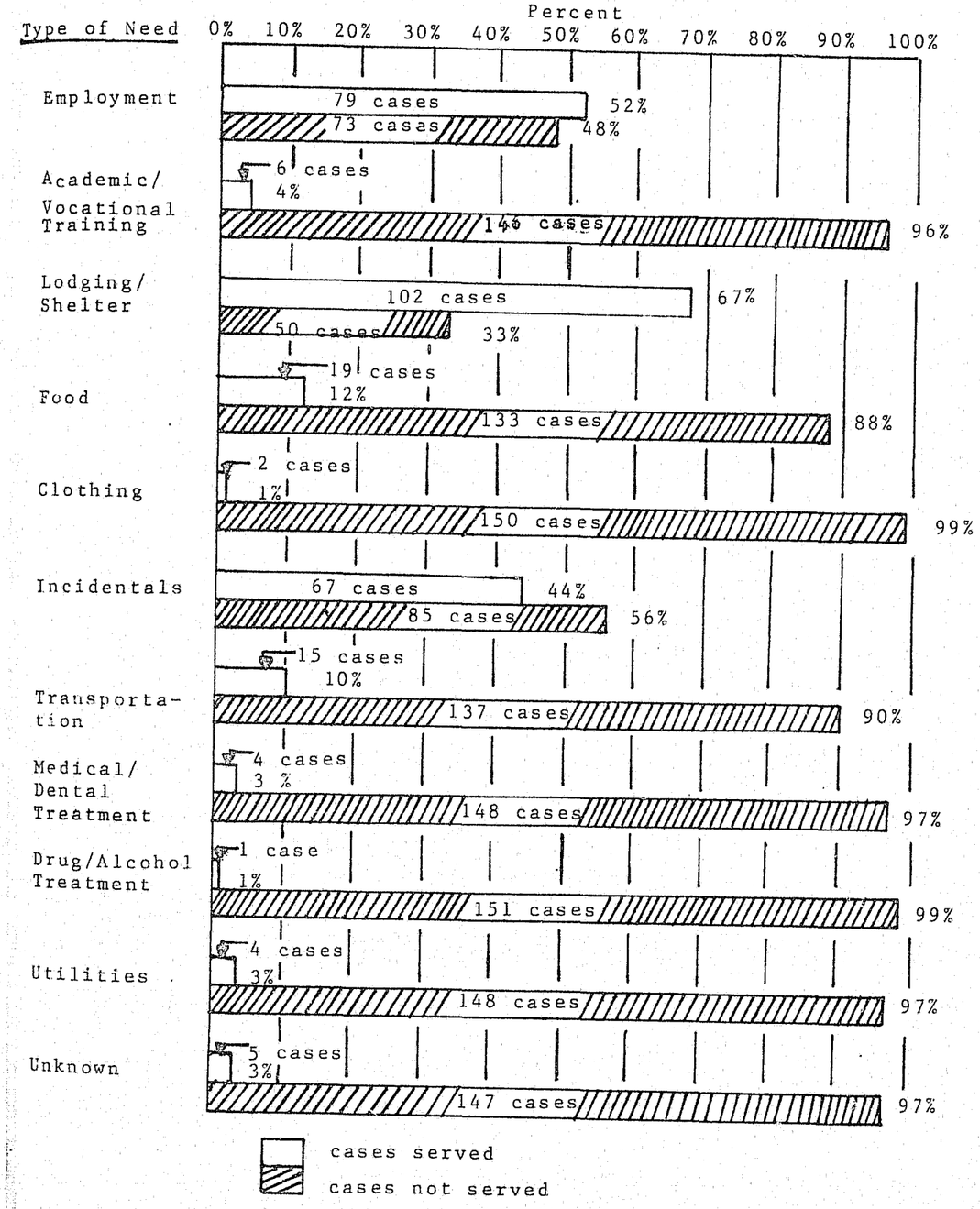


COMMUNITY BASED SUBSIDIES PROGRAM

Needs Served

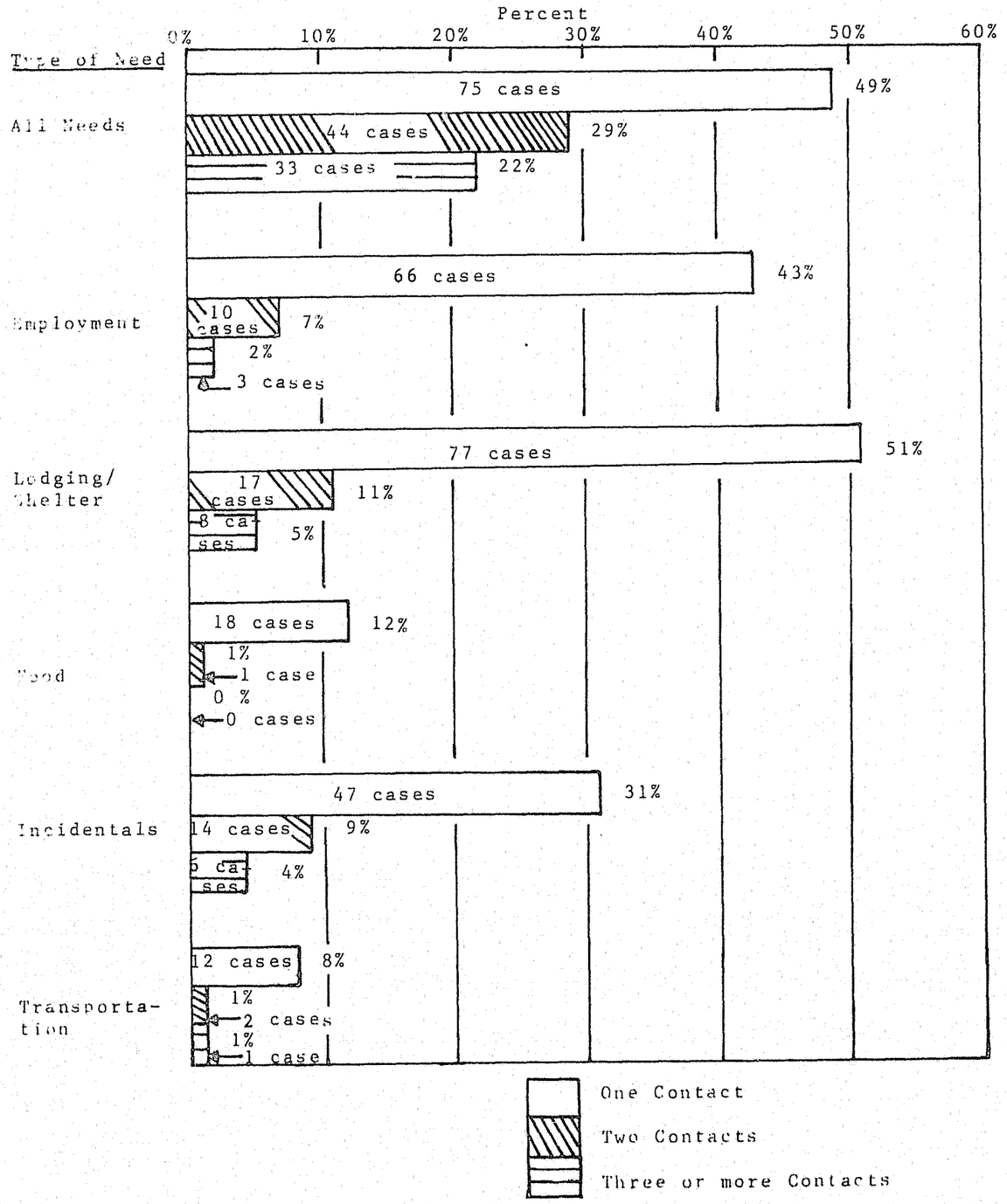
CY 1973 and CY 1974

Sample: 152 Cases-25% of 1973 Cases



COMMUNITY BASED SUBSIDIES PROGRAM

Contacts for Major Needs
CY 1973 and CY 1974
Sample: 152 Cases-25% of 1973 Cases



COMMUNITY BASED SUBSIDIES
CY 1973 and CY 1974
Service Delivery - All Needs

Number of Contacts

Amounts	1	2	3	4	5	6	7	All contacts Freq.	All contacts %
$1-$24	9							9	5.9
$25-$49	21	2	1					24	15.8
$50-$74	14	3						17	11.2
$75-$99	4	6	1	1				12	7.9
$100-$124	10	6	3	1				20	13.2
$125-$149	7	4	2	2				15	9.9
$150-$174	10	10	3	1				24	15.8
$175-$199		6	5					11	7.2
$200-$224		3						3	2.0
$225-$249		2	2	1				5	3.3
$250-$274		1	1					2	1.3
$275-$299					1			1	.7
$300-$324									
$325-$349		1			1			2	1.3
$350-$374									
$375-$399			1	2				3	2.0
$400-$424				1				1	.7
$425-$449						1		1	.7
$450-$474									
$475-$499			1				1	2	1.3
Total	75	44	20	9	2	1	1	152	100.0
Percent	49.3	28.9	13.2	5.9	1.3	.7	.7	100%	
Means									
Contacts Per Client	--	--	--	--	--	--	--	1.9	
$ Per Client	$76	$146	$187	$228	$309	$430	$485	$128	
$ Per Contact	$76	$ 73	$ 62	$ 57	$ 31	$ 72	$ 69	$ 69	
SD Per Client								94	
Service Per Client	1.4	2.2	2.7	3.4	4.5	3.0	3.0	2.0	
Range	$10-$165	$ 33-$330	$ 30-$490	$ 78-$406	$286-$332	$430-$430	$485-$485	$ 10-$490	

END