

**Review and Performance
Evaluation of**

**The Montgomery County
Work Release/Pre-Release
Program August 1972-August 1975**

**Montgomery County Government
Department of Correction and Rehabilitation
Rockville, Maryland**

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REVIEW AND PERFORMANCE EVALUATION
of
THE MONTGOMERY COUNTY
WORK RELEASE/PRE-RELEASE PROGRAM
AUGUST 1972 - AUGUST 1975

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DATA HIGHLIGHTS

The following statements are highlights of the results of the statistical analyses of the Pre-Release Program. The page numbers indicated refer to the more expanded discussion of the data item.

	Page
* RESIDENCE - Seventy-five percent of the Pre-Release Center participants are residents of Montgomery County.	II - 6
* RACE - Two-thirds of the Center residents are white; 1/3 are black.	II - 8
* SEX - Less than 1 out of 10 residents are female.	II - 4
* AGE - About 3/4 of the residents are younger than 30. About 1/3 are between 18 and 21.	II -10
* EDUCATION - 56% of the residents have 11 years or less of education, i.e. high school drop-outs.	II -12
* CHARGES - Residents have been charged with most types of crimes from non-support to armed robbery and assault but no one category accounts for more than 15% of the charges.	II -22
* VIOLENCE OF CHARGES - Non-violent offenses represented 78% of the charges of residents over the three-year period.	II -28
* FELONIES/MISDEMEANORS - The ratio of residents committed for felonies relative to those committed for misdemeanors changed from about 1/3 to 1/2 over the first 3 years of the program.	II -26
* CORRECTIONAL JURISDICTION - Approximately 9 out of 10 residents came from the County; one out of 10 residents came from the State and Federal systems.	II -26
* LENGTH OF SENTENCE - Over the three year period the sentences of residents in the program become longer with over half of the residents having sentences of one year or more.	II -30
* ALCOHOL AND DRUG ABUSE - Less than 3% of the alcoholysers and urinalyses tests taken (7,524) were positive.	II -34

	Page
* HOURLY WAGE - About 30.7% of the residents earned \$2.50 or less per hour, 45.7% earned between \$2.51 and \$4.00 per hour, and 23.5% earned more than \$4.00 per hour.	II -36
* SAVINGS AT DISCHARGE - Sixty percent of the residents are discharged with more than \$50.	II -38
* DAYS IN PROGRAM - The average length of stay was about 10 weeks with about one quarter of the residents staying 30 days or less.	II -40
* RESIDENTS BY COURT OF ORIGIN - Over the three years of the program, the number of Circuit Court commitments has considerably increased relative to District Court commitments.	II -42
* COMMUNITY SERVICES UTILIZATION - Approximately one quarter of the residents have used community services.	II -44
* SUCCESSFUL RELEASE - About 73% of the residents entering the program were successfully released from the program. Of this number the percentage released on parole more than tripled due to more residents having sentences long enough to become eligible for parole.	II -48
* STATUS AT TIME OF SUCCESSFUL "RELEASE: - Of the 297 successfully released, 279 were employed and 10 were in training; 296 had housing; and over 60% left with over \$50 and of that, approximately half had over \$150.	II -38 II -64 III -18
* REVOCATION - About 27% of the residents were revoked from the program and returned to security confinement for violating program rules, most frequently for abusing alcohol or drugs or being in unauthorized absence from the Center.	II -48
* RATE OF WALK-OFF - 4.9% of the Center residents "walked off" the program; all were subsequently revoked and reincarcerated.	II -48
* IN-PROGRAM ARRESTS - Five out of 407 residents were arrested for new crimes - all larcenies - while on the program.	III -23
* CLASSIFICATION PATTERNS - Residents were classified into eight (8) classification patterns: Inadequate/Immature (24%); Socialized Deviance (10%); Alcohol (22%); Drug (17%); Emotional Dysfunction (9%); Unsocialized Aggressive (3%); Situational (16%). See pages II-16 to II-19 for a detailed description of the classifications.	II -20

- * DISCHARGE BY CLASSIFICATION - Alcohol Pattern and Situational residents had disproportionately larger numbers of releasees (program completions); Inadequate/Immature and Un-socialized Aggressive Patterns had disproportionately larger numbers of revokees (return to confinement) than their representation in the total Pre-Release Center population. II -50
- * DISCHARGE AND RECIDIVISM - Eighty percent (80%) of the successfully released residents were not re-arrested approximately one year after discharge. II -56
- * SKILL BY CLASSIFICATION - Alcohol, Emotionally Disturbed and Situational Patterns are over-represented in the skilled group. Inadequate/Immature, Drug, Socialized Deviance and Un-socialized Aggressive are over-represented in the unskilled group. II -57
- * CLASSIFICATION BY RELEASE STATUS BY RECIDIVISM - Emotionally Disturbed, Inadequate/Immature, and Drug Pattern individuals were more likely to be arrest-free if successfully released than the other patterns. II -59
- * SKILL LEVEL BY RELEASE/RECIDIVISM - Successfully released, arrest-free individuals were over-represented in the skilled and semi-skilled groups and under-represented in the unskilled group. Revoked groups are over-represented in the unskilled category. II -59
- * CLASSIFICATION BY RECIDIVISM BY SKILL LEVEL - Rearrested Inadequate/Immatures are over-represented in the unskilled group. II -62
- * SKILL LEVEL BY AGE - Up to age 30, the proportion of residents holding skilled jobs increases. After age 40, the proportion by skill level remains stable. II -65
- * CHARACTERISTICS BY RELEASE RECIDIVISM -
 - * RESIDENCY - Residents from the District of Columbia tend to be revoked disproportionately, though residency is not significantly related to those successfully released and not re-arrested. II -69
 - * RACE - There is no significant difference between race and release or rearrest status. II -68

* CHARACTERISTICS BY RELEASE RECIDIVISM -

- * AGE - Younger residents are more likely to be revoked and rearrested. II -70
- * EDUCATION - The amount of education a resident has is not significantly related to release or rearrest. II -71
- * MARITAL STATUS - Single residents are more likely to be revoked while married residents are more likely to be successfully released from the program. II -72
- * WAGE LEVEL - There is no apparent pattern between wage level and release or rearrest. II -73
- * VIOLENCE OF CRIME - Offenders committed for violent crimes were less likely to be rearrested while non-violent offenders were more likely to be rearrested. II -74

* "RECIDIVISM" BASED ON APPROXIMATELY ONE YEAR FOLLOW-UP OF THOSE SUCCESSFULLY RELEASED:

Arrest-free rate: 80.5%
Rearrest rate: 19.5%
Reconviction rate: 11%
Reincarceration rate: 6.4% II -79

* "RECIDIVISM" BASED ON APPROXIMATELY ONE YEAR FOLLOW-UP OF THOSE REVOKED FROM THE PROGRAM:

Arrest-free rate: 53.6%
Rearrest rate: 46.4%
Reconviction rate: 20.9%
Reincarceration rate: 15.4% II -79

- * RESIDENT SATISFACTION - Seven (7) out of ten (10) residents interviewed by a non-staff research assistant indicated satisfaction with various program elements involving relationships with staff. III -14

PROGRAM COSTS

- * PER BED COST - The FY 75 per-bed "Departmental Budget Costs" (excludes fringe benefits, utilities, rent, and capital costs) were \$6,529 for the Pre-Release Center and \$6,868 for the County Detention Center. III -26
- * PER PERSON COST - After considering room and board payments by a resident the average per person cost for 150 residents in FY 75 was \$1,581. III -27

PROGRAM COSTS

- * RESIDENT EARNINGS - During the three year period residents earned \$401,300 of which \$72,600 was paid in taxes, \$61,900 was paid in room and board, \$105,700 was paid to residents' families, and \$3,700 was paid in fines and restitution.
- * COMMUNITY RESPONSE - To date the community has been very supportive (basically because of the Center's relatively good track record overall). Citizenry or neighbor complaints have essentially been non-existent.
- * At the time of report completion (February, 1977) almost 1,000 offenders have participated in the program with earnings of approximately \$1,000,000.

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REVIEW AND PERFORMANCE EVALUATIONofTHE MONTGOMERY COUNTY WORK RELEASE/PRE-RELEASE PROGRAMFOR THE PERIOD AUGUST 1972 - AUGUST 1975I. PROGRAM REVIEW:A. DEFINITION OF PROBLEMS:

Study after study, as well as two hundred years of experience, have indicated that incarcerating an offender for a period of time and then simply releasing him does not protect our community. In fact such prison isolation increases the probability of continued crime after release. When incarcerated in the maximum security institution, the individual cannot participate in responsible and legitimate roles (job or family) which are required if necessary learning and adjustment experiences to the community are to take place. Without the offender learning how to function responsibly in legitimate roles, unsuccessful adaptation to the community goes unchanged when he or she is eventually released. Institutionalization provides an inmate with little opportunity to work, to engage in training, or to learn how to cope meaningfully with those problems he will confront when released.

Today, the cost of incarceration is generally more than \$10,000 per year in the maximum security institutions and the level of treatment provided in these facilities is minimal compared to the cost involved. When institutionalized, the individual associates constantly with other, often more hardened, inmates. Psychologically the label of "criminal" becomes indelibly impressed on the offender. No wonder that transition

back into the community is difficult and many times unsuccessful as indicated by the high recidivism rate in Maryland as well as the nation.

In most criminal cases, a judge has the choice of two extremes in sentencing: probation or prison. Typically, probation monitoring (contact once each month when possible between the probation officer and the offender) and referral to other social services (i.e. alcohol or drug counseling) are the only alternatives to institutionalization. Many times simple probation supervision and referral are ineffective, allowing criminal conduct to continue. However, for the same offender, prison may also be a bad choice because, at the opposite extreme, it forces much more isolation and physical control than may be necessary. Securing a person in prison is an ineffective method of resolving the individual's problems which brought him to the criminal justice system in the first place and may, in fact, be counter-productive in that a more hostile and hardened individual is released.

An alternative to these conditions was examined by a number of citizens' groups and the elected representatives of Montgomery County in 1967. The major question is how to control the individual in the community and, at the same time, increase the probability of changing his behavior and position in life so that he will not continue a life of crime.

B. THE COUNTY SOLUTION TO THIS PROBLEM:

Since 1967 Montgomery County has been developing and continually refining a program which provides appropriate supervision and treatment in the community - the County's Work Release/Pre-Release Program.

In 1967 the County initiated a study of its confinement program as well as alternatives to confinement. In 1968 State enabling legislation was passed authorizing Montgomery County to establish a "Work

Release" program and in that same year the Montgomery County Council instituted such a program.

The County Council definition of work release is "a program of treatment for selected prisoners designed to equip them to function successfully upon their return to the community. This program enables participants who are normally confined in a correctional facility to leave the institution daily for employment, training, rehabilitation, or to attend educational institutions in the County during the term of their sentence..."

The County Council rationale behind this program is as follows:

"The task of corrections is only partly achieved when an offender begins to realize why he got into trouble and decides to do something about it. Assistance is needed to help the prisoner make a reasonable adjustment upon his return to the community in which he will work and live. During this transition and adjustment stage work release will make it possible to retain his regular job.... This program will give a prisoner an opportunity to prepare for his release by facilitating transition from the restrictions of his institutional confinement to the freedom of the community..."

This program was initially implemented at the County's Detention Center in which a work release "dormitory" was established. However, after a period of time it was determined that the Detention Center maximum security atmosphere was not a positive contribution to the work release program and a more appropriate environment should be located. Thus, a Federal grant was written to help defray initial expenses of starting a separate facility in the community which would provide more space for the work release program. A site was located at 11500 Huff Court, just off Rockville Pike, in the heart of the County. In 1971 the County leased this building and renovated it, utilizing both County and Federal funds. The facility was equipped with eleven (11) two man rooms with

adjoining full baths, thus creating a total capacity of twenty-two (22) residents. Also through the renovation, provision was made for a kitchen, a dining area, and a small multi-purpose area, as well as three (3) staff offices.

This separate facility is now called the "Pre-Release Center." Since its establishment, many refinements have been made in the overall program so as to increase its capability of stimulating behavioral changes in the participants. The Pre-Release Center program is designed to provide appropriate structure for and control of the residents while at the same time providing them many treatment opportunities. Residents stay at the Center except when signed out for approved activities. Intensive efforts are made to assist the individual in locating suitable employment. Residents work daily in the community and continue being a spouse or parent to their families through visits at the Center and earned weekend furloughs. Residents participate in alcohol counseling, drug therapy, individual counseling, group therapy, the Social Awareness program, and adult education depending upon their needs.

In 1973 the program became coeducational and the limiting restrictions on eligibility were removed (i.e. serious drug or violent cases).

In late 1973 through 1974 the population increased significantly to the point where there was a constant waiting list of 10 to 20 people. The number of beds was increased to 33 by placing three people to a room. The Center was very crowded at this number; however, the courts found this alternative so useful that even more offenders were sentenced to the County Department of Correction and Rehabilitation to participate in this program. By June, 1974

over 30 individuals were on the waiting list in addition to the 33 in the program.

In late 1974, the number of beds was again increased to 40 by turning a multi-purpose room into a dormitory. While the 1975 daily population increased there was still a lengthy waiting list; as many as 40 individuals at the Detention Center qualified for the Pre-Release Program. It was obvious that a larger facility was needed.

During this same period the number of County offender/ residents being sentenced to the State prison system declined by more than 50% (from 142 in early 1972 to below 60 in late 1974). During this same period the State prison system population grew by over 20%.

A new building will open in January 1978 which will house 84 residents, two thirty-six bed male units and one 12 bed female unit. The site has been approved by the community and the County, the architectural design has been finalized, and construction will start in August, 1976.

C. LEGAL DEFINITION OF THE PROGRAM:

(The following sections are excerpted from Chapter 13 Montgomery County Code, 1972 as amended.)

ARTICLE II. WORK RELEASE/PRE-RELEASE PROGRAMS

Sec. 13-11. Established.

"There is hereby established by the County Council pursuant to Article 27, Section 645T of the Annotated Code of Maryland (1971 Rep. Vol.; 1973 Cum. Supp.), Laws of Maryland, a Work Release/Pre-Release Program under which selected individuals detained or sentenced to the Montgomery County

Department of Correction and Rehabilitation may be granted the privilege to leave the Pre-Release facility during necessary and reasonable hours for the purpose of seeking or working at gainful employment, attending a training program, and may participate in other rehabilitation activities including, but not limited to, intensive counseling, academic education, home visitation, transitional phased release programs, as well as maximum use of other community resources or other similar rehabilitative activities as approved by the Director. Whenever the prisoner is not employed or otherwise participating in the Work Release/Pre-Release Program, he or she shall be confined in the Pre-Release Center:

Sec. 13-12. Purpose.

The purpose of the Work Release/Pre-Release Program is to provide opportunity to inmates for:

- (a) Continuing employment, education or training.
- (b) Continuing contribution to family support.
- (c) Accumulating savings for use upon release, making restitution or payment of legitimate debts.
- (d) Participating in the Program's counseling services, Social Awareness and educational programs.
- (e) Participating in other community services and activities such as specialized alcohol treatment services, drug rehabilitation programs, private psychotherapy, community adult education programs, college courses, and supervised community recreational events.
- (f) Continuing and acquiring self-respect that flows from self-support and personal accomplishment.
- (g) Participating in a transitional phased release experience leading to increased personal responsibility.

(h) Giving the authorities the means of determining suitability for parole.

(i) Reducing the risks and fears of the prisoner and society during the difficult period of adjustment immediately after confinement.

(j) Obtaining suitable housing prior to release.

(k) Providing services to offenders which will decrease the probability of continued crime after discharge to the community.

(l) Remaining or becoming a contributing member of society."

D. PRIMARY GOALS OF THE PRE-RELEASE CENTER

Important to any program is the clear and concise definition of the programs, goals and objectives. The major goals toward which the activities of the Center are directed are as follows:

(1) Provide a highly structured residential treatment opportunity for selected short term offenders in the criminal justice system.

(2) Increase the opportunities for offenders to change themselves and those conditions that brought them into the criminal justice system.

(3) Within the Pre-Release Center develop a social climate through programs and services which facilitate personal change, encourage individual responsibility and increase one's social problem solving skills.

(4) Release participants of the work release program to the community with appropriate employment, cash savings, and suitable housing.

(5) Operate a correctional center in such a manner that the community feels comfortable with the Center's presence.

(6) Develop a correctional program that provides economic and social advantages to the community.

E. DESCRIPTION OF PRE-RELEASE CENTER CORRECTIONAL TREATMENT PROGRAM:

The Montgomery County Department of Correction and Rehabilitation operates a 40 bed Pre-Release Center at 11500 Huff Court, Kensington, Maryland. The fundamental philosophy underlying the Pre-Release Program is that the most effective means of correcting the offender and reducing crime is through the process of resocializing and reintegrating the offender into his own community. It is the task of the Pre-Release Center to build solid ties between the offender and the community through the offenders':

(1) Obtaining suitable employment and attaining economic independence.

(2) Participating in the Center's counseling services and Social Awareness Program.

(3) Participating in local education and/or community mental health programs, if the need exists.

(4) Restoring family ties and locating suitable housing for release.

In a larger sense this involves securing a place for ex-offenders in the routine functioning of our community.

Residents assigned to the Pre-Release Center spend the day either working on a job in the community (work release) or in an academic or vocational training program in the community (educational release). Residents pay for their room and board (at the rate of 20% of their gross income) as well as pay support for their families, pay taxes, fines, restitutions, etc.

The evening program of residents emphasizes various individual, group or family counseling activities, and academic adult education programs, a Social Awareness Program, as well as involvement in specific community based programs such as drug or alcohol counseling. Each resident meets with the Center treatment team staff the first week he enters the Center and once every month thereafter, to jointly plan and to review his progress in the program, and to discuss specific problems he or she may be experiencing in coping with community life.

As a resident progresses through the program, demonstrates responsibility and ability to positively adjust to his work role in the community, he/she becomes eligible for and earns weekend furloughs with family and friends. Through a phasing out process the individual earns regular releases or parole, which normally occurs between three to five months after entering the program. The Pre-Release Program helps direct the focus of correctional efforts from temporary imprisonment to a carefully devised combination of control and treatment. After release paroled ex-residents are under intensive supervision by an agent assigned to the Center.

F. SCREENING AND PREPARATION FOR CENTER PROGRAM:

The court, through its sentencing powers, controls the flow of offenders through the correctional system and thus accomplishes the basic initial screening of offenders by selection of one of the four general correctional alternatives:

- (1) Fines and/or restitution.
- (2) Probation and diversionary alternatives.
- (3) Local short term incarceration with work release/pre-release programming.

- (4) Long term security incarceration in the large Maryland State prison system.

Each of the above are important correctional alternatives. First offender cases and those convicted of less serious crimes who the court feels are not an immediate danger to the community typically receive fines or probation (approximately 90% of the convicted offenders in Montgomery County). The extremely violent cases of murder, rape, armed robbery, most cases of serious stranger-to-stranger street crimes and the hardcore repeaters with numerous felony convictions typically are sentenced to long term incarceration in the State prison system (approximately 4% of the convicted offenders in Montgomery County).

The court typically sentences the "middle-of-the-road" offenders to local short term incarceration with the County's Department of Correction within which the Pre-Release Center operates. The courts believe these offenders need more control and treatment than simple probation supervision but also believe that incarceration with the most violent, hardcore offenders in the antiquated State prisons is inappropriate. Thus, local short term incarceration with work release/pre-release opportunities represents the best alternative in these "middle-of-the-road" cases.

Montgomery County provides for the selection of incarcerated offenders for the program in accordance with eligibility criteria established by County law and defined by a screening process developed by the Center staff. Any offender, male or female, confined or sentenced to the Montgomery County Department of Correction and Rehabilitation for 18 months or less is eligible for the program.

Basic screening criteria eliminate offenders who: a) are more than six months from a release date, b) are considered to be an escape risk, c) have other serious pending charges (without bond), d) have detainers from other jurisdictions, e) are incapable of performing on the program because of physical problems, f) are unacceptable or unsuitable for the program because of serious psychological factors, or g) have previously been revoked from the program and are considered to be high risks to the community.

The individual must "volunteer" for the program and complete an application. The applicant is interviewed and undergoes psychological testing. The Center staff reviews his case for acceptance, numerically rating each candidate on a standardized scale according to the following eligibility criteria.

- (1) Place of residence;
- (2) Intent of the court or parole board;
- (3) Length of time already spent in confinement;
- (4) The nature of current offense and past criminal history;
- (5) Prior incarcerations;
- (6) Employment factors;
- (7) Family responsibilities;
- (8) Treatment need factors;
- (9) Previous revocations for work release, parole or probation;
- (10) Drug, alcohol, or mental health problems;
- (11) Lack of multiple problems (drug, alcohol, emotional disturbance, socialized deviance);
- (12) Personality characteristics (maturity, motivation, trust); and
- (13) Institutional performance while in the Detention Center.

After a total score on the screening sheet is compiled, a priority list is established for all the applicants. The highest rated applicant is reviewed by the Center Director who then makes a recommendation to the Court for placement on the program if such a placement is regarded as appropriate. The Court then may approve or reject the recommendation. If the court agrees, the individual is placed on the program.

The selection criteria are periodically re-evaluated to determine the relative effectiveness in identifying appropriate individuals for the program. The courts have already placed on probation the ninety-plus percent of the offender population who would have been considered least dangerous to the community and in least need of incarceration. Within the incarcerated groups, selection is intended to identify those who would benefit most by keeping or obtaining jobs, maintaining their families, participating in counseling, and being motivated in some degree toward personal change.

Montgomery County residents incarcerated in State or Federal institutions who are within a short time (5 months) of release may also participate in the Pre-Release Program. A Federal or State inmate applies through his/her institution classification committee which reviews the case and must recommend to the institutional administrator the placement of the individual in a Pre-Release Center. If approved, a Federal or State Correctional Coordinator refers the individual's case to the Pre-Release Center Director who then decides whether to accept the individual.

Prior to final acceptance the applicant is provided a guidebook which describes the program, procedures, and rules in detail and is briefed on the program. The applicant must then sign the "Pre-Release Agreement" which stipulates the basic rules of the program (which are part of the County Code).

At this point a "Program Contract" is jointly developed between the staff (a Counselor) and the prospective resident. This contract specifies what the resident will do with his/her time while at the Center and what activities he/she will participate in (e.g., employment, vocational training, counseling, social awareness, etc.). Each contract is developed jointly based on both the resident's and staff counselor's perceived needs. Program expectations are thus agreed upon prior to transfer by both the resident and staff and the resident is transferred.

G. SERVICES WHICH ARE MADE AVAILABLE TO OFFENDERS THROUGH THE PRE-RELEASE CENTER

(1) Psychological Diagnosis

- a. Psychological testing--California Personality Inventory and Tennessee Self-Concept Tests are administered to all potential Center residents and MMPI on an "as need" basis.
- b. Evaluation of test scores is made by the Pre-Release Center psychologist who assists staff in assessing offenders' psychological states and emotional problems.
- c. A Clinical Psychologist assists staff and residents in developing specific treatment plans.

(2) Problem Assessment and Program Contracting

- a. Residents, with staff in individual interviews and treatment team interview, explore and identify central issues underlying behavioral problems and incarceration.
- b. The staff and resident develop an individually tailored "Program Contract" specifying resident program plans and activities based on needs (e.g., work, vocational training, counseling, behavior items such as being alcohol and drug free, financial planning, housing arrangements, etc.).
- c. The Center primary counselor monitors a resident's plans and actions toward meeting contracted items and assists residents in problem-solving when difficulties are experienced.

(3) Employment Services

- a. Vocational aptitude testing is done by Center staff on an "as need" basis.
- b. Vocational interest testing may be requested by the offender.

- c. Job development is performed by the Center Work Release Coordinator.
- d. An employment-seeking skills seminar is taught each Wednesday afternoon in which job applications are completed and job interviews are practiced through the use of video tape equipment.
- e. Assistance in employment placement is provided by Center Work Release Coordinator who helps convince employers to give ex-offenders a fair interview and a chance to prove themselves on the job.

(4) Vocational Training Services

- a. A General Motors training program is available in Virginia with a guaranteed job at an automobile dealership.
- b. Vocational training is available at various vocational schools in the Washington metropolitan area, coordinated with and funded by the County's Division of Labor Services (CETA).
- c. On-the-job-training (OJT) is provided by many employers.

(5) Academic Education

- a. Literacy training is offered by volunteer tutors under the supervision of the PRC teacher/counselor.
- b. Adult education evening classes are provided through the County Board of Education - both ABE (Advanced Basic Education) and GED (General Education Diploma) instruction.
- c. GED programmed academic instruction is available through the Pre-Release Center by the "Saturation Approach to Learning".
- d. College education, on a case by case basis, can be arranged-generally through student work-scholarships.

(6) Counseling and Therapy

- a. Primary Counselors at the Pre-Release Center see each resident at least once each week.
- b. Group counseling for specific offenders (generally inadequate/immature types of individuals) is provided by the Pre-Release Center. (Two groups meet once each week at a local church since early 1976.)

c. Alcohol counseling:

- (1) Twinbrook Alcohol Services Clinic (individual and group counseling, Thursday nights).
- (2) Silver Spring Alcohol Clinic (individual and group counseling, Monday nights).
- (3) Driving-while-intoxicated school located in Rockville (residents must pay \$50 for 5 week session).
- (4) Montgomery General Hospital Alcohol Program (partial hospitalization program) informational and counseling services provided at cost.
- (5) Silver Spring Day Treatment Center (Cameron Street) nightly 5:30 p.m. to 8:00 p.m., alcohol treatment program at cost (private organization).

d. Drug Counseling:

- (1) Assessment services followed by individual, family, and group therapy at 8500 Colesville Road (Alternatives and Counseling Services of the Montgomery County Health Department).
- (2) GUIDE - Guidance in Drug Education (private) which is primarily group counseling.

e. Mental Health Center - Six County centers provide assessment services as well as provide group, family, and individual counseling.f. Community Psychiatric Clinic (private) - Located in Bethesda and Wheaton provides assessment services followed by individual and group counseling subsidized by the Montgomery County Health Department.g. Pastoral Counseling - Area wide private non-profit counseling provides family counseling in Rockville. This is a private non-profit service with a sliding fee schedule, subsidized by the County.(7) Social Awareness Program

- a. Time, place and function - Sixteen (16) seminars lasting two (2) hours each are run continuously at the Pre-Release Center, and take place each Monday and Thursday evening provide the resident with an opportunity to learn work adjustment and social coping skills.

- b. Topics and instruction - Various topics are presented (communication skills, value clarification, world of work, problem solving, decision making, drugs and alcohol, money management, etc.) by volunteers from the community or the Center staff.

(8) Financial Management

- a. The resident is counseled on financial planning and the development of a plan.
- b. Ten (10) percent of residents' income goes into mandatory savings program for accumulation in preparation for eventual release.

(9) Locating Housing

- a. Assistance is provided in finding appropriate housing prior to discharge.
- b. Residents' savings may be used when necessary for advance payment of rent.

(10) Utilization of Other Community Agencies' Services

- a. Department of Vocational Rehabilitation (services to the handicapped offender).
- b. Department of Social Services (emergency assistance to offenders' families).
- c. Department of Transportation, Motor Vehicle Administration (driver's license problems).

(11) Coordination with Parole/Probation Agent Prior to Discharge

- a. The Pre-Release Center staff, the Parole/Probation agent, and residents finalize release plans for the Parole Board on living arrangements and employment.
- b. The Pre-Release Center staff develops Mutual Agreement Plan (MAP) Contracts with the Parole Board. (If a resident adheres to and accomplishes criteria specified in the MAP the resident is guaranteed a future release date).
- c. The Pre-Release Center staff and Parole/Probation Agent provide follow-up services to the resident.

II. DESCRIPTIVE DATA

A. INTRODUCTION

Personal characteristics of offenders are as varied as those of the non-criminal population. The charts and graphs in the next section illustrate selected characteristics of the population of 407 men and women who entered the Pre-Release Center from August 1972 - August 1975. Some of the charts will simply show resident characteristics, others will show residents' performance at the Pre-Release Center. In a more detailed set of tables, selected characteristics and release/recidivism status are associated with the offender classification patterns. A short statement summarizing and highlighting each graph or table is provided.

B. GRAPHS, TABLES, AND DESCRIPTORSAVERAGE DAILY POPULATION

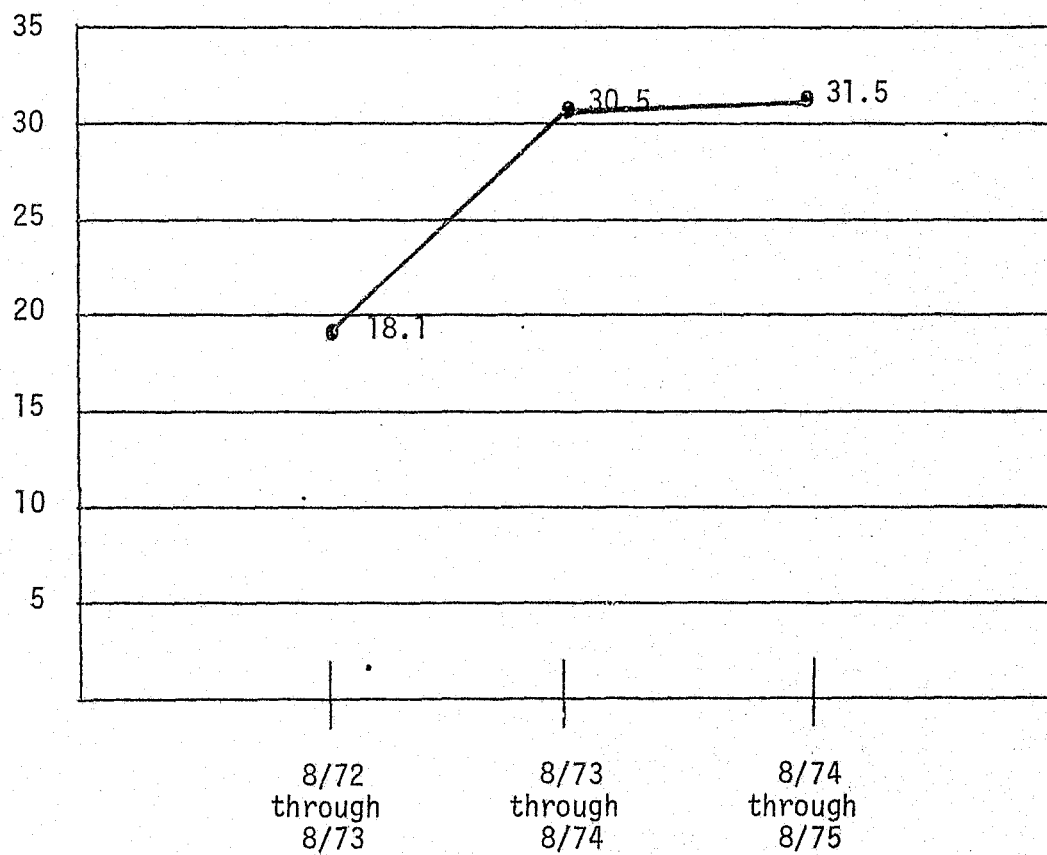
The average daily population increased significantly in the second year but only slightly in the third year. This reflects primarily an expansion of the Pre-Release Center in response to a collaborative effort between the County, Courts and local corrections to provide Work Release/Pre-Release opportunities to a larger number of incarcerates of the County and therefore, to divert individuals from the State system. In 1972 the Pre-Release Center had a capacity for 21 residents; in early 1974, for 33 residents; and by late 1974, 40 residents.

Another explanation is the average length of time a resident stayed in the program. Residents at the Center in the second year (8/73 - 8/74) stayed an average of 15.15 days longer than those residing there in the first year (8/72 - 8/73). The average stay dropped 6.94 days, however, during the third year (8/74 - 8/75). This explains why the average daily population did not increase as much as the capacity increase would suggest in the third year relative to the second year. The third year experienced higher "turnover".

Graph II-A

AVERAGE DAILY POPULATION
AUGUST, 1972 TO AUGUST, 1975

of
Residents



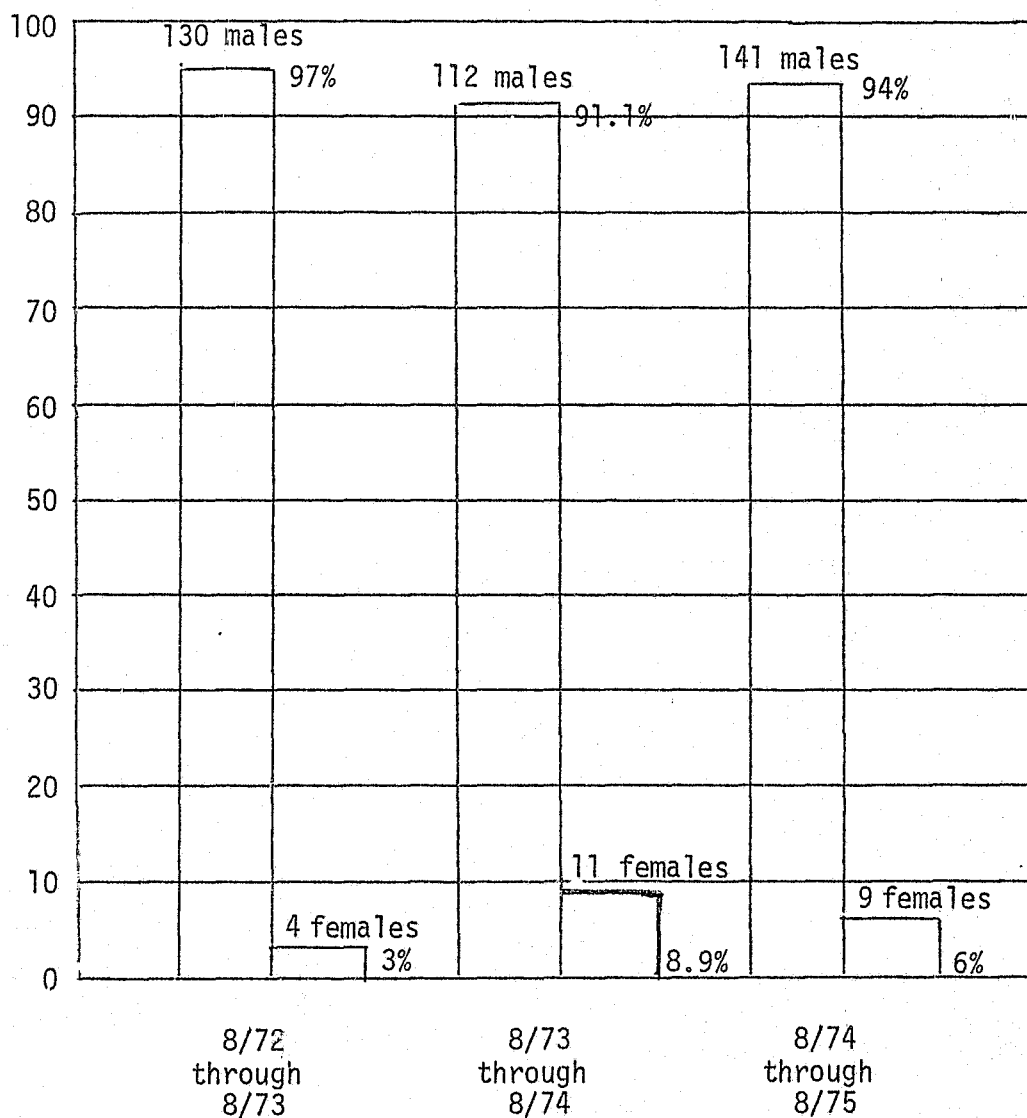
MALE AND FEMALE POPULATION

The considerably smaller percentage of females at the Pre-Release Center for all three years studied is consistent with the under-representation of females in the criminal justice system. Generally the total population at the Pre-Release Center was smaller the second year studied due to the longer period of stay. The population increased in the third year due to the increased capacity and a simultaneous decrease in the length of stay or higher "turnover".

Graph II-B

MALE AND FEMALE POPULATION
AUGUST, 1972 TO AUGUST, 1975

Percent of
Population

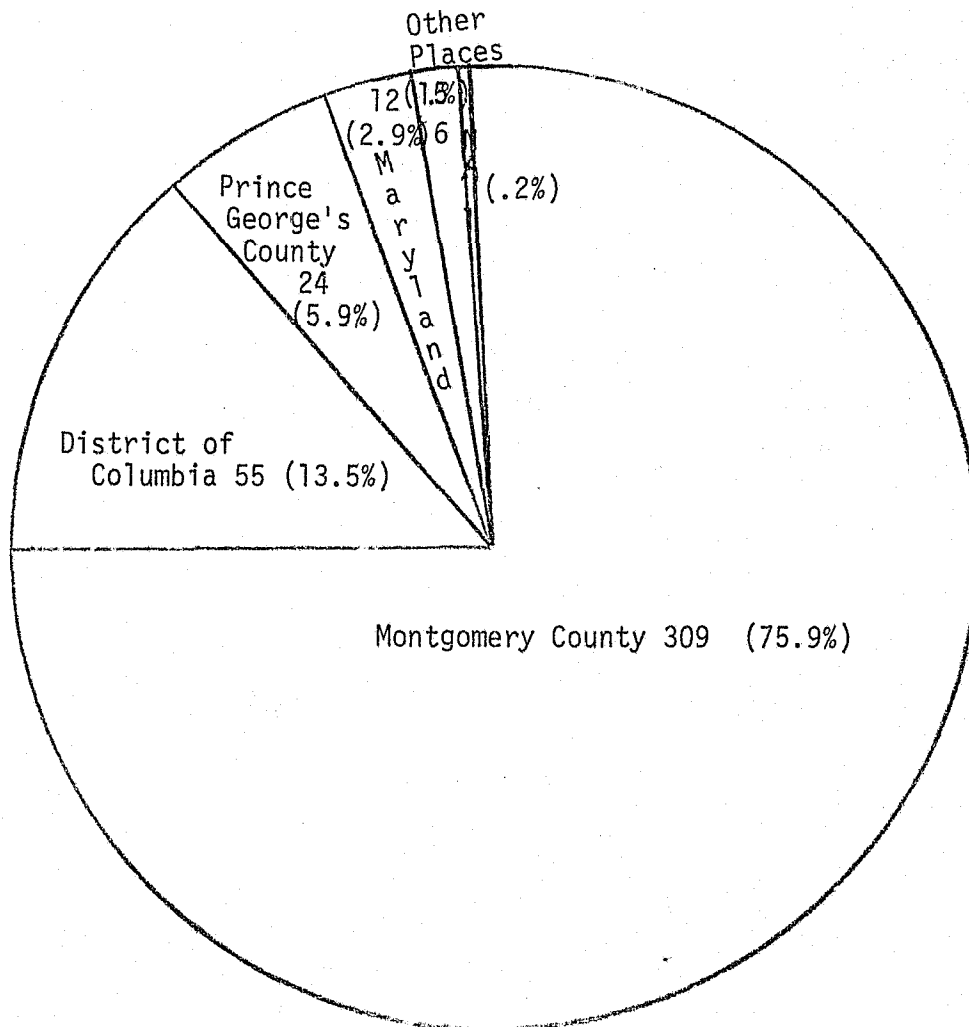


RESIDENCE OF RESIDENTS

"Residence" is the last place of abode prior to arrest and/or incarceration as reported by the resident. Of the residents at the Pre-Release Center from 8/72 - 8/75, 75.9% were Montgomery County residents; 5.9% were from Prince George's County; and 2.9% were from other areas in the state of Maryland. Washington, D.C. represented 13.5% of the population's places of residence. Other areas of the United States and one unknown residence represented only 1.7% of the population studied. In general most of the residents were from Montgomery County.

Graph II-C

RESIDENCE OF RESIDENTS
AUGUST, 1972 TO AUGUST, 1975

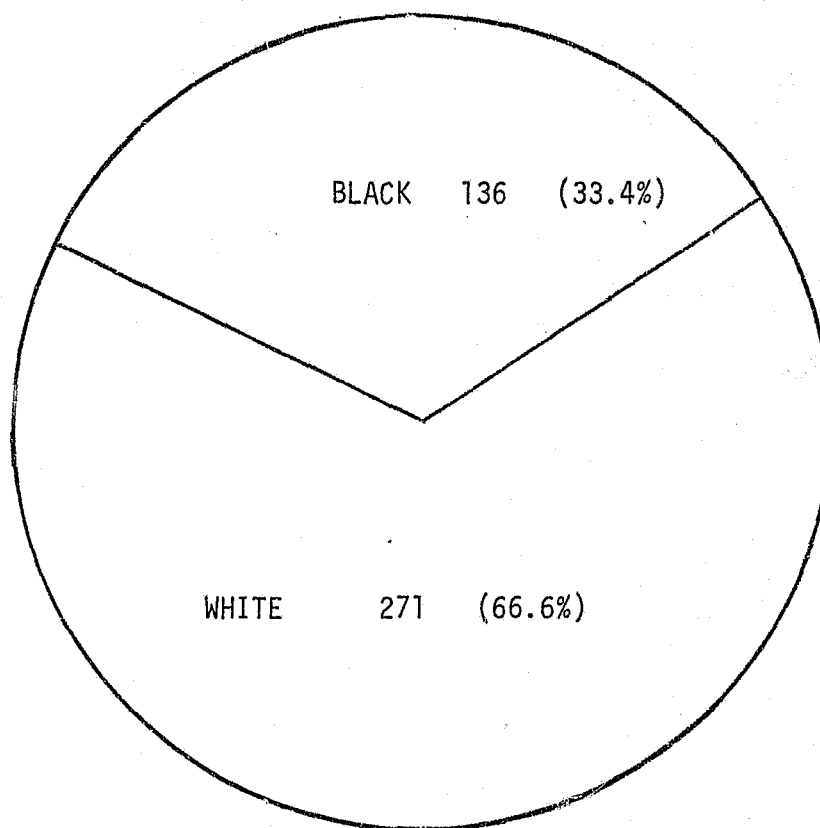


RACIAL DISTRIBUTION

This pie illustrates the racial distribution at the Pre-Release Center for the three years studied. Whites represent approximately two-thirds of the Center's population, while Blacks represent approximately one-third. The Black population of Montgomery County is less than 10%; this is an example of the general over-representation of Blacks in the criminal justice system. Neighboring District of Columbia - a predominantly Black area - produced only 13.5% of the Pre-Release residents. Of this 13.5%, 84% were Black.

Graph II-D

RACIAL DISTRIBUTION
AUGUST, 1972 TO AUGUST, 1975

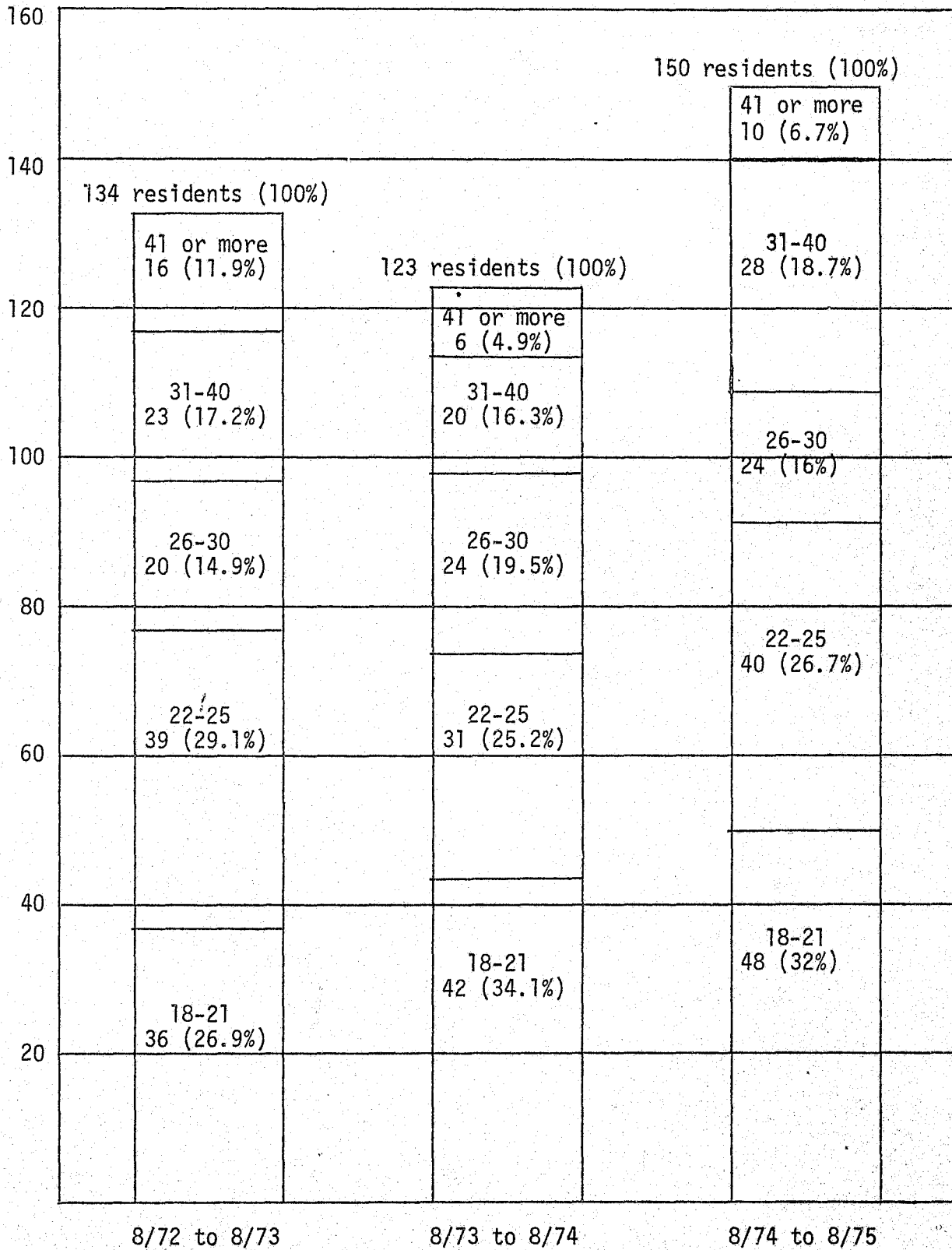


AGES OF RESIDENTS

All adult age groups are represented at the Pre-Release Center. Over the three year period studied, the percentages of residents from ages 18 - 21, increased substantially and then decreased slightly: 26.9%, 34.1%, 32%. The percentage of residents 30 and under similarly increased and then decreased: 70.9%, 78.8%, and 74.7%. The percentages of residents in the age group 31 - 40 years has remained fairly consistent, 17.2%, 16.3%, and 18.7%. The percentages of residents aged 41 or more decreased in the second year studied and increased in the third. While there has been a change in the ages of residents during the period studied, the change is most drastic from the first year studied to the second. The third year appears to show a settling effect.

AGES OF RESIDENTS

Graph II-E

AUGUST, 1972 TO AUGUST, 1975Number
of
Residents

EDUCATIONAL LEVEL

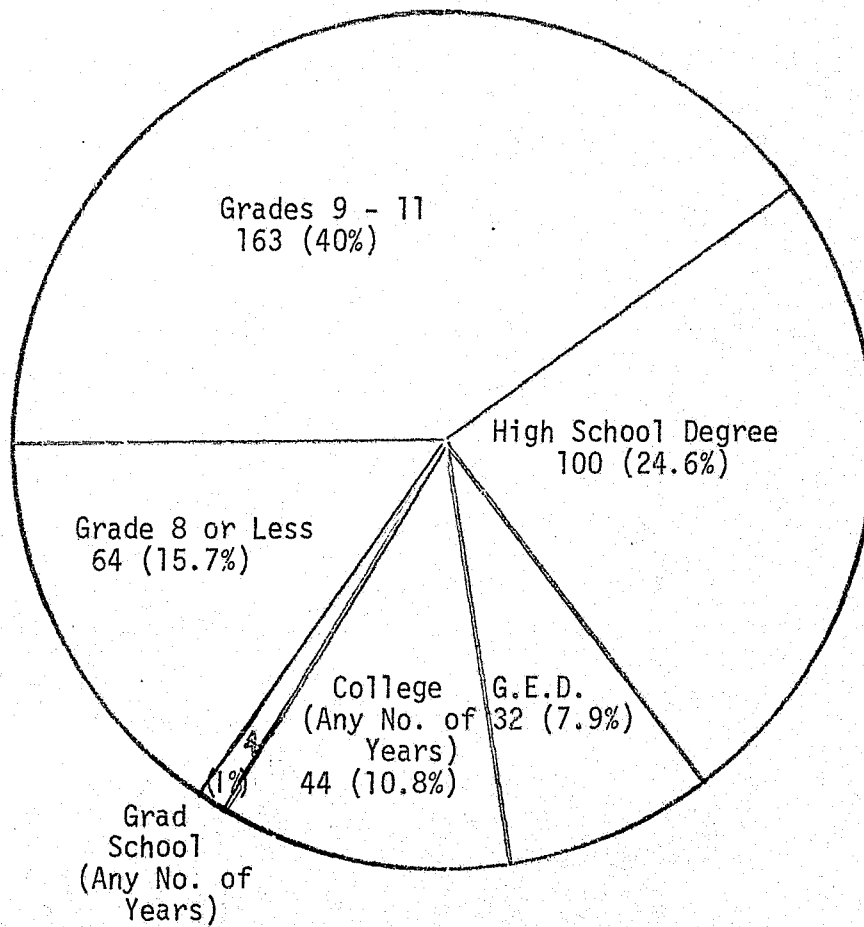
Residents of the Pre-Release Center generally have not had very substantial educations. This is shown by 55.7% having had eleven years or less of education, thus, over half are school dropouts. The percentage of residents obtaining G.E.D.'s over the three year period has increased from 1.5%, to 10.6%, to 11.7% in the year 1974-75. This rise is largely due to increased educational services at the Montgomery County Detention Center.

Those residents who came to the Pre-Release Center without having finished the work required for their G.E.D. are strongly encouraged to continue or complete it while in the program. In many cases educational study is a requirement written into the "program contract" that the resident makes with the Pre-Release Center prior to transfer. He/she may study alone, using programmed material at a public school, or by using the Saturation Approach to Learning Method available at the Pre-Release Center. Private tutoring is available to any resident by a volunteer from a local college.

Graph II-F

EDUCATIONAL LEVEL OF RESIDENTS

AUGUST, 1972 TO AUGUST, 1975



MARITAL STATUS OF RESIDENTS

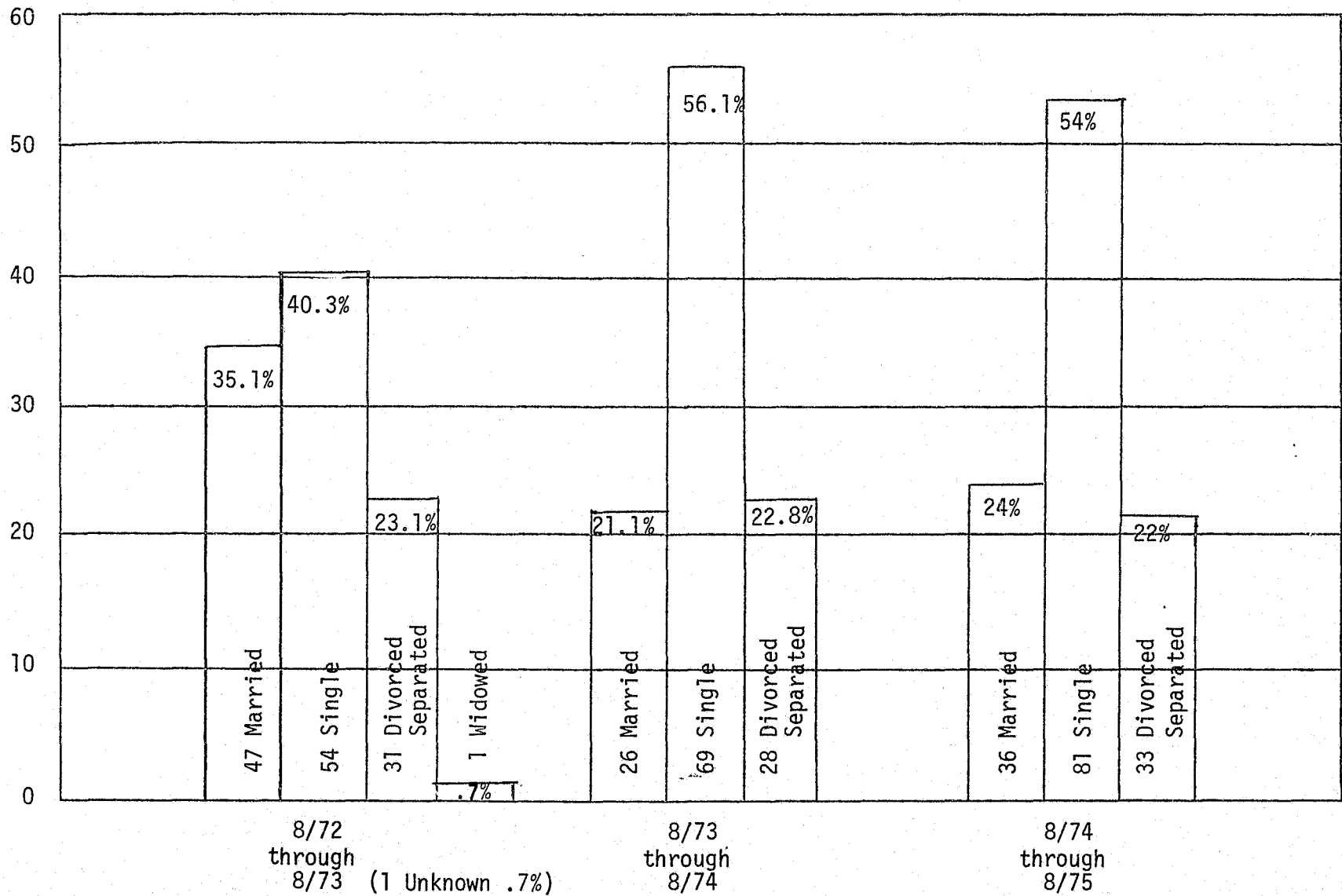
The married population at the Pre-Release Center has decreased substantially and leveled off for the period studied. ('Married' includes common-law marriage.) The number of "single" residents increased substantially the second year and leveled off in the third. The divorced/separated population has remained fairly constant over the period studied. In the period 8/72 - 8/73 there was one resident of widowed status and one whose marital status was unknown.

Thus, the Pre-Release Center was handling a somewhat younger, more single population in 1975 as compared to 1972.

4

Graph II-G

MARITAL STATUS OF RESIDENTS
AUGUST, 1972 TO AUGUST, 1975



DEFINITION OF OFFENDER CLASSIFICATION PATTERNS

Basically for research purposes and its impact on program development the staff treatment team of the Pre-Release Center assesses each incoming resident and identifies the primary and secondary patterns of behavior which directly contribute to the individual's criminal behavior. The assessment is based upon: (1) a standardized intake interview by the Center Supervisor, Operations, (2) the psychological profiles established after administering and scoring the California Personality Inventory and the Tennessee Self Concept Scale, (3) the Pre-Sentence Investigation, (4) the Program Contracting session with a PRC Counselor, and (5) a 45 minute initial team meeting (which involves another standardized interview) by a majority of the Pre-Release Center staff. After reviewing all the information and interviewing the newly arrived resident, the appropriate primary and secondary offender classification patterns are selected and written on the case summary form in pencil (it may be changed at a later date after further observation of the individual's behavior).

The Center team making the assessment is made up of the following:*

- Director, Pre-Release Center
- Consultant Clinical Psychologist
- Supervisor, Operations
- Work Release Coordinator
- Community Services Coordinator
- Two Correctional Counselors
- Social Awareness Instructor
- Three to four Resident Supervisors

The Offender Classification Patterns are not mutually exclusive, but they each do significantly differ from one another and are well enough defined that with proper information (which is typically available), assessment and identification of the predominant patterns are fairly easy. This is not to say that traits of other patterns are not also identified in any particular case, but these traits are not part of the predominant pattern. For example, a case may be assessed as a primary of "Drug Pattern" (the individual was stealing while under the influence of drugs and needed money to buy more drugs) and a secondary of "Socialized Deviance" (adherence to the peer group and its code). In this case these two patterns appear predominant although aspects of the individual's behavior may also fit into the "Inadequate/Immature pattern". The individual may also have destroyed some brain cells as

*Note: Almost all staff have B.A. Degrees and a majority have additional graduate work. The staff team has been trained in intake interviewing and has experienced videotape analysis and feedback for the initial team meeting interview process. The staff team itself was a stable group - almost no turnover for the entire period of this study.)

a result of the drug use, but the "organic dysfunction" is not that significant. This is an example of a fairly complex case that would cause staff discussion as to which pattern really predominates. After assessment of the basic patterns involved a staff consensus is found (typically aided by the Clinical Psychologist in the most difficult cases).

The definitions of the patterns are as follows:

A. Inadequate/Immature Pattern

These individuals demonstrate a pattern of behavior reflecting little self-direction, limited self-control, and/or very poor judgment which many times results in their deviant behaviors. The individuals feel limited control over things that happen "to them" and it is "others" or the "situation" that is responsible. They fail to appreciate their own role and responsibility for their problems. Despite difficulties and conflicts in their past they may face the future with high hopes, but without realistic plans. Rather than age-appropriate, goal-directed, problem solving behavior they act very impulsively without thinking about the consequences of their actions. They frequently over-react, insisting their way is fine, and wanting immediate gratification. Their behavior often appears shortsighted, self-defeating, based upon judgment that has not developed past an early adolescent level.

B. Socialized Deviance Pattern

Individuals demonstrating this behavioral pattern have a deviant value system that is a result of growing up and learning activities through their family and/or peer groups which accept behaviors against the law as a way of life. These individuals adhere to the "code" of their own group, and will typically maintain this identification when interacting with authorities. Their behavior many times exhibits a failure to abide by mainstream social values, but the individual is not particularly anxious about it and appears "well adjusted" within the deviant value system. The family or peer group provides the approval - belongingness, attention, status and self-identity to maintain the deviant values and behaviors.

C. Alcohol Pattern

Individuals demonstrating this pattern use, abuse or are dependent upon alcohol and their condition resulting from alcohol consumption directly contributes to lawbreaking behavior.

D. Drug Pattern

Individuals demonstrating this pattern use, abuse or are dependent upon drugs and their condition resulting from drug use directly contributes to lawbreaking behavior.

E. Emotional Dysfunction Pattern:

The deviant behavior of individuals demonstrating this pattern is directly attributable to significant emotional instability (overriding other possible patterns such as Inadequate/Immature, etc.). Such individuals have a mental disorder (e.g. significant neurosis or psychosis) which directly contributes to their criminal behavior as assessed by a clinical psychologist.

F. Unsocialized Aggressive Pattern

Individuals demonstrating this pattern have little or no identification, attachment, or loyalty to others, and, as such, they are loners who are out for themselves. They have little allegiance to an outside value system, but they are very independent, self-reliant and self-directed. Their life style has the qualities of aggressiveness, manipulation, and excitement. Typically, they are defiant against authority figures, are very calculating in how to get their way, and pay little attention to social mores or legal limits. They demonstrate little anxiety or guilt about lying, or about their criminal or deviant behavior.

G. Situational Incident Case

Generally well-integrated, organized individuals who basically follow established social values, confront a "unique" situation under "stressful" circumstances where their reaction becomes atypical of their normal behavior. This behavioral reaction results in criminal conviction but continued criminal behavior is highly unlikely, as are the circumstances which contributed to it.

Since the termination of the study the following classification pattern was added (previously included in emotional dysfunction or cases of retardates placed in Inadequate/Immature):

Organic Dysfunction Pattern

The criminal activities of these individuals within this pattern are attributed directly to their organic limitation or impairment as assessed by the Clinical Psychologist. Examples of these cases are the mentally retarded and significantly brain damaged alcohol and drug abusers.

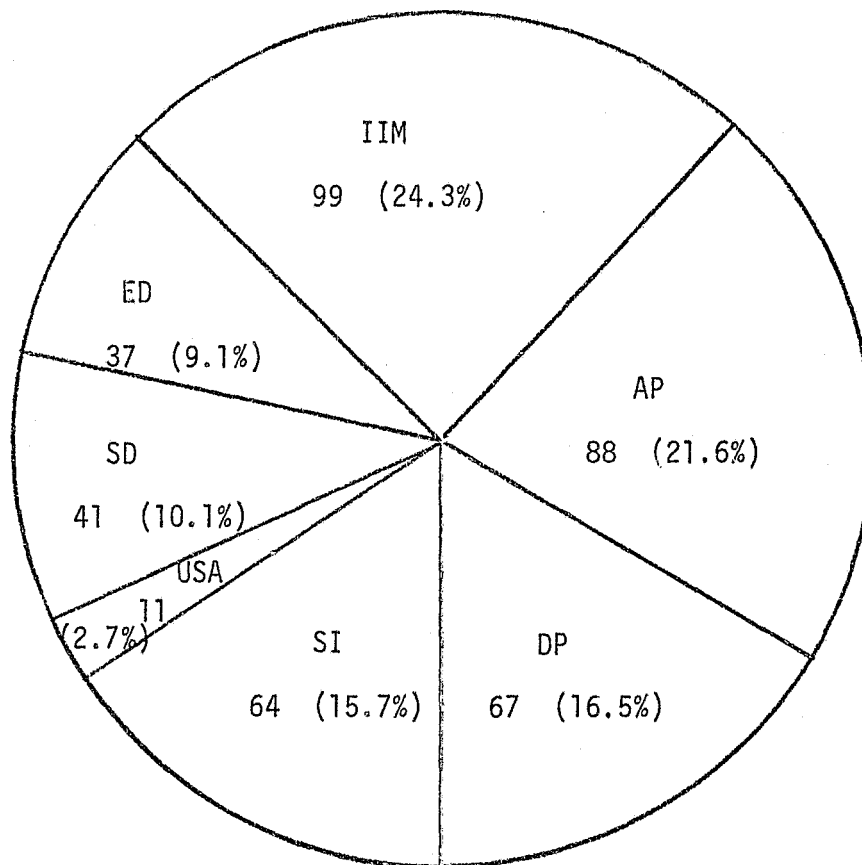
CLASSIFICATION OF RESIDENTS

Those residents classified as Inadequate-Immature represented the largest percentage (24.3%) at the Pre-Release Center during the period studied. The next largest group is Alcohol Pattern (21%) with Drug Pattern (16.5%), Situtational (15.7%), Socialized Deviance (10.1%), Emotional Dysfunction (9.1%) and Unsocialized Aggressive (2.7%) following.

Graph II-H

CLASSIFICATION OF RESIDENTS

AUGUST, 1972 TO AUGUST, 1975



CHARGES OF RESIDENTS

Offenders come to the Pre-Release Center having been convicted on a variety of charges. These charges are representative of the types of offenses commonly committed in the County. Some offenders are rearrested, reconvicted, and reincarcerated because they have committed a new offense while on probation or parole. These residents are classified by the new charge only. However, only .7% of the Pre-Release Center population during the period studied were incarcerated for a Probation/Parole violation without a new charge. These violations refer to failures of the resident to live up to the terms of his parole or probation agreement (i.e. leaving the area).

In cases where a resident was at the Pre-Release Center for two or more charges, the more serious charge was selected for this study. The following explains which charges were categorized as more serious than others.

Assault includes assault and battery, assault with intent to murder, maim, and kill; armed robbery.

Assault - more serious than: Destruction property
Carrying deadly weapon
Robbery
Receiving stolen goods
Larceny
Trespassing
Possession of a loaded rifle
Resisting arrest
Traffic charges

Burglary - more serious than: Forgery and uttering
Tampering
Unauthorized use of motor vehicle

False Statement - more serious than: Traffic
Unauthorized use of motor vehicle

Fleeing Police - more serious than: Unauthorized use of motor vehicle
Driving while intoxicated
Contempt

Larceny - more serious than: Destruction property
Traffic
Fleeing police

Receiving stolen goods - more serious than: Escape
Fleeing police

Robbery - more serious than: Burglary
Fleeing police
Receiving stolen goods
Larceny
Controlled Dangerous Substance

Miscellaneous includes: Misuse phone
Disorderly conduct
Resisting arrest
Vagrancy
Failure to appear
Attempting to flee
Failure to pay hotel
Equity
Impersonating a police officer
Paternity
Maintaining common nuisance

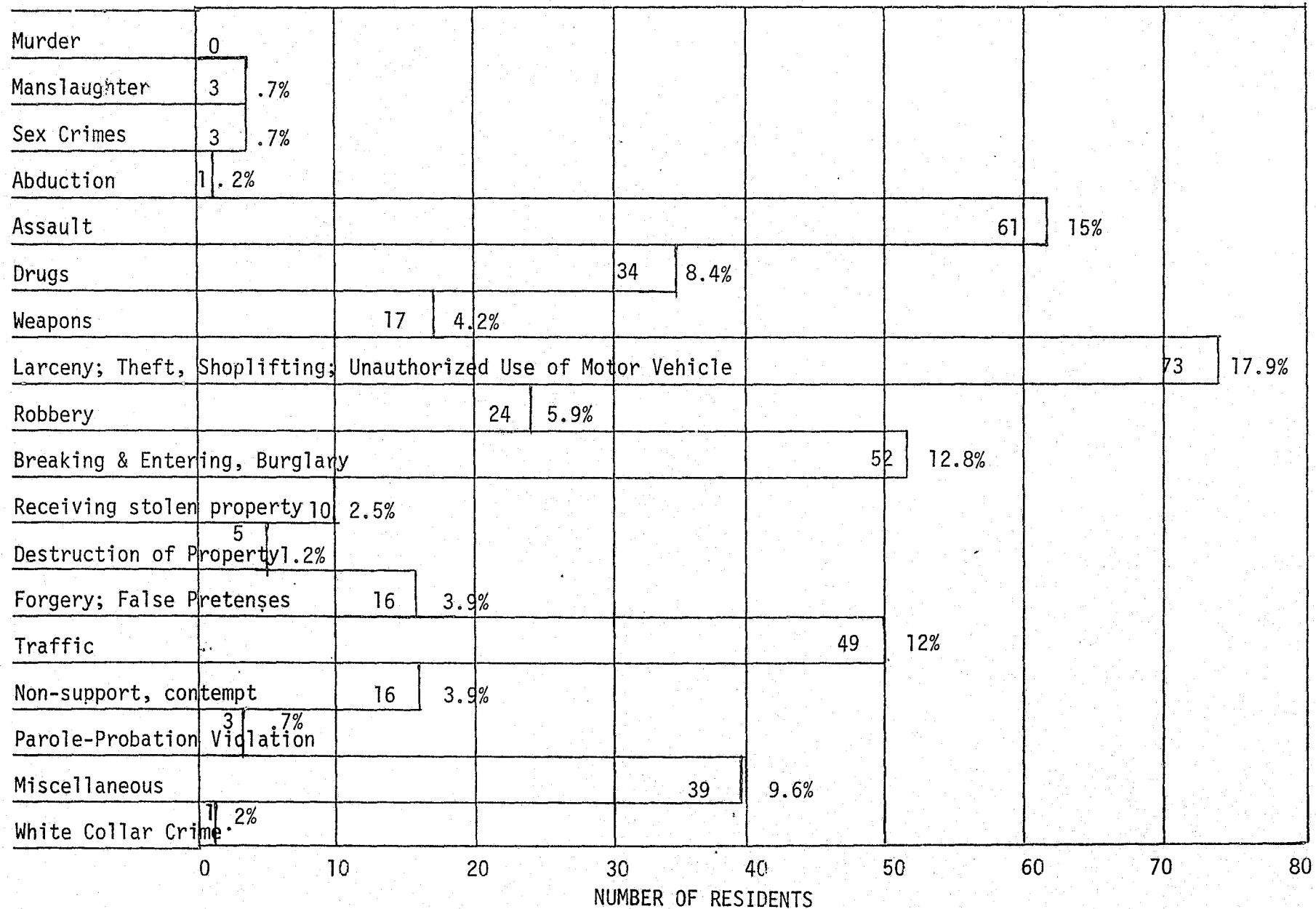
The most serious charges of murder, manslaughter, sex crimes, and abductions together account for less than 2 percent of the crimes committed by accepted applicants to the Pre-Release Center. The one abduction was by a divorced parent of his own child.

Other less serious charges account for the vast majority of residents' crimes. Relatively frequent crimes are: assault, larceny, burglary, and traffic charges, each accounting for from 10 to 18 percent of the charges. Interspersed with these charges are: drugs, weapons, robbery, false pretenses, destruction of property, non-support, parole/probation violation, and white collar crime, each less than 9 percent. Those entering the program for the least serious charges such as larceny, false pretenses, non-support and traffic (DWI) were almost always repeat offenders with numerous arrests, convictions, and periods of probation.

Thus, the charges or cases handled by the Pre-Release Center are those referred to as "middle of the road". The most violent crimes as murder at one extreme and the first offender shoplifter at the other extreme are not entering the Center program.

Graph II-I

CHARGES OF RESIDENTS
AUGUST, 1972 TO AUGUST, 1975



FELONY-MISDEMEANOR COMPOSITION OF CRIMES BY RESIDENTS BY YEAR

During the three year period studied, the percentage of misdemeanors decreased substantially the second year and to a lesser degree the third year. Complementarily, the percentages of felonies increased substantially the second year and to a lesser degree the third year. The last year studied shows almost an equal division between felonies and misdemeanors.

CORRECTIONAL JURISDICTION OF RESIDENTS

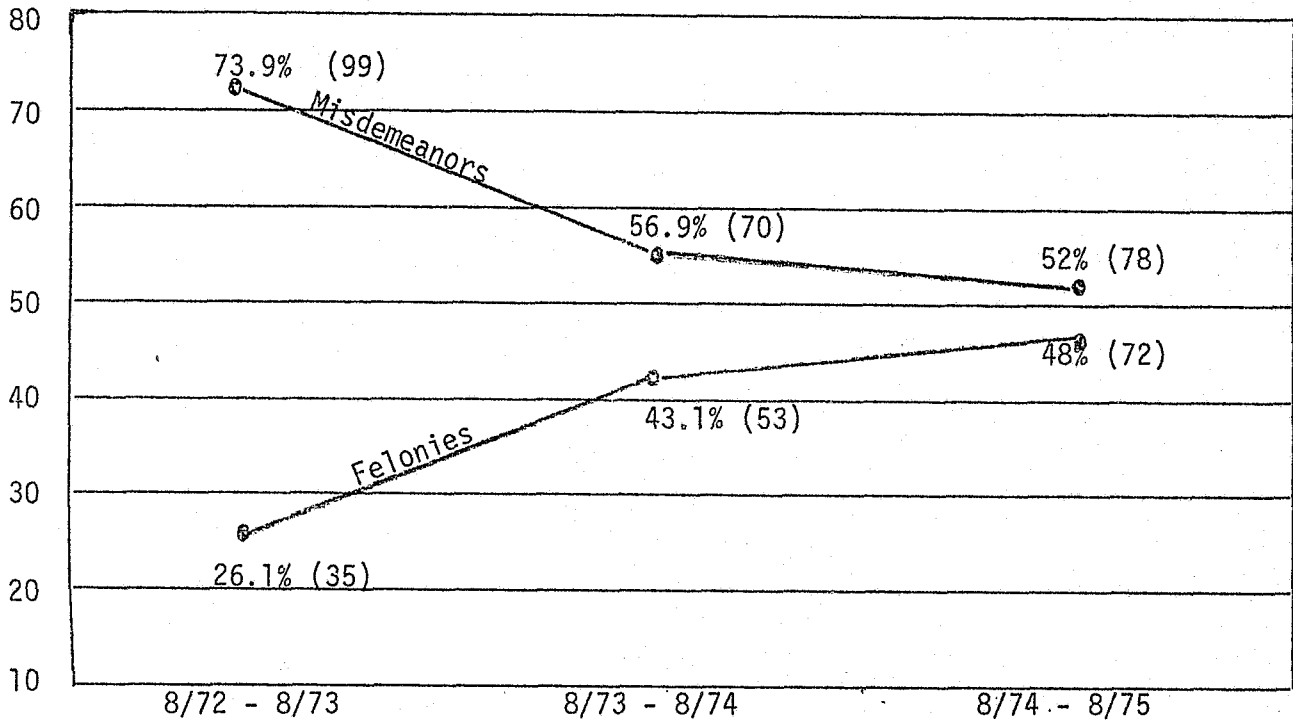
The first year of study shows Montgomery County as the correctional jurisdiction for all but one (Federal) of the residents at the Pre-Release Center. The second year shows a decrease in use by County incarcerates due to the increased usage of the Center by the State Division of Correction and the Federal Bureau of Prisons. A slight increase is shown the third year for Montgomery County as correctional jurisdiction, with a slight decrease by percent of Federal inmates. The State showed a small increase by percent. However, 9 out of 10 program participants were sentenced to the County's Department of Correction and Rehabilitation.

All Pre-Release Center residents who come from either the Bureau of Prisons or the state of Maryland must meet a Montgomery County residency requirement.

FELONY-MISDEMEANOR COMPOSITION OF CRIMES
BY RESIDENTS BY YEAR
AUGUST, 1972 TO AUGUST, 1975

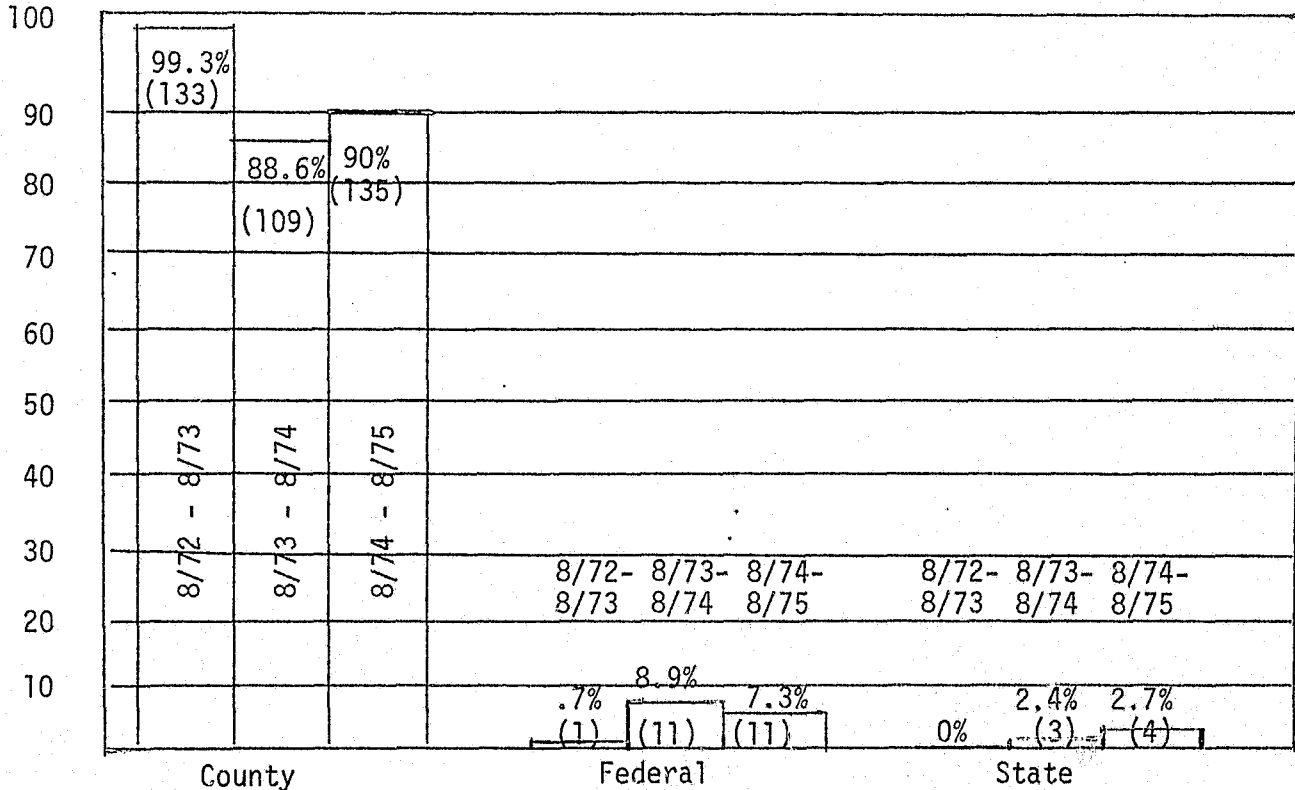
Graph II-J

Percent
of
Residents



CORRECTIONAL JURISDICTION OF RESIDENTS
AUGUST, 1972 TO AUGUST, 1975

Percent
of
Residents



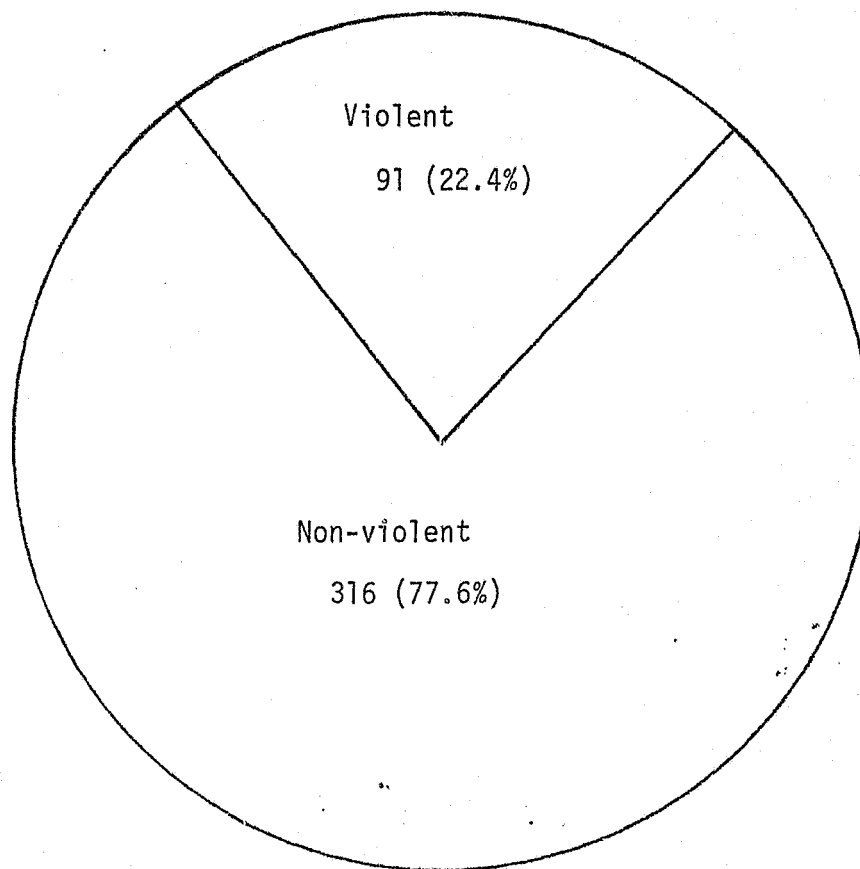
VIOLENCE OF CHARGES

Non-violent offenses represent 77.6% of all the charges of residents who were at the Pre-Release Center from 8/72 - 8/75. Of the charges 22.4% were of a "violent" nature. The following charges were classified as violent:

1. Assault and Battery, Assault
2. Maiming
3. Armed Robbery
4. Robbery
5. Use of guns
6. Unnatural sex act
7. Forced lewdness
8. Rape
9. Murder - Manslaughter

Graph II-L

VIOLENCE OF CHARGES
AUGUST, 1972 TO AUGUST, 1975

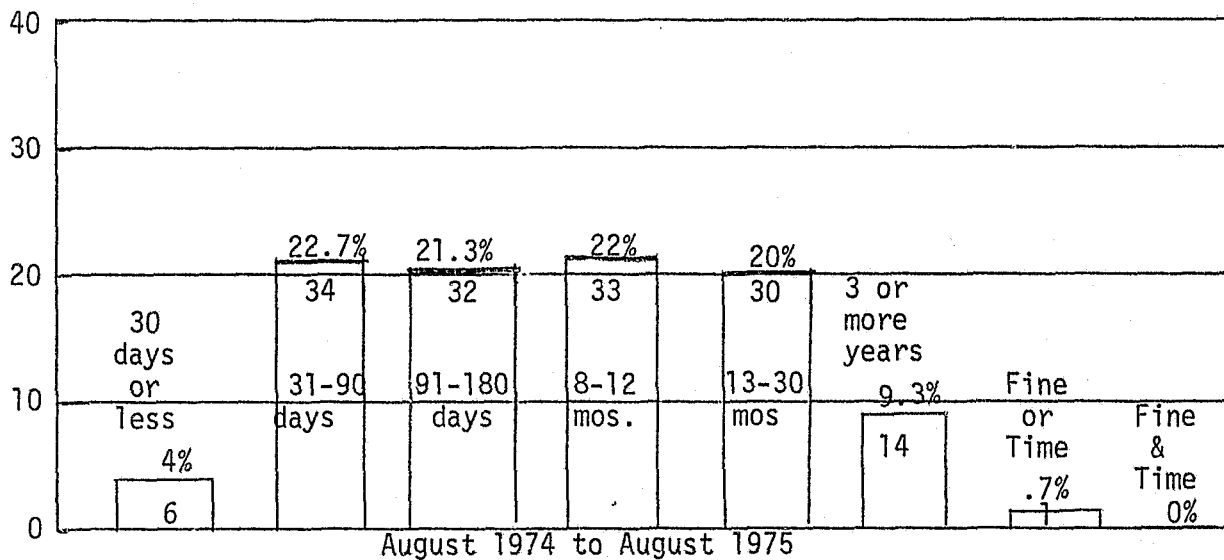
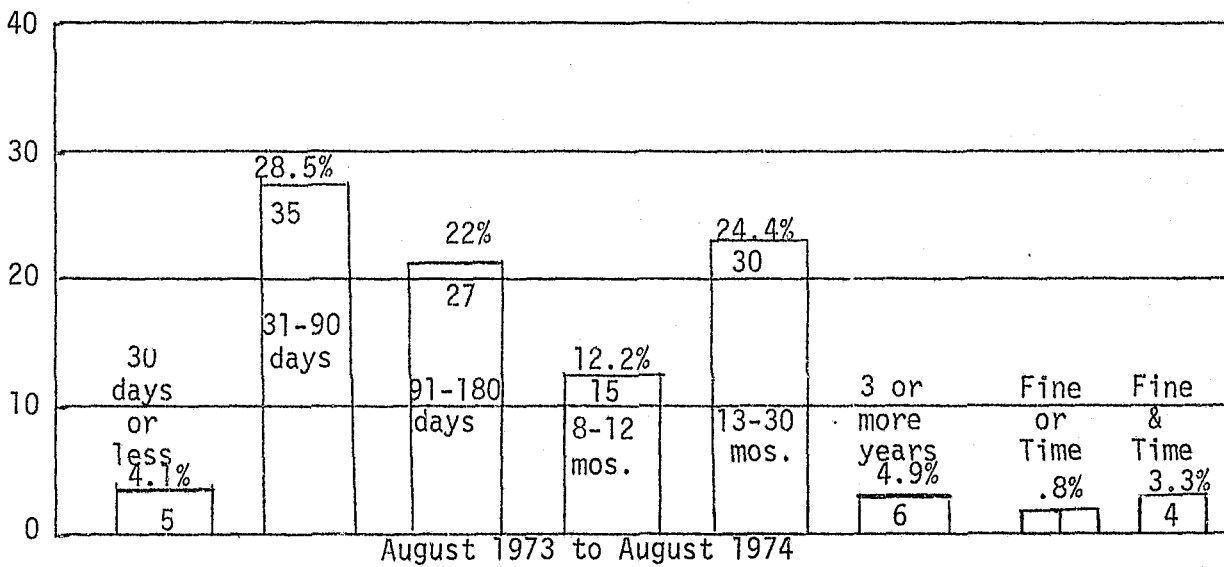
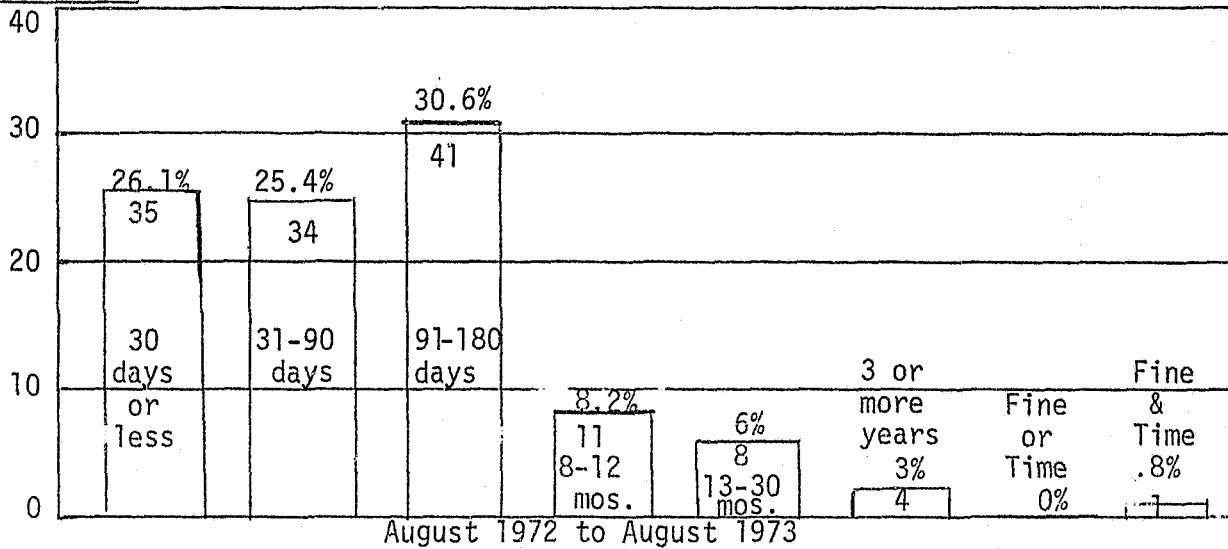


SENTENCES OF RESIDENTS

These three bar-graphs illustrate by year the sentencing structure of Pre-Release Center residents. The length of sentence was taken to be the longest of several concurrent sentences or the sum of consecutive sentences. This was done to be consistent since seriousness of the crime is not always reflected in sentencing and vice versa. Sentences have generally increased in length over the three year period studied. In the first year (8/72 - 8/73), 17.2% of the residents had sentences of 8 months or more, in the second year (8/73 - 8/74), 41.5% and in the third year 51.3%.

This is primarily the result of the change in offender flow away from the State system with more commitments of offenders to the local correctional programs.

Graph II-M

SENTENCES OF RESIDENTSPercent
of
ResidentsAUGUST, 1972 TO AUGUST, 1975

FURLOUGHS

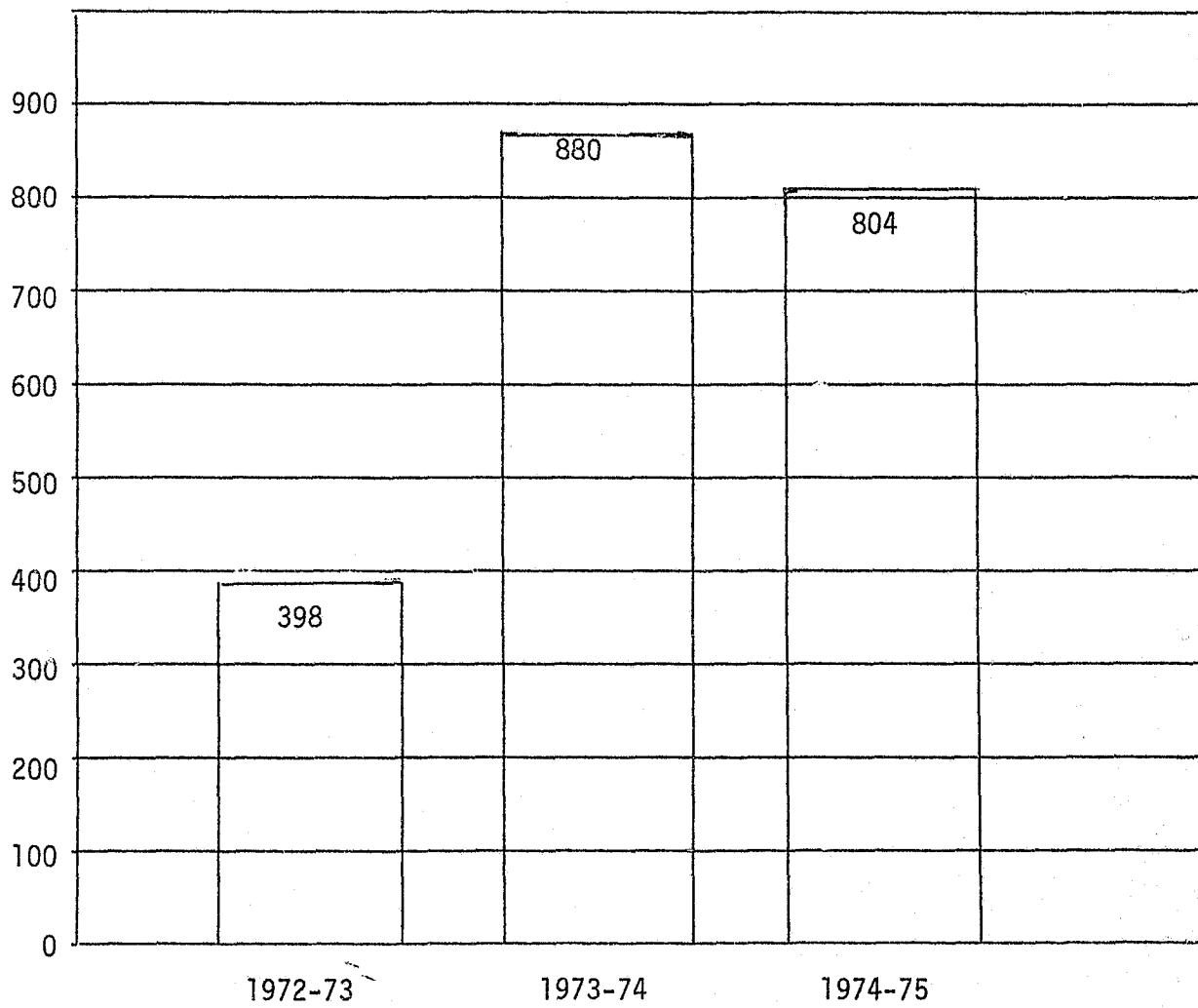
The following table lists the number of furloughs taken by residents of the Pre-Release Program for each of the three years. The number and length of furloughs increases with a resident's advancing phase status in the program. Since the average length of stay was longer in the second year than in the first and third years, this would partially account for the larger number of furloughs taken. In addition, the furlough policy was changed after the first year to allow residents substantially more frequent and longer furloughs. This accounts largely for the great increase between the first year and the second year. Between the second and third year the "phase system" was implemented and refined over time which limited to some degree the number of furloughs a resident could have initially upon entering the program.

Graph II-N

FURLOUGHS

AUGUST, 1972 TO AUGUST, 1975

Number
of
Furloughs



ALCOLYSERS/ALCOSENSORS

Residents are tested for the consumption of alcohol randomly, and regularly after passes (furloughs), or at the discretion of a staff member. Generally three positive test results are grounds for revocation depending upon the person's contract. The very low percentage of positive results with frequent testing demonstrates that residents are generally staying free of alcohol while at the Center.

URINALYSIS

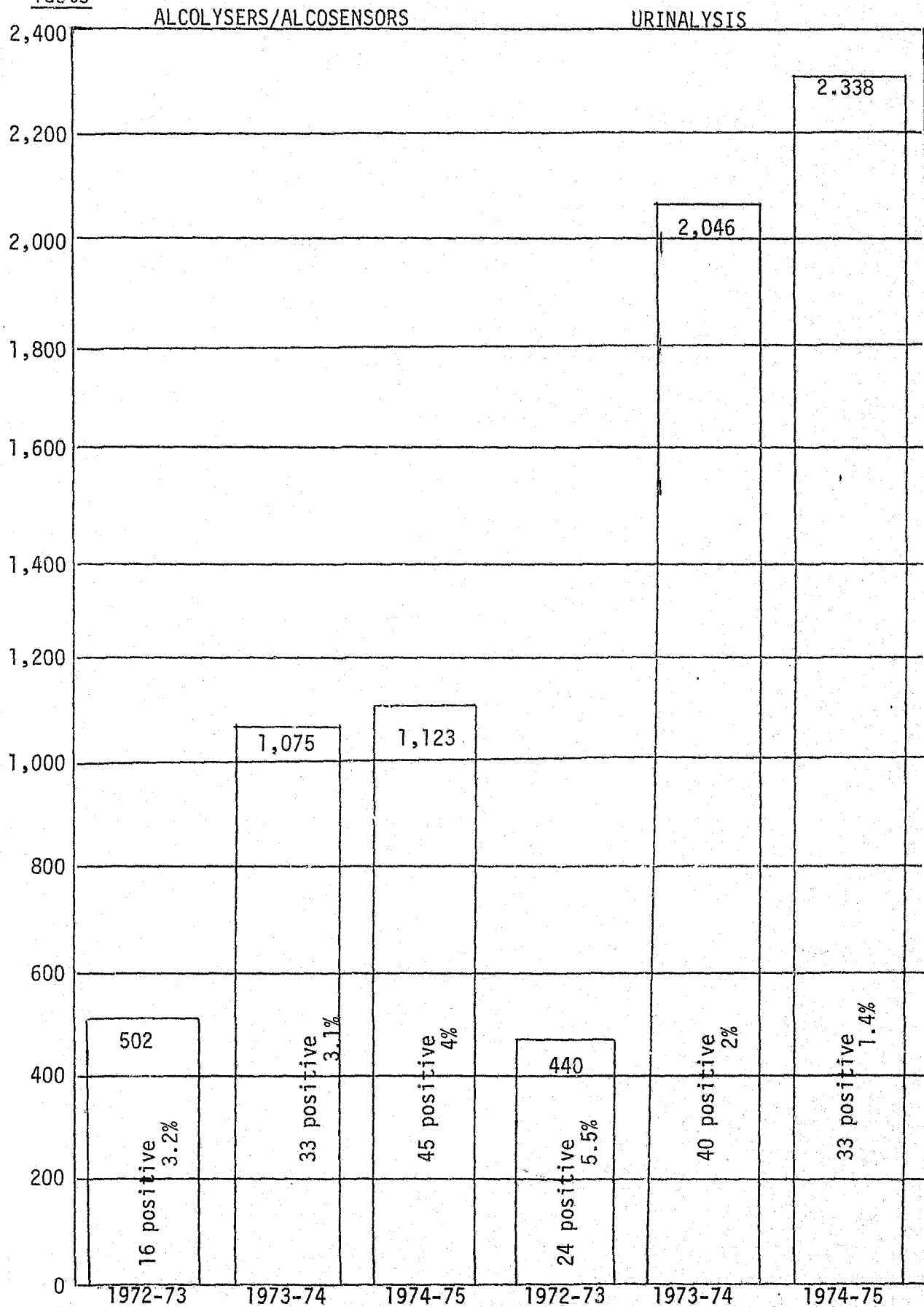
Residents' urine is tested for the presence of illegal drugs. All residents are tested randomly except those identified as previously drug dependent, who are then tested every Tuesday, Thursday, and Sunday. The very low percentage of positive results with frequent testing demonstrates that most residents are staying free of drugs while at the Center.

Graph II-0

II-35

Number
of
Tests

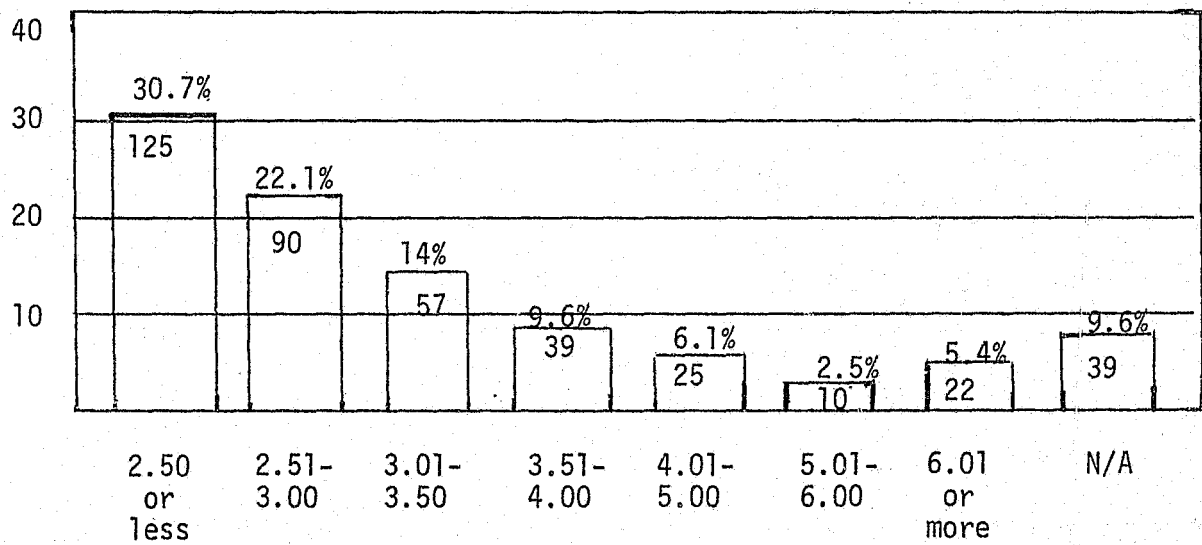
AUGUST, 1972 TO AUGUST, 1975



HOURLY WAGE

The hourly wage earned by the largest single wage group of residents as categorized by this chart was \$2.50 or less which represented the wages of 30.7% of the Center population. However 45.7% of the Center residents had an hourly wage of \$2.51 to \$4.00 with another 23.6% earning over \$4.00 an hour. As wage levels rise, the percentages of residents in each category decrease up to \$6.01 an hour or more. (At the highest wage level the percentages increased slightly because the bracket is larger.) "N/A" refers to residents whose wages varied, who were paid on a commission basis, who were unemployed or in training, or who were in business for themselves.

Graph II-P

HOURLY WAGEAUGUST, 1972 TO AUGUST, 1975Percent
of
Residents

SAVINGS AT DISCHARGE

All residents who have jobs are required to save 10% or more of their weekly paycheck. This requirement holds for a resident's entire stay at the Pre-Release Center. Many residents have to pay court costs, support, alimony, and restitution; thus they are not able to save as much as others without such costs. Also, all residents pay 20% of their gross earnings towards room and board costs at the Pre-Release Center.

Residents typically start off with a minus balance - money loaned to them when they first come to the Pre-Release Center. After becoming employed and receiving their pay checks they then begin to build up a positive balance in their account. (The average stay is approximately 10 weeks.) It should be noted that a few residents rent apartments prior to leaving the Center which requires substantial down payments of between \$200 to \$300. These living arrangements are most often made just prior to discharge, which lowers the amounts "saved" substantially.

The majority of residents are discharged with over \$50.00 and they are employed with pay checks coming in regularly.

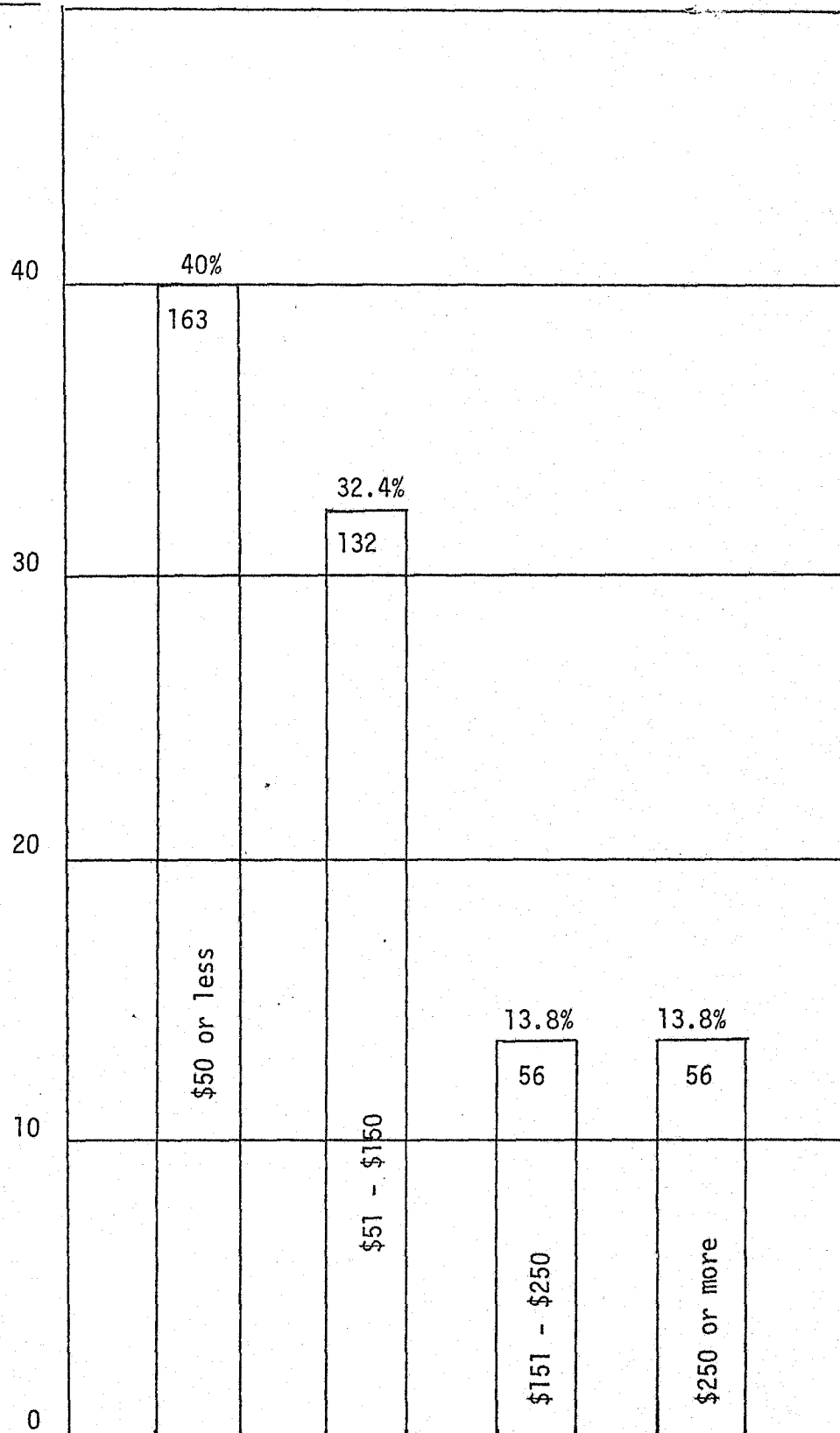
Graph II-Q

II-39

SAVINGS AT DISCHARGE

% of
Residents

AUGUST, 1972 TO AUGUST, 1975



All amounts with percentages of the dollar were rounded up.

DAYS IN PROGRAM

These three bar graphs show days spent in the program by year. Over the three year period the percentages of people spending 1 to 30 days has decreased greatly. The "average length of stay" for 8/72 - 8/73 was 60.68 days, 75.83 for 8/73 - 8/74, and 68.89 for the period 8/74 - 8/75. Thus, the overall average stay is 10 weeks. The general program is designed for a 12 to 14 week stay.

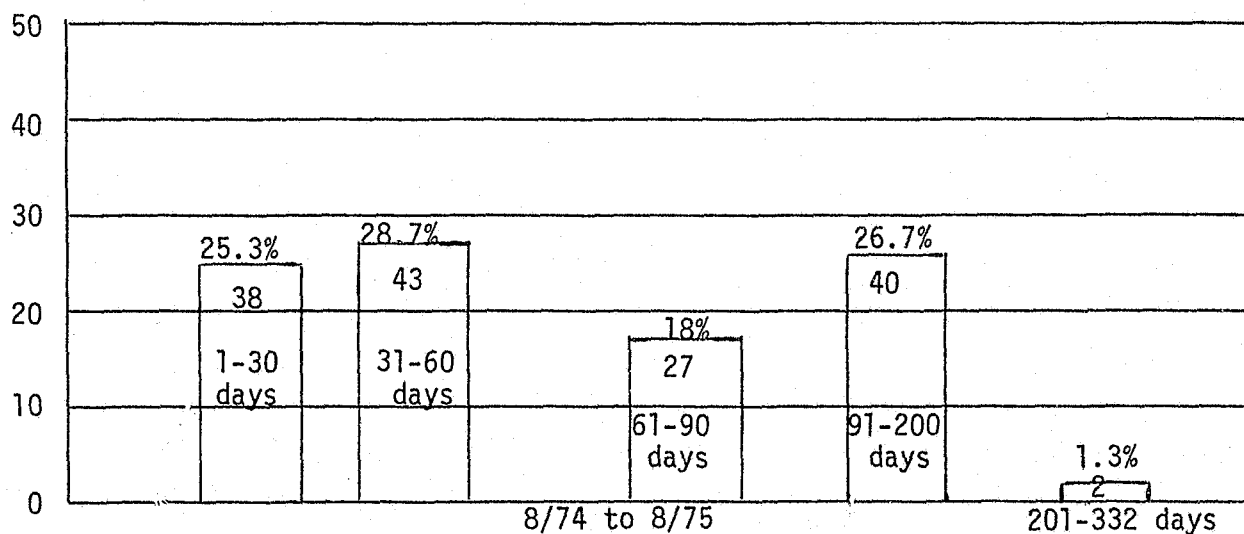
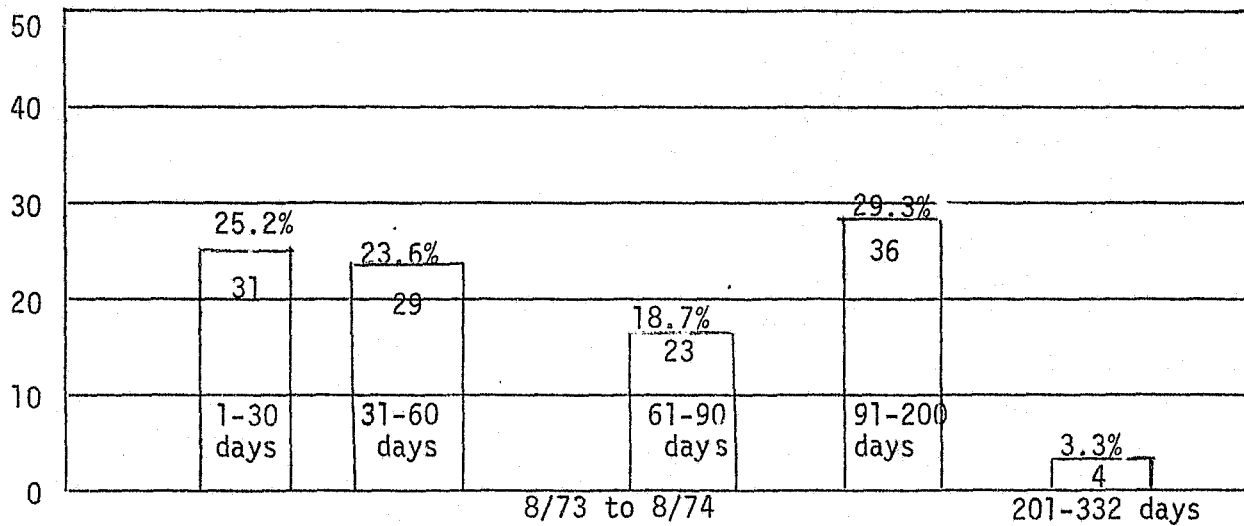
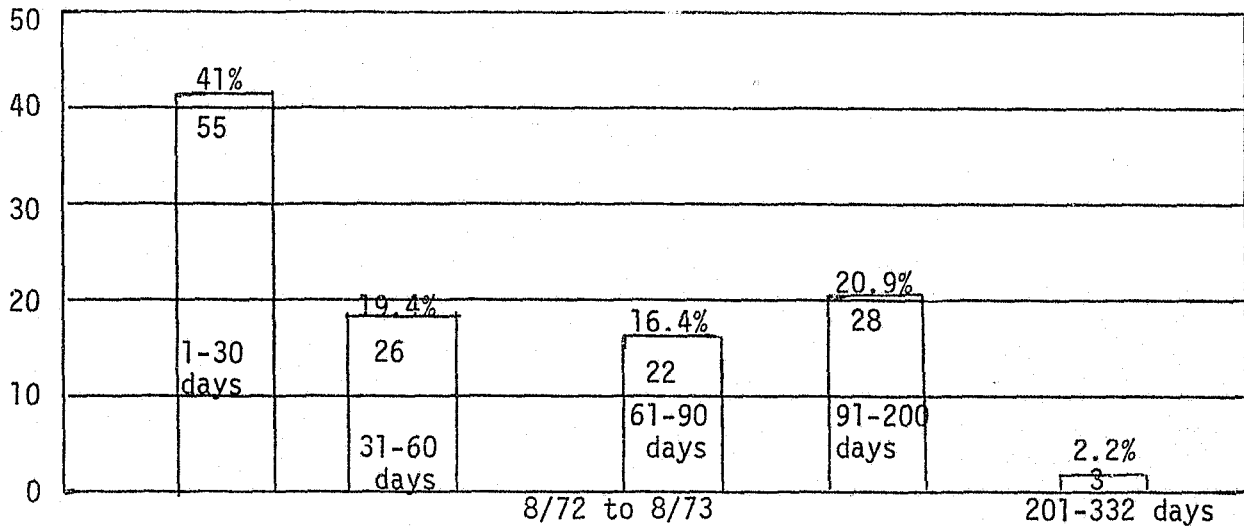
The length of stay for a resident at the Pre-Release Center is not subject to direct control of the Center except for the granting of good time and program time and timing of transfer to the Pre-Release Center (when beds are available). Residents come to the Center with their time set by their sentence but they may be released earlier on parole or by court reduction of sentence. Each case is considered individually based on the participant's performance on the program and preparedness for release.

Graph II-R

II-41
DAYS IN PROGRAM

Percent
of
Residents

AUGUST, 1972 TO AUGUST, 1975



MONTHLY RESIDENT POPULATION BY COURT

The numbers of residents present at the Pre-Release Center in each month according to the committing court (District or Circuit) are listed in the opposite table. Over the three year period, the number of residents committed from the Circuit Court substantially increased relative to the number committed by the District Court. This change reflects the previously mentioned change in sentencing patterns and the greater use of local correctional programming (Work Release and Pre-Release) rather than commitment to the State penal system.

The sentencing change was implemented by the growing Circuit Court "practice" of "split sentencing". This involved sentencing, for example, a person convicted of burglary or house-breaking to 5 years and suspending all but 18 months with the remaining 42 months of the sentence to be served on probation. The individual could then be sentenced to the County system rather than to the State penal system while control was maintained over the individual by the court for five years.

The numbers represent the number of residents present in the program each month from each court. Since some of the residents are present in several months consecutively, annual totals are without meaning.

Table II-A MONTHLY RESIDENT POPULATION BY COURT

	<u>1972 - 1973</u>		<u>1973 - 1974</u>		<u>1974 - 1975</u>	
	<u>District</u>	<u>Circuit</u>	<u>District</u>	<u>Circuit</u>	<u>District</u>	<u>Circuit</u>
September	11	3	15	25	10	29
October	15	7	12	24	8	30
November	16	7	20	26	11	31
December	16	8	19	16	9	28
January	9	2	22	13	5	29
February	6	2	18	16	11	27
March	23	10	14	21	8	32
April	23	8	13	21	11	24
May	27	11	14	23	10	28
June	19	12	15	22	11	33
July	15	14	13	25	13	37
August	15	22	8	24	13	36

AVERAGE MONTHLY PERCENT OF RESIDENTS UTILIZING COMMUNITY SERVICES

Residents participate in a variety of services offered by different agencies in the community: welfare, health, training, counseling, educational, and religious. This table shows participation in these community activities. Since a substantial amount of counseling is also available within the Pre-Release Center, as well as tutoring, these figures do not reflect by any means all of the counseling and education in which residents are involved.

At this point it is not clearly understood why a dramatic drop between the second and third year exists. It is possible that the adoption of the "volunteer" philosophy in which residents chose whether they wanted to participate in community treatment resulted in a noticeable drop in attendance at such programs. For early 1975 a "Program Contracting" system was implemented in which residents contract (after selection to the program but prior to transfer from the jail) to attend counseling of the resident's choice in the community. This change is not reflected in the data due to the short period of time the policy was in effect. Incomplete records also account in part for the low usage of community treatment in the third year.

Table II-B

AVERAGE MONTHLY PERCENT OF RESIDENTS UTILIZING COMMUNITY SERVICES

	February '73 to <u>August '73</u>	May '73 to <u>August '73</u>	September '73 to <u>August '74</u>	September '74 to <u>July '75</u>
Percent in College or High School Programs		4.7	8.6	4.1
Percent in Remedial Reading Programs		2.9	2.5	1.2
Percent Undergoing Private Psychiatric or Psychological Therapy	3.4		3.5	1.1
Percent Undergoing Public Psychiatric or Psychological Therapy		4.4	3.9	3.7
Percent Undergoing Privately Sponsored Drug Abuse Therapy	2.7		2.2	.6
Percent Undergoing Publicly Sponsored Drug Abuse Therapy	0.8		5.0	2.0
Percent Undergoing Privately Sponsored Alcohol Abuse Therapy	2.6		1.9	.8
Percent Undergoing Publicly Sponsored Alcohol Abuse Therapy	<u>5.0</u>		<u>5.4</u>	<u>3.2</u>
Percent Utilizing Community Programs	26.5		33.0	16.7

DISCHARGE OF RESIDENTS PER MONTH1972 - 1975

Residents of the Pre-Release Program may be discharged through one of several categories of release. A person who has demonstrated responsibility and behaves within program limits may be released at the expiration of her/his sentence, released on parole after part of the term of incarceration has been served, released by a judge at court, or released through a special appeal or commutation of the sentence. These categories of release account for about three-quarters of the discharged population.

Less than one-quarter of the residents fail to abide by the agreed-to behavioral limits of the Pre-Release Program and therefore, are revoked and returned to security confinement. The major causes for revocation include possession and use of drugs and/or alcohol, and unauthorized absence.

The following table shows the number and types of discharge of residents each month. The proportions of residents discharged by type was calculated for each year of the program.

During the three year period studied the percentage of residents released on parole increased over 300%, largely due to the increase of residents eligible for parole. An offender must be serving a sentence of six months or more to be eligible for parole and the percentages of residents serving such longer sentences increased over the three year period studied as more felons or serious cases were sentenced to the County system. Complementing the increase in parole releases was a decrease in residents released at the expiration of their sentences and released at court, most likely also due to the increase in numbers of residents with longer sentences.

The percentages of residents who were revoked from the program increased considerably in the second year then decreased somewhat in the third over the three year period studied. (The numbers on the opposite table do not add to 407 because they were derived from another source.)

Table II-C

II-47
DISCHARGE OF RESIDENTS PER MONTH

1972 - 1973

	Released on <u>Parole</u>	Released Expiration of Sentence	Released at <u>Court</u>	<u>Revoked</u>	<u>%</u>
September	0	3	1	0	
October	0	2	1	2	
November	0	3	0	2	
December	3	9	0	2	
January	2	3	NA	1	
February	1	4	2	1	
March	1	9	4	1	
April	0	5	0	3	
May	1	10	2	3	
June	0	8	1	1	
July	0	5	1	2	
August	<u>1</u>	<u>5</u>	<u>1</u>	<u>1</u>	
Total	9	61	13	19	102
Percent	(8.8)	(59.8)	(12.7)	(18.6)	(100)

1973 - 1974

September	0	2	0	9	
October	0	3	1	1	
November	8	10	2	2	
December	2	9	0	4	
January	1	2	0	2	
February	3	2	0	1	
March	2	5	0	3	
April	1	1	0	4	
May	1	4	2	1	
June	2	3	0	6	
July	1	10	2	5	
August	<u>1</u>	<u>6</u>	<u>0</u>	<u>2</u>	
Total	22	57	7	40	126
Percent	(17.5)	(45.2)	(5.6)	(31.7)	(100)

1974 - 1975

September	11	3	0	3	
October	2	5	1	4	
November	4	1	1	3	
December	1	6	2	4	
January	4	5	1	1	
February	4	1	1	1	
March	6	4	0	5	
April	4	5	0	5	
May	5	3	1	3	
June	2	3	0	6	
July	2	8	1	1	
August	<u>3</u>	<u>13</u>	<u>1</u>	<u>6</u>	
Total	48	57	9	40	154
Percent	(31.2)	(37.0)	(5.8)	(26.0)	(100)

RELEASE STATUS BY TYPE OF RELEASE

Of the residents who were in the Pre-Release Program from 8/72 - 8/75, 73% were successfully released from the program; 27.1% of the residents were revoked most frequently, for abusing drugs, alcohol, unauthorized absence and, much less frequently, for fighting or escape. Thus approximately three out of every four participants successfully completed the program. One might note the walk off rate (escape) was very low over the three year period - less than 5%. It should also be noted here that proportionately a quarter more of the releasees than the revokees are not rearrested subsequent to discharge from the correctional system.

Table II-D

RELEASE STATUS BY TYPE OF RELEASE1972 - 1975

<u>Successful Release</u>	<u>Number</u>	<u>%</u>
Released Expiration of sentence	160	39.3
Released Parole	111	27.3
Released at Court	20	4.9
Released - Other (Sentence commuted, Appeal Bond)	<u>6</u>	<u>1.5</u>
Total Released	297	73.0

Revoked

Revoked - Drugs	34	8.4
Revoked - Alcohol	21	5.2
Revoked - Walkoff	20	4.9
Revoked - Other	<u>35</u>	<u>8.6</u>
Total Revoked	110	27.1
Total Released and Revoked	<u>407</u>	<u>100.1</u>
Administrative Removals (Non-disciplinary cases)	<u>12</u>	
Total	419	

DISCHARGE STATUS BY PRIMARY CLASSIFICATION

Of the 297 residents who were successfully released from the program, Alcohol Pattern represents the largest percentage with Situational, Inadequate-Immature, Drug Pattern, Socialized Deviance, Emotional Dysfunction and Unsocialized Aggressive following. Among the 110 residents revoked from the program the largest classification represented is the Inadequate-Immature with Drug Pattern, Alcohol Pattern, Emotional Dysfunction, Socialized Deviance, Situational, and Unsocialized Aggressive following.

The groups with disproportionately larger percentages of releasees relative to that group's representation in the total resident population, in order, are: Situational and Alcohol cases. Situationals represent 21.2% of the releasees, but only 15.7% of the total residents, while Alcohol Pattern cases are 23.2% of the releasees and 21.6% of the total.

The groups with disproportionately larger representation among the revokees than their number in the total resident population are: Inadequate-Immature (37.3% of revokees, but only 24.3% of total) and Unsocialized Aggressives (5.5% of revokees, but only 2.7% of total). Similar percentages were found for Drug Pattern cases (18.2% of revokees, 16.5% of total), and Emotional Dysfunction Pattern cases (10.9% of revokees, 9.1% of total). Socialized Deviance Pattern displayed the same proportions of releasees and revokees as they were of the total population (10.1% revokees, 10.1% of total).

Table II-E

DISCHARGE STATUS BY PRIMARY CLASSIFICATION1972 - 1975

	<u>Released</u>	<u>%</u>	<u>Revoked</u>	<u>%</u>	<u>Total</u>	<u>%</u>
Inadequate- Immature	58	19.5	41	37.3	99	24.3
Alcohol Pattern	69	23.2	19	17.3	88	21.6
Drug Pattern	47	15.8	20	18.2	67	16.5
Emotional Dysfunction	25	8.4	12	10.9	37	9.1
Socialized Deviance	30	10.1	11	10.0	41	10.1
Situational	63	21.2	1	.9	64	15.7
Unsocialized Aggressive	<u>5</u>	<u>1.7</u>	<u>6</u>	<u>5.5</u>	<u>11</u>	<u>2.7</u>
Total	297	100.1	110	100.1	407	100.1

REVOCATION AND RECIDIVISM BY PRIMARY CLASSIFICATION

This table lists the proportions of residents within each primary classification who were revoked from the Pre-Release Program and the proportions which were rearrested regardless of release status. One may generally view these proportions as the overall probability that a person with a given classification may be revoked or rearrested. For example, the unsocialized aggressive pattern has only a 45% chance of being successfully released from the program (.55 propensity to be revoked) whereas a situational has a 98% chance of being released. Similarly an unsocialized aggressive has a 64% probability of being rearrested compared to a 16% probability of rearrest for the situational.

The table is extremely important and can have significant impact on administrative and judicial practices. For example, the situational incident case should probably be placed on probation (which is increasingly being done) since the rate of in-program success is so high. On the other hand those identified as unsocialized aggressive patterns should not be placed on the program. The recidivism rate for unsocialized aggressives is high enough that parole should be questioned closely in each case. The drug pattern cases, which can and have been disruptive to the program (i.e. contraband problems) have an acceptable rate of success and should continue to be placed in the program.

The purpose of screening potential residents out of the program is not just to improve the program statistics. A real policy question exists as to what sorts of people would benefit more from the program. At the moment, it is not clear what differential effect the program has on these assorted classifications of offenders and, therefore, how to decide which ones the program is helping.

Table II-F

REVOCATION AND RECIDIVISM BY CLASSIFICATION

<u>Primary</u>	<u>Total</u>	<u>Revoked</u>	<u>Propensity To Be Revoked</u>	<u>Recidivated</u>	<u>Propensity To Recidivate</u>
Inadequate-Immature Pattern	99	41	.41	29	.29
Alcohol Pattern	88	19	.22	24	.27
Drug Pattern	67	*20	.30	19	.28
Emotionally Disturbed Pattern	37	12	.32	13	.35
Socialized Deviant Pattern	41	11	.27	7	.17
Situational Incident Case	64	1	.02	10	.16
Unsocialized Aggressive Pattern	11	6	.55	7	.64
Total	407	110	.27	109	.27

NUMBER OF RESIDENTS BY PRIMARY/SECONDARYCLASSIFICATION AND DISCHARGE STATUS8/29/72 to 8/31/75

Residents have also been assigned a secondary classification in conjunction with the primary. The primary classification indicates the person's predominant pattern while the secondary indicates an important but subsidiary pattern (in some cases mostly in 1972 - 73, a secondary pattern was not identified.)

Again, as in the preceeding table of primary classifications against discharge status, the Inadequate-Immature, Drug Pattern, Emotional Dysfunction, and Unsocialized Aggressive classifications do relatively less well on the program compared to the Situational and the Alcohol Pattern cases. Cases particularly prone to revocation appear to be the combinations of Inadequate-Immature/Drug, Inadequate-Immature/Socialized Deviance, Drug/Emotional Dysfunction, Emotional Dysfunction/Drug, and all Unsocialized Aggressive cases. In contrast, the Situationals or Alcohol matched with no secondary do relatively well on the program.

As one might logically conclude, a multiplicity of behavior patterns contributing to criminality tends to increase the probability of failure and, conversely, tends to decrease the individuals' abilities to cope with their environments and take hold of the opportunities made available to them.

NUMBER OF RESIDENTS BY PRIMARY/SECONDARY CLASSIFICATION AND DISCHARGE STATUS
AUGUST, 1972 - AUGUST, 1975

Primary	Secondary	Released		Revoked	
		#	%	#	%
Inadequate- Immature	None	36	12.1	15	13.6
	Alcohol Pattern	6	2.0	7	6.4
	Drug Pattern	8	2.7	8	7.3
	Emotional Dysfunction	4	1.3	1	.9
	Socialized Deviance	3	1.0	7	6.3
	Unsocialized Aggressive	1	.3	3	2.7
		<u>58</u>	<u>19.5</u>	<u>41</u>	<u>37.3</u>
Alcohol Pattern	None	56	18.9	13	11.8
	Inadequate-Immature	6	2.0	0	.0
	Drug Pattern	1	.3	1	.9
	Emotional Dysfunction	2	.7	2	1.8
	Socialized Deviance	1	.3	2	1.8
	Situational	3	1.0	1	.9
		<u>69</u>	<u>23.2</u>	<u>19</u>	<u>17.3</u>
Drug Pattern	None	31	10.4	12	10.9
	Inadequate-Immature	9	3.0	6	5.4
	Alcohol Pattern	2	.7	0	.0
	Emotional Dysfunction	0	.0	2	1.8
	Socialized Deviance	3	1.0	0	.0
	Situational	2	.7	0	.0
		<u>47</u>	<u>15.8</u>	<u>20</u>	<u>18.1</u>
Emotional Dysfunction	None	15	5.1	6	5.4
	Inadequate-Immature	3	1.0	2	1.8
	Alcohol Pattern	2	.7	0	.0
	Drug Pattern	2	.7	4	3.6
	Situational	3	1.0	0	.0
		<u>25</u>	<u>8.4</u>	<u>12</u>	<u>10.9</u>
Socialized Deviance	None	13	4.4	3	2.7
	Inadequate-Immature	6	2.0	2	1.8
	Alcohol Pattern	2	.7	1	.9
	Drug Pattern	4	1.3	4	3.6
	Situational	4	1.3	0	.0
	Unsocialized Aggressive	1	.3	1	1.0
		<u>30</u>	<u>10.1</u>	<u>11</u>	<u>10.0</u>
Situational	None	39	13.1	1	.9
	Inadequate-Immature	9	3.0	0	.0
	Alcohol Pattern	5	1.7	0	.0
	Drug Pattern	4	1.3	0	.0
	Emotional Dysfunction	3	1.0	0	.0
	Socialized Deviance	3	1.0	0	.0
		<u>63</u>	<u>21.2</u>	<u>1</u>	<u>.9</u>
Unsocialized Aggressive	None	1	.3	3	2.7
	Inadequate-Immature	1	.3	0	.0
	Alcohol Pattern	2	.7	0	.0
	Drug Pattern	1	.3	0	.0
	Emotional Dysfunction	0	.0	2	1.8
	Socialized Deviance	0	.0	1	.9
		<u>5</u>	<u>1.7</u>	<u>6</u>	<u>5.5</u>
Total Residents		<u>297</u>		<u>229</u>	

Release Status by Recidivism Status

Individuals are either released or revoked from the Pre-Release Center. After their final discharge they are either rearrested or not rearrested. The relationship between release status and recidivism status is significant at better than the .005 level. Non rearrested individuals are over-represented in the released category and under-represented in the revoked category. Rearrested individuals are under-represented in the released category and over-represented in the revoked category.

Table II-H

RELEASE STATUS BY RECIDIVISM STATUS

	Not Rearrested	Rearrested	Total
Released	239	58	297
	80.5	19.5	100.0
Revoked	59	51	110
	53.6	46.4	100.0
Totals	298	109	407
	73.2	26.8	100.0

Skill Level by Classification

Skill level represents the skill level of the last job held by a resident while at the Pre-Release Center. Persons on whom such information was not available were excluded from this test because they were unemployed. The primary classification of a resident represents an assessment of the person's Deviant Pattern (see page II-20). A chi square test was done to evaluate the relationship between skill level and classification. Skill level (skilled and professional, semi-skilled, unskilled), is significantly related to classification with a level of significance better than .005.

Compared to the distribution of skill levels in the PRC population studied as a whole, the following classifications are over-represented in the skilled group and under-represented in the unskilled group: Alcohol Offender, Emotionally Disturbed, and Situational Incident. The following classifications are under-represented in the skilled group and over-represented in the unskilled group: Inadequate Immature, Drug Offender, Socialized Deviant, and Unsocialized Aggressive.

Separate individual tests were done for each classification to determine whether the distribution of skill levels in that classification were in proportion to the distribution of skill level in the total PRC population studied. Skill level was found to be not in proportion to the total population for the following classifications at better than the .05 level of significance; Inadequate-Immature, Emotionally Disturbed, Socialized Deviant, and Situational Incident.

Table II-I

SKILL LEVEL BY CLASSIFICATION

	Professional and Skilled		Semi-Skilled		Unskilled		Total	
	#	%	#	%	#	%	#	%
IIM Inadequate- Immature	10	10.6	32	34.0	52	55.3	94	100.0
AP Alcohol Pattern	25	30.1	21	25.3	37	44.6	83	100.0
DP Drug Pattern	10	16.1	19	30.7	33	53.2	62	100.0
ED Emotional Dysfunction	13	41.9	11	35.5	7	22.6	31	100.0
SD Socialized Deviance	2	5.6	8	22.2	26	72.2	36	100.0
SI Situational	24	39.3	17	27.9	20	32.8	61	100.0
USA Unsocialized Aggressive	0		5	45.5	6	54.6	11	100.0
TOTALS	84	22.2	113	29.9	181	47.9	378	100.0

CONTINUED

1 OF 2

Classification by Release Status by Recidivism Status

A separate test for the relationship between release and recidivism status was done for each classification. For the following classification patterns the relationship between release status and recidivism status was found to be significant at better than the .05 level: Emotionally Disturbed, Inadequate/Immature, and Drug Pattern. Among the Emotionally Disturbed, Inadequate/Immature and Drug Pattern group individuals not rearrested were over-represented in the released category and under-represented in the revoked category. For these same groups individuals rearrested were under-represented in the released category and over-represented in the revoked category. No significant relationship was found between release status and recidivism status for the Alcohol Offender. The following classifications did not have large enough samples for this test: Socialized Deviant, Situational Incident and Unsocialized Aggressive.

Skill Level by Release/Recidivism

Release/recidivism status refers to four separate groupings: released-not rearrested, released-rearrested, revoked-not rearrested, and revoked-rearrested. The relationship between skill level and release/recidivism status was found to be significant at better than the .025 level. The released not rearrested group was over-represented in the skilled and semi-skilled group and under-represented in the unskilled group. The released - rearrested group was over-represented in the skilled group and unskilled group and under-represented in the semi-skilled group. Both revoked groups were under-represented in the skilled and semi-skilled group and over-represented in the unskilled group.

Two separate tests were done to examine the relationship between release status and skill level and recidivism status and skill level. These relationships were found to be significant at better than the .025 level. Residents

Table II-J

SKILL LEVEL BY RELEASE/RECIDIVISM

	Professional and Skilled	Semi-Skilled	Unskilled	Total
Released Not Rearrested	57 25.1	76 33.5	94 41.4	227 100.0
Released Rearrested	13 25.0	10 19.2	29 55.8	52 100.0
Revoked Not Rearrested	10 18.5	16 29.6	28 51.9	54 100.0
Revoked Rearrested	4 8.9	11 24.4	30 66.7	45 100.0
Total	84 22.2	113 29.9	181 47.9	378 100.0

released from the Pre-Release Center were more highly represented in the skilled and semi-skilled group than those revoked from the program. Revokees were more highly represented in the unskilled group than were releasees. Those not rearrested were more highly represented in the skilled and unskilled groups than were those rearrested. Rearrestees were more highly represented in the unskilled group than were the non-rearrested.

Separate tests were accomplished for the relationship between skill level and release/recidivism status holding first, release status and, second, recidivism status constant. When the recidivism was held constant no significant relationship was found between skill level and being released or revoked from the Pre-Release Center. When the revokees were examined as a group no significant relationship was found between skill level and recidivism status for the releasees, the relationship was significant at better than the .10 level. Non-rearrested releasees are over-represented in the skilled and semi-skilled group and under-represented in the unskilled group. Rearrested releasees are under-represented in the skilled and semi-skilled group and over-represented in the unskilled group.

Classification by Release Status by Skill LevelClassification by Recidivism Status by Skill Level

In every classification the sample was too small to examine the relationship between release/recidivism status and skill level. Thus separate tests had to be done for release status by skill level and recidivism status by skill level.

Within the Inadequate/Immature group, significant relationships were found between a) release status and skill level, and b) recidivism status and skill level. Both were significant at better than the .10 level. Releasees were under-represented in the skilled and unskilled group but over-represented in the semi-skilled group. Revokees were over-represented in the skilled and unskilled group but under-represented in the semi-skilled group. The non-rearrested group was over-represented in the skilled and semi-skilled group and under-represented in the unskilled group. The rearrested group was under-represented in the skilled and semi-skilled group and over-represented in the unskilled group.

For Alcohol Offenders and Drug Offenders no significant relationships were found between release status and skill level and between recidivism status and skill level.

The samples for the Emotional Dysfunction, Socialized Deviance, and Unsocialized Aggressive classifications were too small to examine the relationships between release status and skill level and between recidivism status and skill level.

The sample for Situational Incident was too small to examine the relationship between release status and skill level but large enough to find that no significant relationship existed between recidivism status and skill level.

To summarize, skill level and classification do appear to be associated with release/recidivism, though more significantly for some groups than for others. One would like to conclude that the possession of skills is more likely to offer a person law-abiding alternatives to criminal behavior. However, an equally plausible hypothesis is that the person's other problems that may be associated with criminal behavior also forestall or impede the acquisition of skills.

Table II-K

SKILL LEVEL BY CLASSIFICATION BY RELEASE/RECIDIVISM STATUS
AUGUST, 1972 TO AUGUST, 1975

Classification Release/ Recidivism Status	Professional and Skilled (84)				Semi-Skilled (113)				Unskilled (181)				N/A (29)				TOTALS
	Released Not Rearrested	Released Rearrested	Revoked Not Rearrested	Revoked Rearrested	Released Not Rearrested	Released Rearrested	Revoked Not Rearrested	Revoked Rearrested	Released Not Rearrested	Released Rearrested	Revoked Not Rearrested	Revoked Rearrested	Released Not Rearrested	Released Rearrested	Revoked Not Rearrested	Revoked Rearrested	
IIM	5		4	1	20	4	6	2	20	7	12	13	2		1	2	99
Inadequate- Immature	5.1		4	1	20.2	4	6.1	2	20.2	7.1	12.1	13.1	2		1	2	24.3
AP	19	3	2	1	17	1	1	2	16	10	8	3		3	1	1	88
Alcohol Pattern	21.6	3.4	2.3	1.1	19.3	1.1	1.1	2.3	18.2	11.4	9.1	3.4		3.4	1.1	1.1	21.6
DP	6	1	1	2	11	1	5	2	17	6	5	5	3	2			67
Drug Pattern	9	1.5	1.5	3	16.4	1.5	7.5	3	25.4	9	7.5	7.5	4.5	3			16.5
ED	8	4	1		5	1	3	2	5			2	1	1	1	3	37
Emotional Dysfunction	21.6	10.8	2.7		13.5	2.7	8.11	5.4	13.5			5.4	2.7	2.7	2.7	8.11	9.1
SD			2		6	1		1	19	1	2	4	3		2		41
Socialized Deviance			4.9		14.6	2.4		2.4	46.3	2.4	4.9	9.8	7.3		4.9		10.1
SI	19	5			16	1			15	4	1		3				64
Situational	29.7	7.8			25	1.6			23.4	6.3	1.6		4.7				15.7
USA					1	1	1	2	2	1		3					11
Unsocialized Aggressive					9.1	9.1	9.1	18.2	18.2	9.1		27.3					2.7
TOTALS	57	13	10	4	76	10	16	11	94	29	28	30	12	6	5	6	407
	67.9	15.5	11.9	4.8	67.3	8.9	14.2	9.7	51.9	16	15.5	16.6	41.4	20.7	17.2	20.7	100

*This includes 1 professional classified situational, released, not rearrested.

Due to rounding off the total percentages may vary between 99.8 and 100.2%.

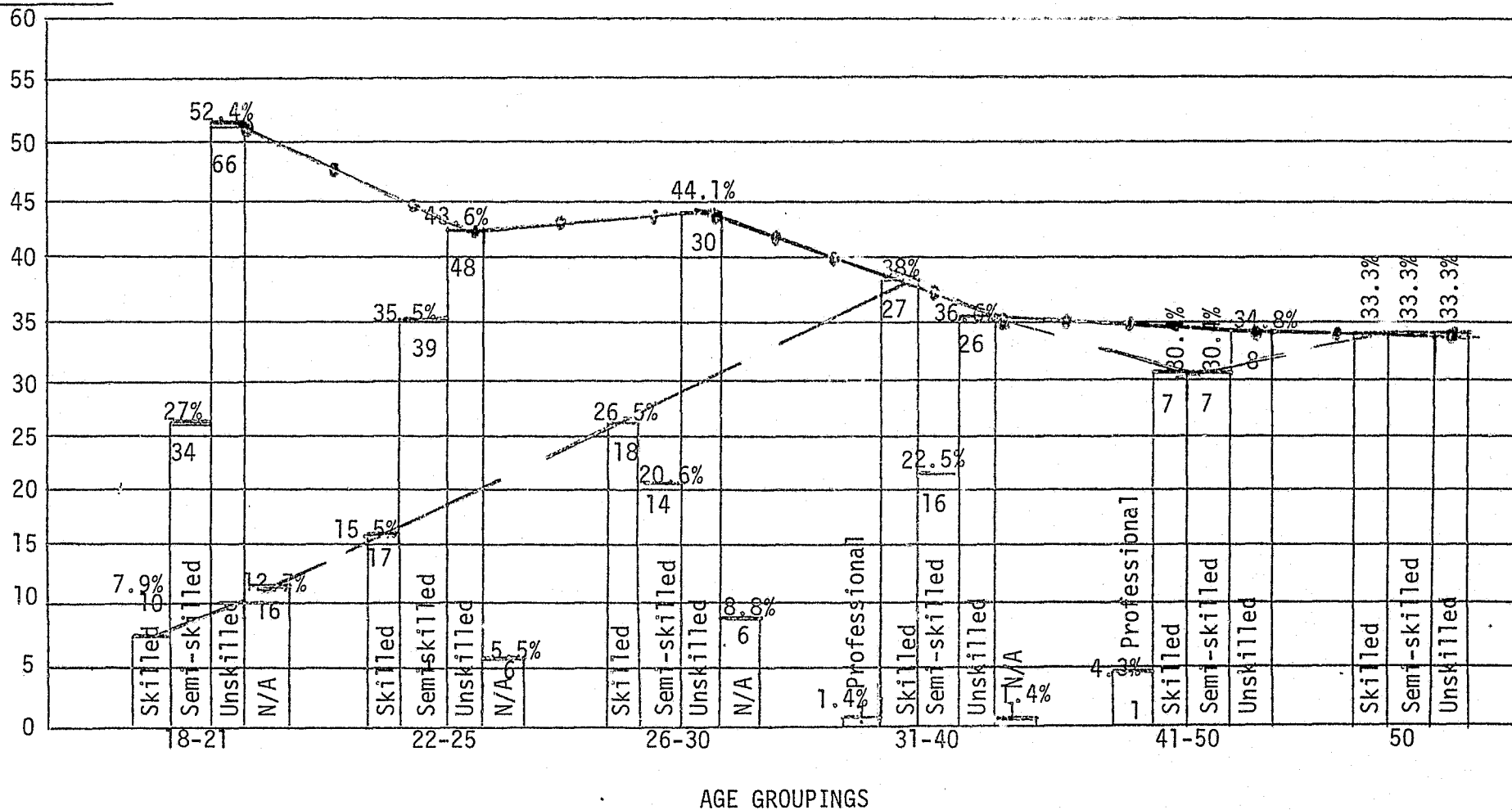
SKILL LEVEL BY AGE GROUPING

This bar-graph/line-graph shows the skill level of residents by age groupings. The skill level is determined by the skill level of the last job the resident had while at the Pre-Release Center. Among the resident population ages 18 - 30, the percentage of skilled workers increases while the percentage of unskilled workers decreases. After age 40, the percentages of skilled workers remain fairly stable as do the percentages of unskilled workers. The percentages of semiskilled workers varies between 20.6% and 35.5% but there is no apparent pattern with respect to age. During the three year period studied 8/72 - 8/75 there were only two residents who were professionals. The skill level of 7.4% of all the residents studied could not be determined because they were either unemployed or not in an employment status because they were in vocational training or were attending school.

Graph II-S
Percent
of
Residents

SKILL LEVEL BY AGE GROUPINGS

AUGUST, 1972 TO AUGUST, 1975



CHARACTERISTICS BY RELEASE/RECIDIVISM STATUS

August, 1972 through August, 1975

Introductory Comment: Residents of the Pre-Release Program are divided into 4 categories according to whether they were: a) successfully released from the program and not subsequently rearrested; b) released but rearrested; c) revoked but not rearrested; and d) revoked and rearrested. The following tables show some relationships between selected characteristics (each discussed independently) and release/recidivism status.

Race

According to race, there is no significant difference among the four groups. The overall percentage of Blacks and Whites is 33% Black and 66% White. Blacks were slightly more highly represented in the nonrecidivating groups 34.7% for released not rearrested and 32.2% for revoked not rearrested while Whites were slightly overrepresented in released-rearrested, 69%, and revoked rearrested, 68.6%.

Table II-L

	<u>Total</u>		<u>Black</u>		<u>White</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Released-Not Rearrested	239	58.7	83	34.7	156	65.3
Released-Rearrested	58	14.3	18	31.0	40	69.0
Revoked-Not Rearrested	59	14.5	19	32.2	40	67.8
Revoked-Rearrested	51	12.5	16	31.4	35	68.6
Total	407	100	136	33.4	271	66.6

Residency

The place of abode for residents of the Pre-Release Center is predominantly Montgomery County, Maryland. However, residents come from the District of Columbia, Prince George's County, and other areas as well. There is no significant relationship between place of residency and release or recidivism except that for people who are subsequently rearrested, D.C. residents are revoked in larger proportion than their numbers in the program, while residents from other areas (including Montgomery County) are revoked in lesser proportion than their numbers in the program would suggest. The level of significance is better than .05. For residents who are not subsequently rearrested there is no difference according to place of residence as to whether they are revoked or released. There is also no significant relationship between place of residence and whether a person is subsequently rearrested.

Table II-M

	<u>Released-Not Rearrested</u>		<u>Released- Rearrested</u>		<u>Revoked-Not Rearrested</u>		<u>Revoked- Rearrested</u>		<u>Total</u>	
	#	%	#	%	#	%	#	%	#	%
Montgomery County	179	74.9	49	84.5	44	74.6	37	72.6	309	75.9
District of Columbia	32	13.4	4	6.9	9	15.3	10	19.6	55	13.5
Prince George's County	14	5.9	3	5.2	4	6.8	3	5.9	24	5.9
Other	14	5.9	2	3.5	2	3.4	1	2.0	19	4.7
Total	239	58.7	58	14.3	59	14.5	51	12.5	407	100

Age

Age is variously related to release/recidivism status. Of those residents who have not been rearrested, age is not significantly related to whether they were released or revoked. (The chi-square value of 7.02 would allow the hypothesis of independence to be rejected at approximately the .30 level of significance.)

However, age is significantly related to whether a person is released or revoked if the person is subsequently rearrested. (The chi-square value of 13.5 allows the hypothesis of independence to be rejected at better than the .025 level of significance.)

Table II-N

<u>Age</u>	<u>Released - Not</u> <u>Rearrested</u>		<u>Released-</u> <u>Rearrested</u>		<u>Revoked - Not</u> <u>Rearrested</u>		<u>Revoked-</u> <u>Rearrested</u>		<u>Total</u>	
	#	%	#	%	#	%	#	%	#	%
17-21	60	25.1	16	27.6	23	39.0	27	52.9	126	31.0
22-25	68	28.5	12	20.7	14	23.7	16	31.4	110	27.0
26-30	39	16.3	14	24.1	11	18.6	4	7.8	68	16.7
31-40	50	20.9	11	19.0	6	10.2	4	7.8	71	17.4
41-50	15	6.3	4	6.9	4	16.8	0		23	5.7
50 or more	7	2.9	1	1.7	1	1.7	0		9	2.2
Total	239	58.7	58	14.3	59	14.5	51	12.5	407	100

Educational Level

The educational level attained by residents is not significantly related to release/recidivism status. That is, the less (or more) education a resident has, on the average, does not seem to determine whether he will be released, revoked, or rearrested.

Table II-0

	<u>Released- Not Rearrested</u>		<u>Released- Rearrested</u>		<u>Revoked- Not Rearrested</u>		<u>Revoked- Rearrested</u>		<u>Total</u>	
	#	%	#	%	#	%	#	%	#	%
8th or less	32	13.4	15	25.9	11	18.6	6	11.8	64	15.7
9th - 11th	97	40.6	20	34.5	27	45.8	19	37.3	163	40.1
H.S.	65	27.2	12	20.7	7	11.9	16	31.4	100	24.6
GED	17	7.1	4	6.9	7	11.9	4	7.8	32	7.9
College	25	10.5	6	10.3	7	11.9	6	11.8	44	10.8
Graduate School	3	1.3	1	1.7	0		0		4	1.0
Total	239	58.7	58	14.3	59	14.5	51	12.5	407	100

Marital Status

Of the various comparisons between release/recidivism status and marital status (married, single, divorced/separated), only one relationship was significant. At a level of better than .025, marital status seems to affect significantly the release status of Pre-Release residents. Specifically, single residents are more likely to be revoked and married residents more likely to be successfully released. There seems to be no tendency either way for divorced/separated residents.

Table II-P

	Released Not Rearrested		Released Rearrested		Revoked Not Rearrested		Revoked Rearrested		Total	
	#	%	#	%	#	%	#	%	#	%
Married	72	30.1	18	31.0	11	18.6	8	15.7	109	26.8
Single	110	46.0	29	50.0	34	57.6	31	60.8	204	50.1
Divorced/ Separated	56	23.4	11	19.0	14	23.7	11	21.6	92	22.6
Widowed, NA	<u>1</u>	<u>.4</u>	<u>-</u>	<u> </u>	<u>-</u>	<u> </u>	<u>1</u>	<u>2.0</u>	<u>2</u>	<u>.5</u>
	239	58.7	58	14.3	59	14.5	51	12.5	407	100.0

Wage Level

The relationship of wage level to release/recidivism status was studied for wage levels from less than \$2.50 per hour to more than \$6.00 per hour. Persons on commission, with varying wage levels, or who were unemployed were excluded from this testing. Wage level is significantly related to release/recidivism status when the above categories are studied, but no apparent pattern, such as people with lower wages being more frequently rearrested or revoked, can be detected. When the release/recidivism categories are studied again using collapsed wage groupings (\$3.00 and less, \$3.01 to \$4.00, \$4.00 and more,) there was not a significant relationship.

Table II-Q

<u>Wage Level</u>	<u>Released-Not Rearrested</u>		<u>Released Rearrested</u>		<u>Revoked-Not Rearrested</u>		<u>Revoked Rearrested</u>		<u>Total</u>	
\$2.50 or less	75	33.8	23	45.1	16	31.4	11	25.0	125	34.0
\$2.51 - 3.00	55	24.8	7	13.7	16	31.4	12	27.3	90	24.5
\$3.01 - 3.50	26	11.7	10	19.6	6	11.8	15	34.1	57	15.5
\$3.51 - 4.00	24	10.8	6	11.8	7	13.7	2	4.6	39	10.6
\$4.01 - 5.00	20	9.0	1	2.0	3	5.9	1	2.3	25	6.8
\$5.01 - 6.00	9	4.1	1	2.0	0		0		10	2.7
\$6.00 or more	13	5.9	3	5.9	3	5.9	3	6.8	22	6.0
Total	222	60.3	51	13.9	51	13.9	44	12.0	368	100

Crime

The crimes committed by residents that led to their stay in the Pre-Release Center may be categorized as violent vs. non-violent. (See chart on page II-28 for a definition of these crimes.) The strongest relationship exists between violence of crime and a resident's recidivism status at a level of less than 0.1. That is, a larger proportion than expected of violent offenders stayed free of arrest whereas a larger proportion than expected of non-violent offenders were rearrested.

On the other hand, the chi-square values indicated that violence of committed crime was not related to the tendency to be released versus revoked from the Pre-Release Program.

Table II-R

	<u>Released-Not</u>		<u>Released-</u>		<u>Revoked-Not</u>		<u>Revoked-</u>		<u>Total</u>	
	<u>Rearrested</u>		<u>Rearrested</u>		<u>Rearrested</u>		<u>Rearrested</u>			
Violent	59	24.7	12	20.7	14	23.7	6	11.8	91	22.4
Non-Violent	180	75.3	46	79.3	45	76.3	45	88.2	316	77.6
Total	239	58.7	58	14.3	59	14.5	51	12.5	407	100

Table II-S

RELEASE/RECIDIVISM STATUS BY PRIMARY/SECONDARY CLASSIFICATION

AUGUST, 1972 TO AUGUST, 1975

		Inadequate-Immature								Alcohol Pattern						
		SD	USA	SI	ED	AP	DP	Total		SD	USA	SI	IIM	ED	DP	Total
<u>Released-Not Rearrested</u>																
Released expiration of sentence	14	2	1		1	1	1	20	26	1			2			29
Released parole/probation status	10				2	3	5	20	14				2			16
Released at court	3	1				1	1	6	4					1		5
Released - other	1							1	1			1				2
Total	28	3	1		3	5	7	47	45	1		1	4	1		52
<u>Released-Rearrested</u>																
Released expiration of sentence	7				1			8	8			2	1			11
Released parole/probation status	1					1	1	3	3				1	1		5
Released at court								0							1	1
Released - other								0								
Total	8				1	1	1	11	11			2	2	1	1	17
<u>Revoked-Not Rearrested</u>																
Revoked/drugs		1			1		4	6	1							1
Revoked/alcohol	1	2	1			1		5	3	1		1		1	1	7
Revoked/walkoff	1	1				1		3		1						1
Revoked/other	6	1	1				1	9	2					1		3
Total	8	5	2		1	2	5	23	6	2		1		2	1	12
<u>Revoked-Rearrested</u>																
Revoked/drugs	2					3	2	7	2							2
Revoked/alcohol	1					1		2	2							2
Revoked/walkoff	1	2					1	4	2							2
Revoked/other	3		1			1		5	1							1
Total	7	2	1			5	3	18	7							7

Table II-S

RELEASE/RECIDIVISM STATUS BY PRIMARY/SECONDARY CLASSIFICATION

AUGUST, 1972 TO AUGUST, 1975

		Drug Pattern							Emotional Dysfunction							
		SD	USA	SI	IIM	ED	AP		Total	SD	USA	SI	IIM	AP	DP	Total
<u>Released-Not Rearrested</u>																
Released expiration of sentence	12	1		2	1			16	9			1	1	1	1	13
Released parole/probation	12				4		1	17	4			2				6
Released at court	2	1						3								
Released - other					1			1								
Total	26	2		2	6		1	37	13			3	1	1	1	19
<u>Released-Rearrested</u>																
Released expiration of sentence	1	1			1			3				1	1	1		3
Released parole/probation	3				2		1	6	2			1				3
Released at court	1							1								
Released - other																
Total	5	1			3		1	10	2				2	1	1	6
<u>Revoked-Not Rearrested</u>																
Revoked/drugs	7				2			9	1						1	2
Revoked/alcohol																
Revoked/walkoff																
Revoked/other					1	1		2	2			1				3
Total	7				3	1		11	3			1			1	5
<u>Revoked-Rearrested</u>																
Revoked/drugs	1				1			2	1							1
Revoked/alcohol	1							1							1	1
Revoked/walkoff	2				1			3	2						2	4
Revoked/other	1				1	1		3				1				1
Total	5				3	1		9	3			1			3	7

Table II-S

RELEASE/RECIDIVISM STATUS BY PRIMARY/SECONDARY CLASSIFICATIONAUGUST, 1972 TO AUGUST, 1975

	Socialized Deviance								Situational							
		USA	SI	IIM	ED	AP	DP	Total		SD	USA	IIM	ED	AP	DP	Total
<u>Released-Not Rearrested</u>																
Released expiration of sentence	7	1	2	2		1	1	14	20	2		3	2	4	1	32
Released parole/probation status	5		2	3		1	3	14	7	1		5	1		2	16
Released at court									4							4
Released - other														1		1
Total	12	1	4	5		2	4	28	31	3		8	3	5	3	53
<u>Released-Rearrested</u>																
Released expiration of sentence				1				1	5			1				6
Released parole/probation status	1							1	2						1	3
Released at court																
Released - other									1							1
Total	1			1				2	8			1			1	10
<u>Revoked-Not Rearrested</u>																
Revoked/drugs				1			2	3								
Revoked/alcohol	1					1		2								
Revoked/walkoff		1						1								
Revoked/other									1							1
Total	1	1		1		1	2	6	1							1
<u>Revoked-Rearrested</u>																
Revoked/drugs							1	1								
Revoked/alcohol																
Revoked/walkoff							1	1								
Revoked/other	2			1				3								
Total	2			1			2	5								

Table II-S

RELEASE/RECIDIVISM STATUS BY PRIMARY/SECONDARY CLASSIFICATION

AUGUST, 1972 TO AUGUST, 1975

		Unsocialized Aggressive						TOTALS				
		SD	SI	IIM	ED	AP	DP	Total	72-73	73-74	74-75	
<u>Released-Not Rearrested</u>												
Released expiration of sentence				1		1		2	60	36	30	126
Released parole/probation status	1							1	16	35	39	90
Released at court									12	4	2	18
Released - other										1	4	5
Total	1			1		1		3	88	76	75	239
<u>Released-Rearrested</u>												
Released expiration of sentence						1	1	2	13	7	14	34
Released parole/probation status									2	11	8	21
Released at court									1		1	2
Released - other										1		1
Total						1	1	2	16	19	23	58
<u>Revoked-Not Rearrested</u>												
Revoked/drugs									4	3	14	21
Revoked/alcohol										2	12	14
Revoked/walkoff									1	1	3	5
Revoked/other	1							1	8	3	8	19
Total	1							1	13	9	37	59
<u>Revoked-Rearrested</u>												
Revoked/drugs									7	5	1	13
Revoked/alcohol	1							1	3	2	2	7
Revoked/walkoff					1			1	3	6	6	15
Revoked/other	1	1			1			3	4	6	6	16
Total	2	1			2			5	17	19	15	51

MEASURES OF RECIDIVISM

The past Pre-Release experience of residents with the criminal justice system is described in the next table. Residents were followed up after approximately a year, though quite a few residents were followed for a longer period. Recidivism as used in the rest of this report refers to the rearrest data.

Examination of the table will show that by no means all of those rearrested are eventually found guilty and even fewer are reincarcerated. The percentages of those rearrested is considerably lower for releases as a group than for revokees as a group. Given that a person has been rearrested, there is not much difference in the reconviction or reincarceration rates for releasees against revokees. However, given that a person was reconvicted, revokees tend to be reincarcerated more frequently.

II-80
MEASURES OF RECIDIVISM

Table II-T

AUGUST, 1972 TO AUGUST, 1975

	Released		Revoked		Total	
	#	%	#	%	#	%
Totals	297	100	110	100	407	100
Not Rearrested	239	80.5	59	53.6	298	73.2
Rearrested	58	19.5	51	46.4	109	26.8
Guilty	33	11.1	23	20.9	56	13.8
Reincarcerated	19	6.4	17	15.5	36	8.9
Rearrested	58	100	51	100	109	100
Nolle Pros.	7	12.1	6	11.8	13	11.9
Prob. without Verdict	0	0	1	2.0	1	1.0
Stet Docket	1	1.7	6	11.8	7	6.4
Dismissed	0	0	1	2.0	1	1.0
Not Guilty	2	3.5	1	2.0	3	2.8
No disposition Available	15	25.9	13	25.5	28	25.7
Guilty	33	56.9	23	45.1	56	51.4
Guilty	33	100	23	100	56	100
Incarcerated	19	57.6	17	73.9	36	64.3
Sentence sus-pended	1	3.0	0	0	1	1.8
Sentence sus-pended with probation	6	18.2	5	21.7	11	19.6
Sentence sus-pended with fine	3	9.1	0	0	3	5.4
Probation/Fine	1	3.0	1	4.4	2	3.6
Fine	3	9.1	0	0	3	5.4

III. ARE THE PROGRAM GOALS BEING MET?

LIMITATIONS OF PROGRAM EVALUATION:

The objective and limitations of program evaluation should be clearly understood. The objective of program evaluation is to determine the "value" of the project by providing measures or data based on facts, either quantitative or qualitative, which indicate the degree to which the stated program goals were met. In addition a program evaluation should attempt to provide data which indicates to the degree possible whether implicit goals such as increased protection to the community are being met. In this program evaluation, each person can review the explicit and implicit goals of the program as well as the performance measures and determine from his or her own perspective the "value" of the program based upon the data. For example, the data indicates that over a three year period 297 people completed the program successfully and in almost all cases were released to the community with suitable employment, savings, and adequate housing. The data further indicates that of this group over 80% remained arrest-free approximately one year after discharge. The reader will have to assess for him/her self whether provision of these services and these outcomes have "value". A prime example of an implicit goal is that preparing people for release is believed to be better than discharging them from security facilities unprepared to assume their responsibilities in community life.

The limitations of program evaluation should be fully understood. Social Science research cannot demonstrate causal relationships definitively as can the physical ~~sciences~~. In physical science research, experiments are designed to have control and experimental groups which are identical (composition, environment, et.) except for an intervening variable which is manipulated in the experimental group in order to determine whether

variations in the intervening variable are related to variations in the studied subject.

In the social sciences the subject matter is such that rigorous research controls are almost impossible to achieve. The human being is an extremely complex organism from a physiological point of view, much less the internal mental and emotional factors affecting human behavior. A complicated human being interacting with other persons in the complex social community makes it essentially impossible to develop experimental and control groups and to isolate a few intervening variables. Thus, in the case of the Pre-Release Center, a control group identical to the experimental group except for the intervening variable (the Pre-Release Program) is nearly impossible to construct, even if the numerous practical constraints involved did not exist.

Social science does not have the technology or the theoretical knowledge to control the vast complexity of interpersonal functioning. A program evaluation cannot be expected to demonstrate with any reasonable degree of accuracy that the provision of the program services and the impact of those services resulted, for instance, in a lower rate of recidivism. In other words, corrections cannot clearly demonstrate causal relationships. Also, expecting corrections to "cure" a person of criminal behavior is analogous to expecting a doctor to "cure" a person of some forms of cancer (which is a simpler physiological problem). Generally the behavioral sciences lack this knowledge. One can only "assume" that by assisting the person to attain a position where the needs to commit crime are less (i.e. employment, cash savings, housing, improved coping skills and social relationships, etc.) that the probability of recidivating will be less. Again, this is an "assumption" that has not been conclusively proven by rigorous experimental research.

USE OF PROGRAM EVALUATION FOR PROGRAM REFINEMENT:

The most obvious use of program evaluation is in assessing the value of the program by administrators, legislators, and citizens. An evaluation provides data which identifies accomplishments, limitations, and problems relative to client characteristics and program process factors as well as performance measures. In the broader sense, the concept of Work Release is well established and accepted as a viable correctional alternative in Montgomery County. In fact, there is a state and national movement toward increased Work Release and Pre-Release programming because it is a workable correctional method that has been underutilized.

The main use of this "program evaluation process" is program modification and refinement. The goal is to obtain and utilize the knowledge gained through the evaluation process to change the program in those directions which will increase program effectiveness. Here are a few examples:

- A. In-program failure with inadequate/immatures was relatively high compared to other behavioral patterns. The problems underlying revocations were abuse of alcohol, use of "pot", and unauthorized absence. Generally speaking, these individuals did not fit into the available drug and alcohol counseling programs. The response to this increased knowledge was the implementation of a specialized group counseling program for those identified as demonstrating the Inadequate/Immature Pattern. The therapists' goals were to emphasize the exploration of problem-solving, reality testing, acceptance of responsibility, etc. which are characteristic problems for this group.

- B. It was found that increased numbers of Center residents had committed felonies, and that misdemeanants were less frequently placed in the program because of their short sentences and a waiting list for spaces in the program. As a result of this knowledge, a nine man dormitory was set aside solely for short term misdemeanor cases.
- C. It was found that many residents were released with only nominal savings, thus a mandatory 10% savings program was instituted and further reinforcements were provided for those saving at higher rates.
- D. The number of residents utilizing community counseling services was very low when residents were given the choice of whether to participate. The contracting procedure was changed so that residents - prior to being transferred to the PRC - specify the services to be attended, resulting in much better utilization of community services.
- E. It was found that skill level was related to both in-program success and arrest-free performance in the community. Thus, more emphasis was placed on developing employment opportunities where residents could obtain a skill through on-the-job training. In addition, those applicants for the program who had a skill were given increased points on the PRC "suitability selection scale" for screening residents for transfer.

PROGRAM EVALUATION: ARE THE BASIC GOALS BEING MET?

It is argued by correctional administrators that one cannot "make a person change" but that provided opportunities to change those conditions (internal and/or external) underlying incarceration, a significant percentage of the program participants will seize these opportunities to change. Many do succeed. Therefore, the program goals are phrased "to provide opportunities...and...a social climate" in addition to the more specific, more easily measured goals such as having employment, savings, and housing at time of release from the center.

The following is a discussion of the primary goals of the Pre-Release Center. Review of the data indicates: that the program exists as publicized; the program is used by the courts; program services are provided and used; seventy percent of the residents entering the program are released with employment, housing, and savings; the cost is reasonable, and there are added social benefits.

I. The First Goal is to Provide a Highly Structured Correctional Center Which Offers Residential Treatment Services to Selected Offenders who are Nearing Release to the Community.

The availability of a structured residential treatment center is a goal of the Criminal Justice System as an intermediate alternative between security confinement and probation. As illustrated in Table III-A, Comparison of Correctional Alternatives, work release/pre-release allows a fairly high degree of government control over behavior, a moderate loss of freedom to the individual, and reasonable living conditions. Persons in the Montgomery County Work Release/Pre-Release Program have access to a very high level

TABLE III-A

COMPARISON OF CORRECTIONAL ALTERNATIVES

ALTERNATIVES		PROBATION	*WORK RELEASE	SECURITY CONFINEMENT
CHARACTERISTICS	USE			
	Approximate % of Court Disposition of Convicted Offenders in Montgomery County, Maryland	90%	5%	5%
CONTROL FUNCTIONS	Punishment-Loss of Freedom over time and space	Low-Almost no loss of freedom	Moderate loss of freedom	High-loss of most freedoms
	Degree of Government Control and Monitoring of Behavior	Low	High	Extremely High
	Human Living Conditions	Residing in Community	Reasonable Living Conditions	Varies from Reasonable to Poor Living Conditions
CORRECTION FUNCTIONS	Ability to affect Life Roles (Job/Family)	Moderate (typically by referral)	Fairly High	Extremely Low (Negative Impact of Inmate Culture)
	Level of Educational, Vocational and Counseling Services	Moderate (typically by referral)	Very High	Typically very Low
	Offenders' Responsibilities for Performance	Moderate to Low	Very High	Low
	Preparedness for Discharge to the Community	Not applicable Remains in Community	Has Employment, Savings, Housing, Upon Release	Typically little Preparation for Release
EXPENDITURE CONSIDERATIONS	Total Cost Per Person	Very Low	High**	High
	Function of Major Cost Expenditure	Expenditures for a Community Monitoring/Referral Function	Expenditures for a Control and Correction Function	Expenditures for Essentially the Control Function

* As they are now being provided for Montgomery County offenders

** Reduced by Room and Board Payments by Residents who assume a portion of the cost of their incarceration.

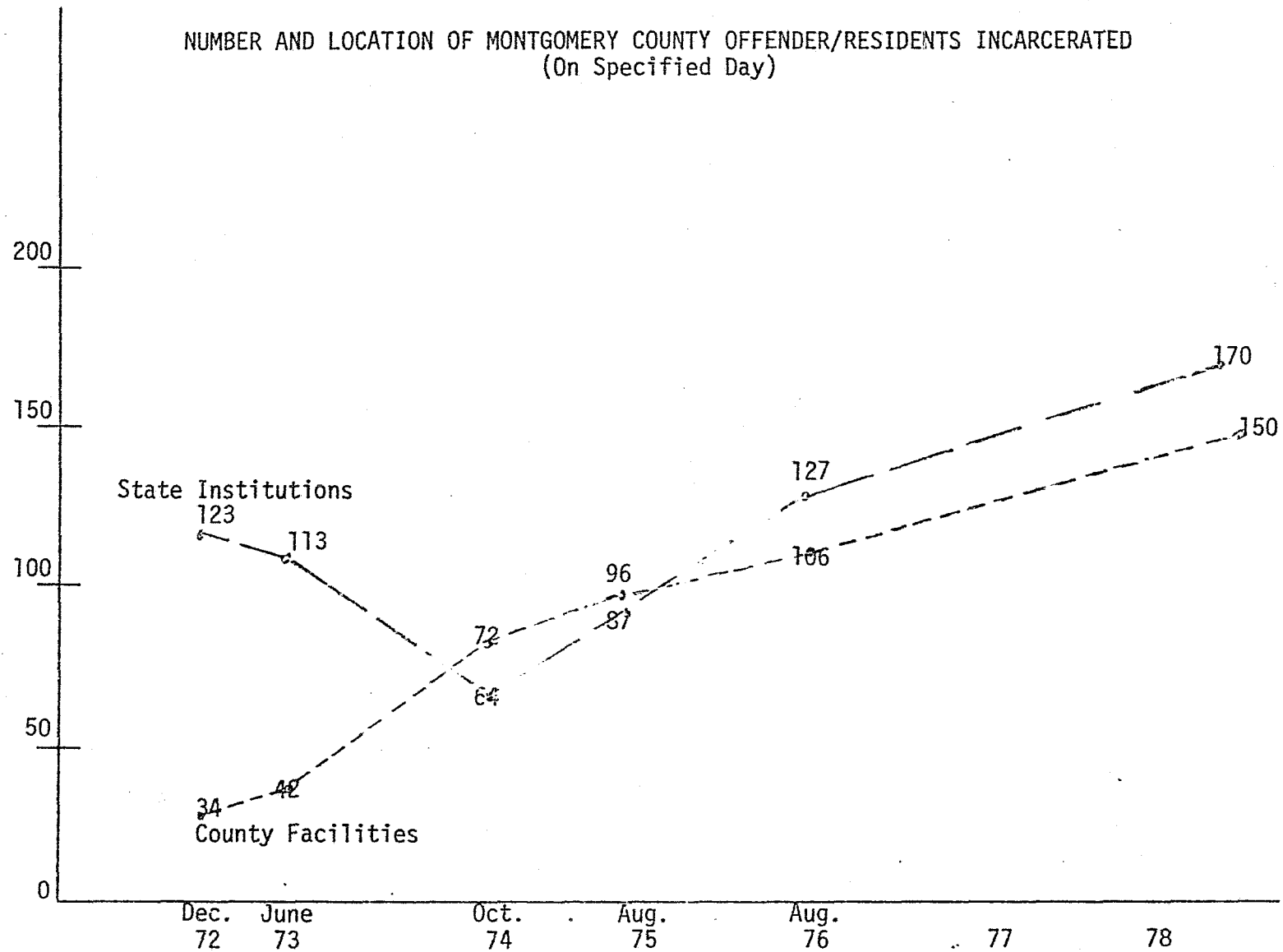
of employment assistance, educational and counseling services and considerable opportunities to change their roles in the family, community, and work place. The structure of the program provides opportunities for offenders to become more responsible and better prepared for discharge to the community. At the same time, the cost of such a program is not any higher than local security confinement, but the money is largely spent for human services rather than for security.

The structure and services of the program are described in Part I of this report, together with the procedures for selecting residents. By virtue of having a staffed facility and an ongoing program, the Work Release/Pre-Release Program does meet the system goal of providing such an alternative. Chart III-A demonstrates the increased utilization of this alternative within Montgomery County. Prior to 1970 there was little if any residential treatment, leaving the court with only the two alternatives of probation or security confinement. With the development of the Montgomery County Work Release/Pre-Release Program and the establishment of the Pre-Release Center, this alternative has been used more frequently by the courts for people who are not in need of long term security confinement (prison) but who should not be placed on probation.

Chart III-A indicates that, in 1972, when the Pre-Release Center was established, the average number of sentenced offenders on a given day in the local correctional system was 34 compared to 123 in the State prisons. In 1972, 60% of those sent to State prisons were returned to Maryland communities within one year because their sentences were short. Over the following three years these relatively short term offenders were sent to the County correctional facilities. By 1974 and 1975 the County had, respectively, 72 and 64 short term sentenced offenders. Montgomery County residents in the State prisons drop significantly at that time to 64 and 87 offenders respectively.

Chart III-A

NUMBER AND LOCATION OF MONTGOMERY COUNTY OFFENDER/RESIDENTS INCARCERATED
(On Specified Day)



II. The Second Goal is to Increase the Opportunities for Offenders to Change Themselves and Those Conditions that Brought Them into the Criminal Justice System.

The opportunities for offenders to change themselves while in a security detention cell are rather limited. If offenders are to have the opportunity to change, they must have the opportunity to function in those roles that they need to modify. Offenders need to try out new behaviors in these roles to increase coping skills and reduce the pressures and stresses that they experience while interacting with others. Sitting relatively idle in a jail cell does not provide that opportunity. Nor does working in an institution necessarily help one practice a role as a wage earner in the community. (Institutions typically have too little work for the number of inmates, lack meaningful work, and do not provide the same incentives that employers in the community do.) Increased association with other offenders and adjustment to the inmate subculture of an institution does not translate into better interpersonal relations with intimates or employment supervisors. In terms of employment and family roles, incarceration has a negative impact on the individual's ability to cope or function upon discharge.

Within the Pre-Release Center a person may practice functioning in different types of community roles such as a wage earner, spouse, or parent. The individual has greater opportunity to develop vocational capabilities, become fully employed, and develop career goals. Many offenders entering the system have experienced the frustration of failure. When the Pre-Release Center can provide guidance and counseling, residents' perspectives toward future financial and vocational success can change. In addition, the individual has the opportunity to continue associating with "significant others" (spouse and parent) through frequent visitation at the Center and, later, at home through home visitation passes. The staff work both with the resident and

the "significant other" (i.e. spouse or parent) to explore interpersonal problems, dysfunctional characteristics of the relationship, mutual expectations, etc. so that a more functional relationship can be developed. These are two examples of an important function of the Pre-Release Center: to provide the individual with the opportunity to practice important life roles under controlled conditions.

Residents of the Pre-Release Center have available to them a wide variety of human services as described in Part I, Section G. Vocational guidance testing is provided to each resident as needed and vocational opportunities are provided through coordination with the County Employment Services Center. A resident is eligible for vocational training at any vocational school in the Washington Metropolitan area. A full-time employment specialist in the Pre-Release Center assists residents in seeking and obtaining jobs within the community. Many times residents get "starter jobs" and then during their stay at the Center look for "higher quality" jobs. The goal of the Center is to place as many residents as possible in jobs earning at least \$3.00 per hour but more importantly with a potential for upward mobility. Through on-the-job training, skills can be improved, the individual can be upgraded in that or a similar organization, and a growth in earning potential can be seen.

In terms of wages 45.7% of the Center residents had an hourly wage of \$2.50 to \$4.00 with another 23.6% earning over \$4.00 an hour and 30.7% earning \$2.50 or less.

Access to educational programs is another important opportunity available to all Center residents. If a resident is illiterate, individual tutors are available. If the individual

wants to obtain a GED he or she may do so through individual study or through evening adult education classes. Should the individual desire to go to college on a part-time or full-time basis this may also be arranged. If the individual has enough innate ability and a high school education, "work/study" scholarships are available to Center residents through Montgomery College. The University of Maryland has also been very cooperative in working out schedules and programs for Center residents.

Other human services such as alcohol or drug counseling, family therapy, group and individual therapy, are also available to all Center residents. A full-time Community Services Coordinator is available to explain to residents the various community counseling programs and to coordinate the placement of residents in these services. Typically, each resident attends a community therapy program at least once a week in the community. This therapy is also available after discharge.

There are other conditions residents may want to change to resolve personal adjustment problems in the community. Many times the social environment itself, peer group, neighbors and family directly contribute to criminal involvement. This does not absolve residents of responsibility for the crime, but indicates that interaction with others in a specific social setting contributes to the trouble. Thus residents may decide (and many times are encouraged) to move from an area prior to discharge and establish a living situation that would be more supportive of non-criminal activity.

One potential indication of residents' intentions or motivations toward utilizing the Pre-Release opportunity is the number of residents who successfully complete the program. The rate of successful completions is 73% of those entering the program. Thus, three out of four residents become employed, save money, attend counseling, generally adhere to program limits (rules), obtain housing and are returned to the community. This rate of

program completion indicates that residents are choosing to take the opportunities as demonstrated through their behavior and accomplishments. (The degree of commitment or motivation level to change however varies among individuals; some are much more committed to change themselves and/or their life situations than are others.)

III. The Third Goal is to Develop Within the Pre-Release Center a Social Climate Through Programs and Services Which Facilitate Personal Change, Encourage Individual Responsibility, and Increase Social Problem Solving Skills.

"Social climate" is a quality very difficult to measure, but it can be assessed by the trained professional to a degree. It is argued that integrity of service delivery, service duration and intensity, as well as the attitude of the staff toward residents results in a "social climate" as described in the following paragraphs.

The Pre-Release Center has sought to develop a "problem solving oriented" social climate which emphasizes straightforwardness and openness. Residents are generally trusted to behave properly until they demonstrate that such trust is unwarranted. Since the program monitors the residents' behavior closely, the demonstration of trust can be established within a relatively short period of time. The residents feel an improvement is expected and that their behavior will be positively reinforced as a demonstration of responsibility. The residents generally feel that the staff respects and is concerned about them as individuals.

The contracting process and the Phase System are designed to place further responsibility on the individual. As indicated in Section F the contracting process helps the resident focus on his own problems and needs and how to utilize his time in a constructive manner while

at the Center. The contract consists of specific objectives in employment, counseling, education, finance, and housing as well as behavior. This contract helps focus both staff's and resident's joint efforts towards meeting specified goals and working as a "team". The resident's performance is reviewed during team meetings. Based upon the resident's attaining the stated objectives and behaving responsibly, performance is rewarded by movement through the Phase System with increasing amounts of time away from the Center for home visitation passes.

Each resident in the Center is assigned a primary counselor with whom he or she meets at least weekly but usually more frequently. The primary counselor discusses with each resident the various daily problems that the resident may be having in the Center and in the community. Problem solving skills are believed to be improved through this technique of closely examining problems, learning about and considering alternative modes of behavior that might be employed in a particular situation, and then choosing a solution and following through with appropriate behavior. When the residents experience success in utilizing problem solving techniques, they are more likely to repeat a similar process when trying to cope with problems after release.

The Social Awareness Seminar series (explained in Part I Section G7) is meant to expand the resident's experience base by reviewing such topics as problem solving, decision-making, value clarification, communications, money management, employer-employee relations, etc. These classes meet within the Center two or three times a week during the evening to create an informal group social climate that positively reinforces resident discussion of various adjustment problems in the community.

The social climate within a facility is dependent largely on a skilled staff which can develop constructive relationships with residents and at the same time perform necessary monitoring. There is a delicate balance between staff assisting residents through guidance and counseling and controlling residents through supervision and monitoring. To help develop this level of professionalization, two-hour seminars run by a clinical psychologist and a social worker are held every two weeks for staff training. These seminars are the staff's time to consult with the psychologist to receive guidance in their dealings with residents.

CONSUMER SATISFACTION: RESIDENTS

Three sets of interviews (conducted by a research assistant who was not a center staff person) with successfully released residents produced the following questions and responses.

Question: How do you feel you were treated by the resident supervisors?

The responses ranged from "fantastic" to "unfairly to the utmost" with 43 of 57 persons reporting generally positive experiences with resident supervisors.

Question: Did you trust the resident supervisors?

The responses ranged from "never" to "of course" with 41 of 59 answering "yes".

Question: Was it helpful to have a primary counselor?

Forty-five of 60 residents answered "yes".

Question: Do you feel you accomplished what you set out to do?

Thirty of 40 residents answered "yes".

Question: What is the most important part of the Pre-Release Center?

A variety of responses emphasized being able to work, getting help with problems, getting out of confinement for work and home visitation passes, and savings.

Question: What did you think of the Social Awareness Program?

Thirty-three of 60 residents reported generally favorable social awareness experiences. Favored classes were those on drugs and alcohol, law and judges, landlord/tenant affairs.

IV. The Fourth Goal is to Release Participants of the Work Release Program into the Community with Appropriate Employment, Cash Savings, and Suitable Housing

Seventy percent (70%) of the individual offenders who enter the Pre-Release Program are released back into the community with employment, savings, and suitable housing. The level of employment, the amount of savings and the type of housing are a function of the motivation and skills of the individual as well as staff assistance. Twenty-seven percent of the residents are revoked from the program for violating program rules concerning use of drugs, alcohol, absence from the Center, etc.

Employment:

Of the 297 successfully released residents 279 were employed. Of those eighteen not employed ten were in education or training programs, leaving only 8 who were unemployed because their jobs were lost just before the resident was discharged. Employment services are continued after release if the individual desires.

Housing:

All but one of the 297 successfully released individuals had housing at the time of discharge. The one who did not refused to obtain housing, although strong encouragement was provided by the staff prior to discharge.

Savings:

Sixty percent of the 297 residents who were discharged from the program left with at least \$50 in cash. Twenty-eight percent left with more than \$150 and a few with more than \$1,000 in cash. Income earned while a resident at the Center goes, in part, to support families; to pay debts, attorney's fees, fines, and restitution. Therefore, if a

resident leaves after a long stay without large amounts of savings, the majority of his/her income has typically been spent to help support his/her family. Towards the end of this study a new policy requiring saving of 10 percent of residents' take home earnings has increased the amount of money the residents have at discharge, so that most are now leaving with well over \$100.

V. The Fifth Goal is to Operate a Correctional Center in Such a Manner That the Community Feels Comfortable With the Center's Presence.

The Center has taken many steps to insure that the internal procedures control the residents' behavior to the greatest possible extent while allowing the residents to function in important life roles and providing them with access to the various community services that are available. These operational procedures include:

1. Monitoring Resident Behavior. Accountability for residents' whereabouts is a high priority within the Center. Staff closely supervise residents' behavior within the Center and confirm residents' whereabouts when out of the Center for employment, education, or passes on a random, but frequent basis.

All residents stay in the Center when not out at approved activities, which are closely controlled and monitored. For example, when an individual first enters the program, he or she goes out on job interviews with a specific amount of time for transit to and from the interview and for the interview itself. After the interview is completed a call is made to the agency to insure that the individual was there for the interview. When

the individual does become employed the employer signs an agreement with the Center to monitor the individual's behavior during the period of employment and to call the Center any time the individual is released early from work or held overtime. A personal contact is made with the employer every two weeks. The individual's paycheck is reviewed to insure that he was paid for the appropriate number of hours for which he was released to work. When individuals go to work they are punched out on a time clock and punched in when they return. Residents are allowed a specified time for transportation. If, for any reason, they cannot return at the specified time they are to call the Pre-Release Center. The staff insures that residents' whereabouts are accounted for during their time of employment and takes disciplinary action in the event of discrepancies. The same types of procedures are used when residents attend therapy and educational programs in the community during the evening. Group recreational events are supervised by staff members.

Residents are able to earn home visitations as a part of the phased release system, but they must have a sponsor in the community who is evaluated by the staff as responsible and who, the staff feels, will account for the person's whereabouts. The program rules and the pass system are explained to the sponsor who is expected to insure that the residents' behavior is within the program limits. Prior to an individual being released on a pass, the activities to be participated in must be specified and approved with only six hours of activity in one day unverifiable by phone. Residents must be available by phone to verify their locations at all other times. After the residents go out on home visitation the staff calls to insure that they are at the locations designated.

The residents' space and time are controlled by the correctional staff. At the Center the resident cannot simply go out for a pizza, shopping, to the park or to a movie. This loss of freedom creates great frustration in residents. They are in the community of free men, but they are not of it; they cannot come and go as they please. Consistently the residents' greatest desire is to "get out", to be released from this control and the daily frustration involved. In this sense the program is not only highly structured but also provides an element of punishment as pontifically perceived by most observers.

The use of each individual's time is planned on the basis of a contract drawn jointly by the resident and the staff prior to transfer from the Detention Center. This contract specifies in which activities the individual will participate: employment, counseling, social awareness, and other organized activities. In this way the individual's expectations are set as to how he will utilize his time and how he will be held accountable for his actions.

2. Limiting behavior. To the extent possible the Center insures that residents' behavior is within acceptable norms and that the Center is drug and alcohol free. There are very clear and well-communicated rules in the program. Residents are aware that if they are in unauthorized absence for any extended period of time, if they are found with drugs or alcohol or a weapon in the Center or if they have threatened violence or been involved in any kind of physical violence they will be automatically revoked from the program.

3. Controlling Walk-offs. Procedures to control walk-offs (escapes) are well established. The staff are sensitive to resident problems and respond and assess them as quickly as possible. If it is believed that the individual is contemplating walk-off, either counseling is provided--resulting in a positive outcome--or the individual is removed from the program. Removal procedures are such that there have been very few escapes. (The moment of highest risk for escape is at the time a person is about to be revoked.) The walk-off rate is only 5 percent as compared to 5 percent for Federal Community Treatment Centers,¹ 12 percent for Maryland Work Release Programs at Correctional Camps,² and 19.4 percent for a Massachusetts half-way house.³

4. Assessing Readiness for Release. The Pre-Release Center evaluates each resident as he/she participates in various activities prior to parole. If the Center staff believe that the individual is definitely a threat to the community and should not be paroled, then the individual is reclassified back to a security institution. This protects the community at least temporarily through extended periods of incarceration for those found to be higher risk offenders.

¹Bureau of Prisons, Detention and Contract Services, Ms. Nancy Cramer, Telephone Interview, March 9, 1977. (Period covered was October to December, 1976).

²Community Corrections, Second Quarter Report, FY 77, Paul Showell, Maryland State Division of Corrections, p. 2A. (This figure refers to 58 escapees from 482 State inmates placed in work release programs other than the Montgomery County Pre-Release Center.)

³Massachusetts Half-Way Houses, Incorporated, Annual Report (1975), pp 79-80. (This figure refers to 6 escapes and 1 AWOL out of 36 intakes to House 699 in 1975.)

5. Community/Public Response. The Pre-Release Center has not been a public nuisance and in fact has consistently experienced positive support from community/public groups. For example, the Superintendent of Police indicates "no serious problems that have come to the attention of this department" (see attached statement from the public hearing for the selection of the new Pre-Release Center site in Appendix A). A neighboring business has similarly experienced no problems (see attached letter from Electronic Marketing Associates & Co. in Appendix B). The important political groups in the County praise the work of the Center. Strong support has been regularly demonstrated from the County Executive, the County Council, the League of Women Voters and the Montgomery County Bar Association.

Only five residents were arrested for committing new crimes while they were on the Pre-Release Center Program during this three year period. The items involved were a pile of used bricks, a ring taken at a person's place of employment, an attempted automobile tampering, a pillow and blanket taken from a car, and women's clothing taken from a store. This means that one out of approximately 100 residents have been arrested for a new crime, all larcenies, while on the program. As indicated before, there is an element of risk when releasing any offender in the community and the data indicates here that the risk level for the Pre-Release Center is very low.

VI. The Sixth Goal is to Develop a Correctional Program that Provides Economic and Social Advantages to the Community.

There are economic and social advantages to being in the Pre-Release Program rather than security confinement for the last few months prior to discharge. A few are summarized as follows:

1. Room and Board. Residents pay for their room and board at the rate of 20 percent of their gross salaries. This by no means covers the cost of the program, but it is an important contribution. Over the three year period about \$62,000 was paid to the County to live in the Pre-Release Center.

2. Family support. Typically the better part of a resident's net income is sent to the family. In many cases this eliminates or at least reduces the need for public support of the incarcerated individual's family. Over the three year period, about \$106,000 of residents' earnings went to support residents' families.

3. Payment of taxes. Residents become tax payers as well as tax users and indirectly offset the cost of incarceration. Over the three year period, about \$73,000 was paid in taxes on residents.

4. Higher System Turnover. By the provision of work release/pre-release services many individuals are prepared for release and can be paroled in a shorter period of time than if they were incarcerated without this opportunity. The tax dollar is spent on provision of services so that the individual is released sooner, saving other tax dollars.

5. Integrity of the Family Unit. Incarceration separates individuals from their families and often leads to divorce. The Pre-Release Center provides opportunities for visitation within the Center as well as visitation at home on a phased release basis. When family problems are known, staff members respond with various helping interventions.

6. Reducing individuals' "need" to commit crime upon release. Residents of the Center are released with a job, savings, a place to live, and with increased social problem solving skills. Thus, they should be better prepared to function successfully in the community than someone discharged to the community directly from prison. Eight percent of those successfully released are arrest-free approximately one year after release.

7. Breaking the cycle of undesirable socialization of offenders and their children. The above economic and social advantages are relatively obvious. However, there are some not so obvious economic and social costs that can be graphically illustrated through the social history of an offender who was studied in the fall of 1971 and referred to as Case Study #1 (CS-1) by the Maryland Community Correction Task Force. This is a lengthy analysis of an individual in the Maryland Correctional System who had been incarcerated periodically with little effort made to affect his work or family roles within the community over a period of many years. This individual, who was of an average intelligence, was brought up in a poverty environment, became a school dropout, and later became part of a revolving door syndrome through the criminal

justice system. The problems were perpetuated from the individual's teens to his late thirties when the study was done. The tax dollars expended for this individual's foster care; the foster care of his children; support of his family; his arrest, adjudication, and incarceration; later adjudication and incarceration of his wife; parole supervision; legal aid; and hospitalization services were enumerated. However, costs of the public defender, home visitation nurse, food stamps, public housing, and the public medical clinic were not included. The total costs as of 1971 for this one individual and his family were \$134,024.31. The individual received three psychological evaluations but there was no indication that any "attempt" had been made to provide any intervention or treatment opportunity even though \$134,024 had been spent.

Since 1971, the individual has again been arrested and incarcerated, his daughter (who has had an illegitimate child now being supported by the State) was convicted and incarcerated, continuing the intergenerational cycle of deviant behavior which is still consuming tax dollars today. Should these costs triple again in the next thirty years, the cost for a future CS-1 case would rise to well over \$400,000. If this figure were multiplied by only 10 individual cases the cost would be over \$4,000,000. The number of Montgomery County residents falling into this category is not known at this point, but this case illustrates how the partial lifetime of one individual offender and his family with unresolved social problems can consume hundreds of thousands of tax dollars. Few of those dollars are devoted to resolving the problems that could potentially avoid such

future tax expenditures. (A more complete summary of the CS-1 case can be made available upon request.)

8. Comparative facility cost analysis. What are the specific costs of operating the Pre-Release Center for the period covered by this report? The three plus years of the Pre-Release Operations under combined Federal, State, and County funding from April, 1972 to June of 1975 have cost:

Table III-B

COST OF PRE-RELEASE CENTER April 1, 1972 to June 30, 1975			
Grant #	REH-09-08-UR-1	3038-COR-3	4012-COR-3
Dates	4/1/72 to 5/1/73	6/1/73 to 6/30/74	7/1/74 to 6/30/75
Federal	\$121,188.38	\$150,970.06	\$175,068.00
State	14,434.97	17,634.59	6,153.00
Local	8,391.38	79,252.08	118,995.31
County in Kind	<u>-</u>	<u>-</u>	<u>4,933.40</u>
Total	\$144,014.73	\$247,856.73	\$304,149.71
GRANT PERIOD TOTAL			\$696,021.17

If one divides the 3 year total cost of \$696,021.17 by the number of person days (28,197) the cost per person per day is \$24.68. (It should be noted that this is an approximate figure in that the funding figures are for the period 4/1/72 to 6/31/75 and the resident per day figures are for the period 8/29/72 through 8/31/75. Resident room and board payments of \$61,952 reduce the cost to \$22.49 per day. It should be noted that the total operational cost figures include money expended to renovate the existing Pre-Release Center and to buy equipment such as beds and cars which totaled over \$50,000. Thus the daily cost of \$22.49 is not only for operational costs but also for one-time program start-up costs. In addition, the program did not functionally begin at the new site until August, 1972 with the first transfer of inmates from the Detention Center to the new Pre-Release Center. The small number of residents (11) during the original start-up period would tend to inflate the average cost figures.

The actual net cost to the County for operating the program was somewhat less than \$22.49. County local funds covered 29.7 percent of the cost for the first three years of funding. The County received reimbursement for State prisoners in excess of \$30,000. Therefore, the actual net cost to the County was \$7.33 per person per day during the Federal grant period.

The simple Division operating costs (exclusive of fringe benefits, rent, and utilities) for the Detention Center in FY 75 were \$6,868 per bed per year (based on 180 beds) compared to \$6529 per bed per year for the 40 bed Pre-Release Center.

After room and board payments are subtracted, the Pre-Release Center per bed cost is \$5,929.

To provide work release/pre-release services on an individual case basis or per person basis in FY 75, the cost was about \$1741. Subtracting income received through resident room and board payments, the actual per person cost to the County was about \$1581.

The distribution of residents' gross earnings of \$401,336.62 for the three year period August, 1972 through August, 1975 is illustrated in Table III-C.

Table III-C

MONTGOMERY COUNTY PRE-RELEASE CENTER FINANCIAL STATISTICS

August, 1972 to September, 1975

Gross	\$401,336.62
Taxes	72,618.80
Other	6,496.32
Net	322,221.50
Room & Board	61,952.00
Support	105,748.72
Fines	3,264.59
Restitution	472.50
Legal Fees	465.00
Petty Cash	95,935.09
Canteen	39.33
Amount Paid to Residents on Discharge	50,589.61
Account Credit	3,754.66

SUMMARY OF GOAL EVALUATION:

This report has attempted to analyze and review the Montgomery County Work Release/Pre-Release Program. In many cases there are as many questions as answers. However, the overall assessment can be made that the facility has been successfully functioning within the community and providing a necessary alternative within the criminal justice system. Perhaps the most important advantage to such a program, as compared with the other correctional alternatives, is the simultaneous combination of control (high level of monitoring) and correction (opportunities to change life roles and become involved in a wide variety of treatment services). This balance between the functions of control and treatment opportunity is the unique characteristic of the Work Release/Pre-Release Program that sets it apart from the probation and the security confinement correctional alternatives.

MEMORANDUM

APPENDIX A

January 17, 1975

19

To: Mr. Robert A. Passmore, Asst. Chief Admin. Officer, via Mr. David Collier
From: K. W. Watkins, Superintendent of Police
Subject: Relocation of Pre-Release Center

It is my understanding that the Pre-Release Center, administered by the Department of Corrections and Rehabilitation, is to be re-located within Montgomery County.

Because this center in its present location has caused no serious problems that have come to the attention of this department, I support its continuation in any location in the county.

KWW/mds



February 3, 1975

Dept. of Correction and Rehabilitation
Montgomery County Pre-Release Center
11500 Huff Court
Kensington, Maryland 20795

ATTENTION: Mr. Kent W. Mason

Dear Mr. Mason:

I appreciated the opportunity of visiting with you the other week and regret it has taken me this long to write you, but I was on the West Coast and only recently returned.

During the more than two years that the Pre-Release Center has been our neighbor, we have not had any problems. We have not had any vandalism to our property or the vehicles that are kept in our parking lot.

We have people working late into the night and have never noticed anything of a suspicious nature, nor had any occasion for alarm.

I trust that you will find a suitable location for your center and, if we can be of any help, please feel free to give us a call.

Very truly yours,

ELECTRONIC MARKETING ASSOCIATES, INC.

David W. Patton
Vice President

DWP:cas

B-1

END