

# City of New Orleans

The Mayor's Criminal  
Justice Coordinating Council

MEMORANDUM FOR THE MAYOR  
FROM THE MAYOR'S CRIMINAL  
JUSTICE COORDINATING COUNCIL

63234

MAYOR ERNEST N. MORIAL, Chairman  
Donald Hoffman, Vice Chairman

63234



# CITY OF NEW ORLEANS

OFFICE OF THE MAYOR

ERNEST N. MORIAL  
MAYOR

October 12, 1979

National Criminal Justice  
Reference Service  
Box 6000  
Rockville, Maryland

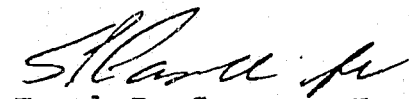
Gentlemen:

Enclosed are the following evaluation reports completed by the CJCC in August, 1979:

- (1) Evaluation Report on the Orleans Criminal Sheriff's Cooking and Baking Program; and,
- (2) Career Criminal Bureau: A Process Evaluation of the Administrative, Appellate, and Investigative Support Grants.

Other evaluations will be forwarded to you as each is completed.

Sincerely,

  
Frank R. Serpas, Jr.  
Director, CJCC

FS/gl  
Enc.

Criminal Justice Coordinating Council / Frank R. Serpas, Jr., Director  
1000 Howard Avenue, Suite 1200 / New Orleans, Louisiana 70113

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ACQUISITIONS

X EVALUATION REPORT ON THE ORLEANS  
CRIMINAL SHERIFF'S COOKING AND  
BAKING PROGRAM X

Prepared by  
The Mayor's Criminal Justice  
Coordinating Council

August, 1979

Frank R. Serpas, Jr., Executive Director  
Gilbert D. Litton, Jr., Director of Evaluation  
Linda Marye, Project Evaluator

Cooking and Baking Training at Orleans Parish Prison  
was funded by the  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION through  
the LOUISIANA COMMISSION ON LAW ENFORCEMENT AND  
ADMINISTRATION OF CRIMINAL JUSTICE

THE MAYOR'S CRIMINAL  
JUSTICE COORDINATING  
COUNCIL  
Mayor Ernest N. Morial  
Chairman

MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL

EVALUATION REPORT

PROJECT: Cooking and Baking at Orleans Parish Prison

PROJECT NUMBER: 77-E9-9.1-9153

FUNDING SOURCE: LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
LOUISIANA COMMISSION ON LAW ENFORCEMENT  
AND ADMINISTRATION OF CRIMINAL JUSTICE  
MAYOR'S CRIMINAL JUSTICE COORDINATING  
COUNCIL

SUBGRANTEE: City of New Orleans

OPERATING AGENCY: Orleans Parish Criminal Sheriff's  
Office

PERIOD OF GRANT REPORT: March 1, 1979 - August 15, 1979

DATE OF REPORT: August, 1979

PREPARED BY: Linda Marye

EVALUATION ASSISTANCE: Gladys Anderson, Typist

CUMULATIVE GRANT AWARD:	SLEPA	\$40,000
	Subgrantee	<u>4,440</u>
	TOTAL	\$44,440

PROJECT PERSONNEL: Charles C. Foti, Jr., Orleans Parish  
Criminal Sheriff

Cora Lee Reagan, Program Coordinator

AUTHORIZED OFFICIAL: Ernest N. Morial, Mayor  
City of New Orleans

## EXECUTIVE SUMMARY

In 1978, the Orleans Parish Criminal Sheriff's office developed a program instructing inmates in commercial cooking and baking to prepare them for employment; however, various funding problems delayed program implementation until March 1979. One person served as Baking Instructor from March-July 1979, and Program Coordinator from June 1979, to the time of this writing. A part-time Baking Instructor and a Cooking Instructor began teaching in July 1979, and August 1979, but neither are apparently paid with grant funds.

These start-up problems hampered the ability of the program to place and maintain 45 inmates in Baking and 45 inmates in Cooking over a twelve month period as specified in the grant application. Over a six month period, 31 inmates were placed in Baking classes and 11 were placed in Cooking classes for a prorated overall goal achievement in training placement of 93.33%. However, only 7 inmates have been maintained in training until completion of the course for an overall goal achievement in training maintenance of 15.56%. Inadequate screening of the first Baking class (the only one to "graduate" inmates) in terms

of length of remaining sentence time made it impossible to place most participants in jobs. Nine of the participants terminated early and 4 of those completing the course were unsentenced, appealing a sentence, or sentenced to a life term. Of the remaining three, none were placed in jobs.

If this program continues after grant funding ends on September 30, 1979, it is recommended that

- (1) screening be further refined to reflect Work Release and Restitution program standards.
- (2) careful screening of participants continue so that those with placement potential are enrolled, and;
- (3) a full-time Program Coordinator be employed both to supervise instruction and be responsible for the non-instructional components of screening, counseling, developing jobs, job placement, and follow-up on program participants.

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## COOKING AND BAKING

### I. INTRODUCTION

The Orleans Parish Criminal Sheriff's office designed a program to instruct inmates in commercial cooking and baking skills in order to provide for more training opportunities for the inmates of the Community Correctional Center. The program was funded by 1977 LEAA monies and covered the salaries of a coordinator, a cooking instructor and a baking instructor. Because of the brief period of program funding, this evaluation covers only the period March 1, 1979, to August 15, 1979.

The goals and objectives as stated in the grant application were as follows:

#### A. Program Goals

1. To process a minimum of one hundred twenty-five (125) offenders through Intake Service during the first year of grant operations.
2. To place and to maintain in training slots a minimum of forty five (45) offenders in Cooking during the first year of the grant.
3. To place and to maintain in training slots

a minimum of forty five (45) offenders in Baking during the first year of the grant.

B. Program Objectives

1. To select 90 inmates who are suitable candidates for the Baking and Cooking classes.
2. To provide employment for 33 inmates who complete the cooking courses in occupations directly related to their cooking training.
3. To provide employment for 33 inmates who complete the baking course in occupations directly related to their baking training.

Unfortunately the program was plagued with start-up problems. Although the grant application was first submitted in September 1978, it was not approved by LCLE until March 1979. Additionally, while the program first requested funds in April, 1979, these were not received until June, 1979. Partly because of these funding delays and partly because of the job requirements, qualified personnel were hard to employ. In fact, the only individual paid with grant funds began teaching baking in March, 1979, and assumed the duties of the coordinator of the program as well in June, 1979.

Another instructor taught baking part-time since June, but was not paid from grant funds. The one cooking instructor began teaching classes in August, 1979, and is also not paid with grant funds. Therefore, at this writing, only one of the three grant positions was filled.

Three grant adjustments were proposed. The first, received on May 17, 1979, requested a change in the starting date from October 1, 1978, to March 1, 1979, and requested increased monthly salaries for all personnel. ICLE denied this adjustment. The second grant adjustment was received July 23, 1979, and proposed to reduce grant personnel to one instructor/coordinator and one part-time instructor, and to transfer funds from personnel to equipment. This adjustment was also denied. A third grant adjustment has not yet received final action.

## II. METHODOLOGY

Data for this evaluation emanated from several sources. Information on screening criteria, including demographic data, sentences, and test scores came from the project data maintained by the Intake Unit. Project records also supplied data on numbers of inmates attending classes, numbers of hours of

instruction received, reasons for termination, certification status, and placement plans. Progress reports and grant adjustments, as well as site visits and interviews with staff, yielded further information.

However, the amount of available data varies from class to class. For example, the first baking class (Baking I) began instruction on March 6, 1979, and continued through July 27, 1979. The second baking class (Baking II), which began in July, 1979, and the cooking class (Cooking I), which began in August, 1979, have not completed a full course of instruction. Thus, full instructional and placement data is available on only a single baking class.

#### A. Screening

Funding delays and difficulty in hiring qualified instructors diminished the program's ability to place 90 inmates in training slots. Nevertheless, Table 1 shows the beginning and actual (or projected) ending date of the classes, together with the number of inmates enrolled. The ending dates for the last

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Table 1

#### Class Schedules

	Beginning Date	Ending Date	Number Enrolled
Baking I	3-6-79	7-27-79	16
Baking II	7-16-79	11-23-79*	15
Cooking I	8-13-79	11-30-79	11

\*Because this part-time instructor can only teach 26 hours a week instead of 30, his class will take longer than 16 weeks to graduate.

two classes are estimates, although it is assumed that those classes will graduate after program funding closes as of September 30, 1979.

Since the program operated for only half the time planned in the grant application, goal achievement has been calculated on the basis of half of the training slots (22.5) being filled in each training area. The program has achieved 137.78% of its goal to place inmates in training slots in baking based on this proration. On the same basis, the program has achieved 48.89% of its goal to place inmates in training slots in cooking. Overall the program attained 93.33% of the prorated goal to place 45 inmates in the two training areas. However, this calculation does not take into account the maintenance in training slots specified in Goals 2 and 3. Only seven students have completed the training at this time. Thus, the program has achieved 31.11% of its goal to maintain inmates in baking training slots and none of its goal to maintain inmates in cooking training slots, for an overall goal attainment of 15.56% in maintaining enrollment throughout the courses. Relevant demographic variables, such as sex, race, age, and formal education for the various classes are displayed in Table 2. The classes were

entirely segregated by sex and this sex separation extended to the instructors. In summary, most of the inmates were black, average age was mid to late twenties, and formal education averaged between the 10th and 11th grade.

Table 2  
Demographic Information

	Sex		Race		Mean Age	Mean Formal Evaluation
	Male	Female	Black	White		
Baking I	0	16	12	4	26.07	10.93
Baking II	15	0	14	1	27.71	10.33
Cooking I	11	0	10	1	25.80	10.60

The grant application did not specify screening criteria. It merely stated that screening would be the province of two rehabilitation units--the Intake Unit of the Community Correctional Center (C.C.C.) and Fisk Vocational School. This lack of specificity in screening created problems that impacted other program components.

It appears that no screening criteria were used in filling the first class. Interviews with program staff reveal that inmates were selected rapidly by the Intake Unit before grant personnel were hired, with placement apparently based on a desire to be in the program. In fact, no consideration seems to have been given to what effect remaining sentence length would have on the inmate's ability to complete the course and be placed in a job.

As the program developed, program personnel began to define criteria for selection. After the first class was underway, the director of the rehabilitation department of the C.C.C. investigated screening criteria. As a matter of routine, all incoming prisoners were interviewed and given a battery of tests by the

Intake Unit. Four components of this procedure were being considered for placement purposes at that time:

- 1) Sentence
- 2) Achievement Test scores
- 3) IQ test scores
- 4) Personality test profiles

At the present time, after 5½ months of operation, the Intake Unit advises the Program Coordinator on the selection and placement of participants based on the following screening criteria:

- 1) Sentence - The inmate should be sentenced to more than four months but less than 61 months as inmates in the Parish Prison.
- 2) Mental Ability - The inmate should have either an overall score on the California Achievement Test of 5th grade or better or an IQ score on the Thorndike Intelligence test of 75 or better.

To increase the reliability of the measurement of mental ability, it was decided to jointly use the California Achievement test and Thorndike Intelligence Test. The C.A.T. is used for multiple purposes and administered often and, presumably because inmates tire of taking the test, the scores vary from one testing to the next. The IQ test, on the other hand, is given less frequently and for this reason considered to be a more accurate reflection of mental abilities.

Nevertheless, an IQ score could be abnormally low because of the testing circumstances.

Table 3 illustrates how remaining sentence time developed as screening criteria throughout the life of the program. Thus, based on the recently developed screening criteria, 50% of the first baking class were eligible for placement on the basis of sentence remaining, as were 100% of the second baking class and 91% of the cooking class.

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Table 3

Sentence of Participants

	Baking I	Baking II	Cooking I
Sentence Time			
Less than 4 mos.	1	0	0
4-11 mos.	3	1	3
12-24 mos.	3	6	4
25-60 mos.	2	8	3
61 mos. and over	1	0	1
Life	3	0	0
Unsentenced or on appeal	3		
	<u>16</u>	<u>15</u>	<u>11</u>

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California Achievement Test scores were collected on all classes and Thorndike Intelligence Quotient scores were available for the last two classes. The following table summarizes those findings.

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Table 4

Mental Ability of Participants \*

	Mean California Achievement Test	Mean Thorndike Intelligence Quotient
Baking I	6.73	-
Baking II	5.95	86.75
Cooking I	8.38	88.29

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\*Intake Unit folders did not include scores on 2 participants in Baking I, 3 participants in Baking II, or 3 participants in Cooking I.

Although average California Achievement Test scores vary considerably among classes and range from the fifth to the eighth grade, the IQ test scores are similar and average in the high eighties. In both cases, the cooking class averaged the highest score.

In the Baking I class, three students scored lower than a fifth grade level on the CAT. In Baking II, three participants scored below a fifth grade level, but each had an IQ score ranging from 75 to 87. In Cooking I, only one participant scored below the fifth grade, but had additionally scored an IQ of 82. Therefore, since developing screening criteria, the requirements of mental ability have been met on all inmates tested and placed in the program.

However, it is unfortunate that the only class

to complete the program was inadequately screened because placement and follow-up program components suffered as a result

B. Instruction

The grant application calls for 6 hours of daily classroom and practical instruction for 16 weeks. At the rate of five days of instruction a week, this hourly requirement totals 480 hours of instruction over a four month period. (The curricula for the two courses are included in the Appendix.)

Because of the initial lack of screening criteria, not everyone first enrolled in the baking class was able to complete it. The following reasons were given for nine early inmate terminations:

- 5 were released
- 2 were transferred to St. Gabriel
- 1 dropped because of lack of interest
- 1 was terminated as security risk

Those terminating early received between 23 to 556 hours of instruction, an average of 266 hours per participant.

Only seven of the original 16 inmates placed in Baking I were able to complete the course. At the end of the course the instructor, a licensed vocational instructor, awarded baking certificates to six participants judged to have successfully learned the material and to be eligible for employment.

Table 5 provides the number of hours of instruction and certification status of those completing the course.

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Table 5

Instruction and Certification

Hours of Instruction	Certification Status
478	Yes
508	No
570	Yes
610	Yes
637	Yes
670	Yes
679	Yes
$\bar{X} = 593$	

---

On the average, the class exceeded the 480 hours of required instruction by 24%, but the hours received varied as much as 200 hours from participant to participant. However, in a prison setting many things can occur that prevent uniform hours of instruction, such as illness, doctor's appointments, court appearances, educational testing, or disciplinary action.

Many participants also earned extra hours by baking and catering for special organizations. The following is a list of organizations for whom baking products were prepared.

<u>Organization</u>	<u>Product</u>
Super Cops	French Bread
Jazz Festival	Pecan Pies, Decorated Cakes, French Bread
Summer Youth Camp at CCC	Danish Rolls
City Government Offices	Danish Rolls
New Orleans Food Festival	Danish Rolls, Chinese Tea Cookies, Jelly Roll, Rum Cake
League of Women Voters	Deserts
Senior Citizens	Luncheon
Senior Citizens	Pies
Cripple Children's Hospital	Decorated Cakes
Charity Hospital Children's Ward	Decorated Cakes
Reading is Fund	Cake Squares
Staff Dining Room at CCC	All deserts and breads for two months

At the New Orleans Food Festival Competition, program entries won three first prizes and one third prize.

#### C. Placement and Follow-up

According to the grant application, after the completion of instruction, participants were to be placed in jobs relating to cooking or baking either upon release or in work release or restitution programs. Pre-employment counseling and job development was to be done primarily by the Employment Coordinator with cooperation from other rehabilitation departments. After the participants were placed, the Employment Coordinator and Program Coordinator were to follow placements to assess the satisfaction of both the participant and the employer. At this writing, however, all counseling and job development is being done by the Program Coordinator.

Once again, the inadequate screening of the first class was a factor in preventing attainment of the placement goals. As stated in the grant application, 66 of 90 (73%) of the participants were to be placed in jobs related to cooking or baking. Of the seven completing the course, three were either not sentenced or were appealing a sentence, and one was sentenced to a life term. Placement in those cases was impossible. Of the remaining three, one was released, but has not found a job related to baking. Another inmate, released after receiving 60 hours of instruction, found a job baking in a country club. However no placement of graduates in related job areas as specified in the grant application has yet occurred.

#### D. Cost

Because the last fiscal report was dated June 30, 1979, costs must be analyzed based on projections. Since that report covered four months of operation, all personnel, fringe benefits, and supply costs were multiplied by 1.375 to project an additional month and of half of operations to August 15, 1979. Table 6 indicates the results. At this time, it is estimated that the project has spent \$11,620.82 of the \$44,440.00 budgeted.

Forty-two inmates have participated in the program for a total cost per participant of \$276.69. Six

participants were certified in baking for a total cost per certification of \$1,936.80. If assumed that all three graduate inmates with some potential for placement will eventually find jobs related to baking, the total cost per successful completion would be \$3,873.61.

Table 6

Fiscal Report Projected as of August 15, 1979

	Budgeted	Federal Funds Expended	Match Funds Expended	Total Fund Expended
Personnel	32,500.00	7,795.49	866.16	8,661.65
Fringe Benefits	2,616.00	477.86	53.10	530.96
Travel	0.00	0.00	0.00	0.00
Equipment	3,614.00	0.00	0.00	0.00
Supplies	1,670.00	367.39	40.82	408.21
Contractual Services	0.00	0.00	0.00	0.00
Construction	0.00	0.00	0.00	0.00
Other Direct Costs	2,020.00	1,818.00	202.00	2,020.00*
Indirect Costs	2,020.00	0.00	0.00	0.00
Total Project	44,440.00	10,458.74	1,162.08	11,620.82

\*Because the project was billed for this service, which has been performed by CJCC in June, this represents an unpaid obligation.

### III. SUMMARY AND RECOMMENDATIONS

The short period of program operation has magnified funding and personnel difficulties. Partial program staffing with only one full-time instructor for the first four and one-half months of operation has hampered the placement of the required number of inmates in cooking

and baking training slots. One baking class graduated during the grant funding period, but two other classes were so late in starting that they will not.

Since the Cooking and Baking Program is designed to work with the Restitution and Work Release programs, consideration might be given to the adoption of the screening criteria of those programs relative to the amount of actual time left to serve. In those programs, inmates are accepted whose actual remaining time does not exceed eight months. Considering the four months of training required for Cooking and Baking, the optimum participants would be those with from four to eight months actual time left to serve.

The absence of a Program Coordinator from the beginning of the program resulted in unclear responsibilities for the implementation of certain program components. Although the instructional component seems to have met and even exceeded expectations, the screening and placement components were weak. In fact, the first and only class to graduate was so poorly screened that placement of graduates was impossible in most cases. Fortunately, screening of participants has greatly improved since the Program Coordinator has been involved in the selection and has resulted in more participants with placement potential. However,

placement and follow-up efforts have not yet been initiated.

If the Cooking and Baking program continues after LEAA grant funding ends, this care in selection must persist and placement and follow-up must be implemented. Analysis of program operations suggests that the program needs a full-time Program Coordinator, not only to supervise classroom and kitchen instruction, but also to be responsible for screening, counseling, developing jobs, placing, and providing follow-up on program participants.

After 5½ months of operations, it is difficult to project how successful the program could be in developing stable employment for ex-offenders. In addition, the Work Release and Restitution programs have not yet been used as intended for Cooking and Baking inmates. If participants are appropriately screened, trained, and counseled, the program should have a greater chance of attaining its objectives.

## APPENDIX

Baking Ingredients

1. Flour
- Shortenings
- Leavening Agents

Breads

1. Yeast Breads
2. Types Yeast
  - Compressed
  - Dry Inactive Granule
  - Old Fashioned Cake
3. Mixes
4. Weighing and Mixing
  - Fermentation
  - Kneading
  - Bench and Rest
  - Make-Up
  - Proof
  - Baking
  - Cooling
5. Trouble shooting for Bread Failures
6. Quick Breads
7. Muffins
8. Baking powder biscuits
9. Griddle cakes and waffles
10. Eclair or choux pastes & popovers
11. Crumpets and English Muffins

Cakes, Cookies and Frostings

1. Cakes balance and standards
2. Butter cakes
3. Pound cakes
  - Foam cakes
4. Altitude adjustment
5. Cake production
  - a. Mixing
    - Conventional mixing
    - Buttercakes
    - Mixing by blending
    - Conventional sponge mixing
    - Pound cakes
    - Foam cakes : Angel Food
    - Sponge
    - Chiffon
  - b. Panning
  - c. Baking

7. Frostings and Icings

- Fondants
- Powdered sugar
- Boiled or cooked icing
- Royal or decorators icing

8. Icing Procedures

- Decorating
- Cooking Production

9. Panning

10. Baking

11. Storing

Pies

1. Standard
2. Dough ingredients
3. Production
  - Mixing
  - Rolling and Make-up
  - Baking
  - Pie fillings
    - Fruits
    - Custard
  - Make-up and Service

Desserts

Standards

Fruits

Fruit dessert

crisps and Betty's

biscuit fruit desserts

Puddings

Boiled or steamed

Starch-thickened puddings

Egg thickened puddings

Baked souffles

Meringues

Gelatin Desserts

Junket Desserts

Frozen desserts

Types

Quality factors (texture, crystal size, over run, ingredients)

Storing

Freezing mechanics

Service

Banana splits

Freezes and floats

Fritters

pancakes or crepes

Doughnuts

## COOKING CURRICULUM

### I. Section A - Orientation

Food  
Human Relations  
Appearance  
Teamwork

Fish  
Eggs and Cheese  
Rice and Pasta  
Vegetables  
Salads, Sandwiches, and Fruits  
Breads  
Pastries  
Cookies, Cakes, and Icings  
Spices and Flavorings  
Breakfast Cookery  
Leftovers  
Beverages

### II. Section B - Equipment

Hazardous & Less Hazardous Equipment  
Hand Tools and Utensils

### III. Section C - Safety

Fire Safety  
Safe Work Habits  
Dining Room Safety

### VI. Section F - Service

Table Service  
Table Setting

### IV. Section D - Sanitation

Personal Hygiene  
Housekeeping  
Food Handling & Storage  
Common Food-Borne Illnesses  
Ware Washing

### VII. Section G - Purchasing

Quantity Purchasing  
Seasonal Purchasing  
Pre-Prepared Items  
Inventory Standards and Controls

### V. Section E - Production

Weights and Measures  
Recipe Use  
Personal Organization  
Soups  
Sauces  
Meat Identification  
Meat  
Poultry

### VIII. Section H - Menu Planning

Nutrition  
Planning Menus  
Catering  
Cost

### IX. Section I - Supervision

Scheduling  
Food Preparation/Service Supervision  
Personnel Relationships  
Keeping Records

#

**END**