

MINNESOTA

**CRIME
CONTROL
PLANNING
BOARD**

EVALUATION UNIT

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EVALUATION
REPORT

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An Evaluation Report

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GENESIS II:

A Two-Year Evaluation Report

EXECUTIVE SUMMARY

Genesis II, a nonresidential community-based corrections treatment program for female probationers, has been the subject of a comprehensive evaluation in order to determine:

1. If program goals have been achieved.
2. Whether a nonresidential treatment program has demonstrated levels of treatment effectiveness similar to those exhibited by residential community-based corrections treatment programs and/or traditional rehabilitation modes such as supervised probation or workhouse incarceration.
3. Whether the levels of treatment, services, and supervision offered are equivalent to those delivered by residential community-based corrections treatment programs, supervised probation, or incarceration.
4. Whether Genesis II is cost-effective.

● MAJOR FINDINGS

- Genesis II offers a comprehensive range of clinical, educational, and vocational counseling and services to female probationers enrolled in the program.
- For the target population served, it appears that Genesis II provides a *wider range* of treatment and services than are available to female offenders who are on supervised probation or who are incarcerated in the Hennepin County workhouse. In comparison with residential community-based corrections treatment programs, Genesis II offers at least an *equivalent* complement of treatment and services.
- In serving a custodial, or supervisory function, Genesis II offers a *greater amount* of client contact time than probation supervision, but less

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supervision than that provided in residential community corrections programs or in institutional settings.

- Overall, Genesis II exhibited a statistically significant increase in the proportion of clients who attained a sanctioned vocation by point of termination from the program. The program did not, however, attain the criterion level specified in its operationalized goal pertaining to client vocational outcome.
- On a comparative basis, Genesis II ranked third behind two residential community-based corrections treatment programs in facilitating client attainment of sanctioned vocations. On the other hand, Genesis II ranked higher than a group of halfway houses in enabling clients to achieve sanctioned vocations.
- Genesis II did not attain its program goal related to reduction in client dependence on public monies. A significantly greater number of Genesis II clients were financially dependent on public monies when they left the program. The increase in reliance on public monies, in large part, was an artifact of the movement of some clients from no source of financial support at intake to a public source of financial support at termination. The increase was not attributable to more clients being reliant on public monies both at intake and at termination.
- Relatively, of the corrections treatment programs compared, Genesis II was least effective in reducing client dependence on public monies.
- The official Genesis II client recidivism rate for a 6-month "at-risk" period was 4.3 percent. To date, Genesis II is achieving two program goals pertaining to reduction in client recidivism for felonies and for misdemeanors or gross misdemeanors.
- Among the community-based corrections treatment programs and traditional rehabilitation modes compared, Genesis II had the lowest 6-month "at-risk" client recidivism rate. The Genesis II 6-month "at-risk" client recidivism rate was from 2 to 5 times *lower* than corresponding recidivism rates for residential community-based corrections treatment programs or supervised probation.

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- Results of three cost-effectiveness analyses indicate that treatment effects equivalent to those realized by Genesis II were not achieved at less expense by comparison corrections treatment programs or through supervised probation.
- Genesis II has demonstrated that a nonresidential corrections treatment program is a viable mechanism for client rehabilitation when program performance and cost are compared with the performance and cost of residential community-based corrections treatment programs or supervised probation.
- Based on the complement of analyses applied, continued operation of Genesis II is recommended; but, recommendations about expanded usage of nonresidential community-based corrections treatment programs will not be made until the 3-year Genesis II data set has been gathered and analyzed.

* CLIENT-BASED, PROGRAM-BASED, AND SYSTEM-LEVEL
POLICY AND PLANNING RECOMMENDATIONS

- * Initial screening of potential clients should be immediately followed by vocational assessment and evaluation. Potential clients (or *clients*) who are adjudged not to be socially, psychologically, and/or physically able to utilize Genesis II counseling and services to prepare for or attain a vocation while enrolled in the program should not be accepted as clients or permitted to continue in the program. These individuals should be referred to social service agencies which *can* provide the intensive rehabilitative and habilitative treatment and services required to assist them to attain a vocation.
- * Those clients and potential clients who have not completed high school or earned a GED, or cannot pass a proficiency test, should be required to enroll in the adult education component of the Genesis II program. Participation in the adult education program should be a *condition of admission* for potential clients who have not completed high school (or the equivalent) by the time they are referred to Genesis II.
- * Behavioral contracting should be established with clients.

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- * Genesis II should terminate clients if they miss 40 program days since data indicate clients who are absent for this number of days or longer will not successfully complete the program.
- * Genesis II should not admit offenders who are awaiting adjudication or awaiting sentencing at time of referral to the program.
- * Adult education program classes should be incorporated as "core courses" within the Genesis II program.
- * Genesis II should formulate or revise policy for client vocational development and implement novel programming based on knowledge about the vocational needs of the female offender gained during its first 2 years of operation. Whatever the program plan entails should be clearly delineated.
- * Since lack of work experience has been cited as a barrier to clients' securing employment, Genesis II should pursue plans to establish an on-site job training program in conjunction with interested business leaders.
- * In order to operate at 90 percent of design capacity, and, thus, be considered to be operating at an efficient level, Genesis II should increase the average daily client population to a minimum of 41 clients.
- * Genesis II should, in cooperation with the Crime Control Planning Board Evaluation Unit, seek to identify reasons for clients attrition since the average client remained in the program over 6 months, but did not successfully complete the program.
- * Genesis II should be restructured. Phases should be collapsed and merged into a time frame not exceeding 6 months. Core courses, vocational counseling, adult education, individual counseling, and group counseling should be provided concurrently.
- * Genesis II should *institutionalize* modifications in programming and program policy. The Genesis II Advisory Board should prepare a document containing revised program goals, as well as an overview of program structure, in order to reflect changes in policy and programming. This document should be forwarded to the program's sponsoring unit of government; to the implementing agency; and to the funding agency, the Crime Control Planning Board.

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* In order to ensure that a majority of Genesis II clients successfully complete the program, the Genesis II staff and the program's Advisory Board should devise a multistage plan to:

- *Share information* with judges and with court services personnel about: 1) psychosocial and economic needs of the female offender (e.g., needs for independent living skills, needs for vocational training); 2) policy and programming which have evolved within Genesis II in an attempt to meet certain of the needs of the female offender; and 3) anticipated long-term benefits accruing to the female offender as a result of effective utilization of Genesis II program resources.
- Secure the cooperation of judges and court services personnel to *devise contingency plans to facilitate and encourage successful program completion by Genesis II clients*. The contingency plans developed should enumerate negative sanctions to be imposed with clients who do not actively participate in their treatment program or fail to successfully complete the program.
- Secure the cooperation of the judges and court services personnel to *implement the contingency plans*, that is, to encourage clients to effectively utilize the treatment and services available through Genesis II and successfully complete the program.
- *Devise a mechanism* for judges, court services personnel, and clients *to provide feedback to Genesis II* about the factors and conditions which facilitate or hinder active participation in, or successful completion of, the program.
- *Devise a strategy to modify components of the Genesis II program* which may serve to restrict active program participation and successful completion of Genesis II.

* Continued funding of Genesis II is recommended. Central to the recommendation for continuation of funding is explicit commitment by the Genesis II program, the judiciary, and court services personnel to coordinate

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policy to ensure that clients who are admitted into the program effectively utilize program resources.

- * At least as far as women's corrections programming is concerned, continued use of nonresidential community-based corrections treatment programs is warranted; but, recommendations about expanded usage will not be made until the complete Genesis II program data set has been gathered and analyzed.
- * It is recommended to the Department of Corrections that a task force be formed to examine current policy and programming which provide for vocational assessment, vocational evaluation, vocational counseling, and vocational development of offender populations. The role of the task force should then be extended to investigate cost-effective methods of meeting the vocational needs of the offender populations. The policy and action plans deemed most suitable to meet the vocational needs of offenders who are clients in community-based corrections treatment programs should be implemented as recommended by the task force.
- * In general, women's corrections program planning has not been addressed extensively at a systems level. Therefore, a final recommendation is that the Crime Control Planning Board, Department of Corrections, and sponsoring units of government establish a *permanent* task force to devise system-level planning, policy, and programming guidelines in the area of women's corrections programming. The task force should be comprised of staff from each of the departments/agencies that fund, administer, plan, monitor, evaluate, and implement corrections treatment programs/projects. The task force should as primary directives: 1) identify the service needs of female offenders; and 2) mobilize private and public resources to meet the varied needs of the female offender; while 3) minimizing related social and economic costs. This evaluation report should be referred to the task force as a major source document.

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CHAPTER I

INTRODUCTION

In Minnesota, as is the case nationally, the arrest rate for female offenders is 80 percent less than the arrest rate for male offenders.^{1,2} Further, although the conviction rate for women arraigned in district court in Minnesota on gross misdemeanors and felonies is high (85 percent of the cases prosecuted), 88 percent of the female offenders with no prior conviction record serve no incarceration time; moreover, 50 percent, or one-half, of the female offenders with prior convictions are not incarcerated.³ A majority of female offenders processed through Minnesota's district courts serve no time in state corrections facilities.

Through either a stay of imposition or stay of execution of sentence,⁴ an estimated 84 percent of the convicted female offenders are

¹ Federal Bureau of Investigation, *Uniform Crime Reports for the United States* (Washington, D.C.: United States Government Printing Office, 1976), p. 172.

² Minnesota, Department of Public Safety, Bureau of Criminal Apprehension, *Minnesota Crime Information 1977* (St. Paul: Department of Public Safety, 1977), p. 71.

³ Minnesota, Crime Control Planning Board, Minnesota Statistical Analysis Center, *Sentencing in Minnesota District Courts*, by Carol Thomssen and Peter J. Falkowski (St. Paul: Crime Control Planning Board, 1978), p. 61.

⁴ Minnesota, *Statutes* (1976), Secs. 609.135 and 609.14.

placed on probation.¹ Interpreted in isolation, this figure does not accurately reflect the actual extent of correctional intervention that is exerted in the life of the female offender by the state's judicial system. In Minnesota there is a network of community-based corrections treatment programs for juvenile offenders and for adult offenders. Participation in a community-based corrections treatment program is a *condition of probation* for an uncalculated (although apparently substantial) proportion of both juvenile and adult offenders.

In metropolitan Minneapolis-St. Paul, there are both residential and nonresidential corrections treatment programs which serve female clientele. The largest nonresidential treatment program for female offenders in the metro area is Genesis II. That program accepts a majority of its clients from offenders who are processed through Hennepin County District Court and who are placed on probation, and it is that program which is the subject of this report. Genesis II has been selected as the subject of a comprehensive evaluation to determine:

1. If program goals have been achieved.
2. Whether a nonresidential community-based corrections treatment program demonstrates levels of treatment effectiveness similar to those exhibited by *residential* community-based corrections treatment programs and/or by traditional rehabilitation modes such as supervised probation.

¹Thomssen and Falkowski, *Sentencing in Minnesota District Courts*, pp. 57-58.

CHAPTER II

KINDS OF EVALUATION EMPLOYED

A. EFFORT EVALUATION

This report incorporates an effort evaluation component and a performance evaluation component. The effort evaluation concentrates on appraisal of the Genesis II therapeutic milieu, the client population, program acceptance, and program efficiency. Additional background information is provided about the Genesis II administrative structure, funding levels, and the program's physical plant.

Effort evaluation serves four major functions. *First, effort evaluation provides a concise explanation of how a program operates and whom the program serves. Effort evaluation also identifies and assesses the impact of intra-program variables and external variables which hinder or facilitate program operation (and, implicitly, program effectiveness).*

Second, for individuals involved in women's corrections planning and programming, effort evaluation provides a set of guidelines: 1) for the structuring of similar treatment programs (or even the restructuring of the program originally evaluated); 2) for avoiding or minimizing economic, administrative, political, and social problems encountered by the model program; and, 3) for facilitating refinement of treatment models tested or derived through implementation of a program.

Effort evaluation serves an additional invaluable function.

A majority of female offenders are not randomly assigned to corrections treatment programs. Hence, experimental evaluation designs cannot be implemented. Ultimately, this restricts generalization of statements about program effectiveness from a particular client population to a population of female offenders. The inability to generalize treatment effects to the population of female offenders can be partially circumvented by analyzing qualitative and quantitative data about client populations and treatment environments. A comprehensive profile of a *client population* (including demographic and socioeconomic characteristics; correctional histories; vocational, educational, and employment needs; and needs for independent living skills--as examples) can be compared with an equivalent profile of a *target population*. (The profile of the target population can be derived from actual data, or can be based on projections.)

If the client population and the target population are sufficiently large, and if both populations are reasonably similar on critical dimensions (variables), a decision can be made about whether another program(s) offering similar treatment and services can reasonably be expected to achieve similar effects with the target population(s). The assumption is that similar client populations treated in similar rehabilitative environments will subsequently behave in similar ways (e.g., commit fewer crimes).

Thus, a third function of effort evaluation is to analyze characteristics of client populations and target populations to determine whether (in the absence of random assignment of clients to treatment programs) the similarities among populations are strong enough to suggest that

other treatment programs will realize similar treatment effects if they have equivalent goals, objectives, and/or program structures.

Finally, there is a fourth major use to which results of an effort evaluation can be put. To the extent that female offenders experience common psychosocial and economic needs (e.g., need for vocational training), they presumably require similar habilitative and rehabilitative treatment and services. Level or degree of need ostensibly determines the *quality* and *quantity* of treatment and support services which a client requires. Data on client characteristics and client needs (effort, or input, data) can be combined with output data (e.g., kinds, quality, quantity of counseling provided; recidivism rates; total expenditures) to yield an estimate of expected output for given input (effort). Specifically, one can estimate the quality and quantity of treatment and services required by a target population in order to realize treatment effects equivalent to those achieved in a given client population. Translated into economic terms, effort evaluation can be used in conjunction with performance (output or outcome) evaluation to estimate what treatment results can be expected (for similar offender populations) by expending a given amount of resources.

As can be seen, effort evaluation is an integral component of a comprehensive program evaluation. In this report, effort evaluation is limited to description and appraisal of the Genesis II treatment milieu, client and target populations, funding sources and levels, and administrative structure. Results of analyses comprising the performance evaluation should be interpreted *in conjunction with* results of analyses comprising the effort evaluation. In this way, clinicians and

corrections planners can make informed policy decisions about whether similarly structured programs would serve the needs of specific groups of female offenders.

B. PERFORMANCE EVALUATION

Performance evaluation appraises program output, program outcome. In a goal-oriented evaluation model, performance evaluation is estimation of the success of a treatment program in achieving (operationalized) goals and objectives. (Goals and objectives are the standards to which a treatment program is held accountable.) Performance evaluation is also used to assess relative or comparative effectiveness and duration of effectiveness of treatment programs with similar goals and objectives. *The performance evaluation of Genesis II judges the success of the program in achieving goals related to client recidivism, vocational outcome, and financial dependence on public monies.* The fact that Genesis II maintains these three broad classifications of treatment goals for female offenders (probationers) made the program a viable candidate for a performance evaluation. This is true because, first, the literature on female offenders¹ cites poor education; lack of vocational training; underemployment; unemployment; and dependence on public money as

¹Minnesota, *Task Force Report, The Future of Women Offenders in the Minnesota Correctional System* (St. Paul: Department of Corrections, 1978).

CONTACT, Inc., Comp., *Woman Offender* (Lincoln, Nebraska: 1977).

United States Department of Justice, National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, *National Study of Women's Correctional Programs*, by Ruth M. Glick and Virginia V. Neto (Washington, D.C.: United States Government Printing Office, 1977).

Marcia Hovey, "The Forgotten Offenders," *Manpower* 3 (January 1977), pp. 38-41.

factors associated with criminal involvement. As would be expected, many institutional and community-based corrections treatment programs for female offenders attempt to ameliorate these conditions by providing clients (or residents) with vocational counseling, vocational training, vocational education, and related skills.

Consequently, it is not only possible to evaluate whether Genesis II is achieving its own goal pertaining to vocational outcome; but, it is also possible to *compare* vocational achievements of Genesis II clients with those of clients of other community-based treatment programs, institution-based programs, and traditional rehabilitation modes such as supervised probation. Also, a majority of corrections treatment programs do maintain goals pertaining to reduction in recidivism. Thus, the recidivism rate for Genesis II clients can be evaluated in comparison with: 1) recidivism rates of clients in other treatment programs; and 2) recidivism rates of female offenders serving different types of sentences (incarceration, supervised probation). *Through performance evaluation, the success observed by Genesis II in achieving program goals is compared with the success observed by other treatment programs or rehabilitation modes which maintain similar goals.*

Moreover, Genesis II is the subject of a comprehensive performance evaluation because it is a relatively novel rehabilitation mode within the framework of community-based corrections treatment programs. Genesis II has been established to provide rehabilitative treatment and services to a target population of female offenders who: 1) require a low or intermediate amount of supervision (a majority of all female offenders who are placed on probation), and, 2) require rehabilitative

treatment and services.¹

In order to assess the efficacy of Genesis II as an alternative rehabilitation mode for female offenders, it is necessary to: 1) compare and contrast the levels of treatment, services, and supervision provided to Genesis II clients with those provided to female offenders through other treatment programs or rehabilitation modes; and 2) compare and contrast associated measures of treatment effectiveness (for example, differences in recidivism as a function of rehabilitation mode). *These kinds of qualitative and quantitative analyses are required in order to generate policy and planning recommendations pertaining to the expediency of continuing or expanding the use of nonresidential community-based corrections treatment programs. The generation of policy and planning recommendations constitute another major reason for conducting a performance evaluation.*

A common goal in corrections program planning and in program evaluation is the efficient allocation of scarce resources among competing service providers or among different rehabilitation modes. Regardless of magnitudes of treatment/rehabilitation effects, the costs incurred in realizing those effects must be appraised. The economic questions which must be answered include:

How much does it cost per day to provide treatment and services to each offender (client)?

What is the total cost incurred in providing treatment and services to one client?

¹If Genesis II were not available, most clients would probably have been placed on supervised probation or placed in a residential community corrections treatment program. A number of the clients might have been incarcerated at the Hennepin County Adult Correctional Facility, Women's Section--the workhouse.

How much does it cost to elicit specific amounts of change in program goal-related client behavior?

Can similar treatment effects, i.e., changes in behavior, be realized using less expensive rehabilitation modes?

The first question is answered through analysis of *input costs*. The input cost index that estimates the daily cost of providing treatment and services (including supervision) is termed cost per client per day (cost/client/day). Cost/client/day estimates are primarily used to set per diem rates for contracted services. With all other variables constant (including length of stay in a program and equivalent levels of effect), input costs can be used to select the least expensive (hence, the most efficient) treatment modality.

Output cost analyses are numerous in scope and complexity. The simplest kind of output cost analysis answers the second question posed above by estimating the total cost of providing treatment and services to one client (resident, inmate). The index utilized to reflect this particular output cost is termed cost per case (cost/case). Cost/case estimates are often used on a comparative basis to rank treatment programs or traditional rehabilitation modes *exclusively* on the basis of cost.

Given additional information about quantity, quality, and level of treatment and services provided, and information about level of supervision exerted by programs (information about program *effort*), estimates can be used by decision makers to decide *where* (i.e., in which program) to place an offender. The decision reached about placement is, ostensibly, the optimal socioeconomic solution to meeting the psychosocial

needs of offenders for treatment and/or supervision; ensuring public safety; and maximizing the utilization of allocated resources. Decisions about client placement are the result of sophisticated analyses which combine input data (data, or information about program effort) and output data (cost/case) to estimate anticipated output--maximum anticipated or expected treatment effect per dollar expended.

The question *How much does it cost to elicit specific amounts of change in program goal-related client behavior?* is answered through economic analyses of program output--output costs and measures of treatment effect (measures of goal attainment). Take as an example a corrections treatment program where a treatment goal is reduction in client recidivism. In order to determine the cost incurred in reducing client recidivism, two output measures would have to be estimated and analyzed--total program cost¹ per unit of time divided by the number of clients who did *not* recidivate during the same time frame. The result of this analysis of program output would be average cost per non-recidivous client.

An obvious extension of output cost analysis involves comparison of analogous cost-based measures across treatment programs or alternate rehabilitation modes. Cost-effectiveness analysis ranks treatment modalities according to the magnitudes of their effects (output) relative to their output costs.² Continuing with the example provided immediately above, in a cost-effectiveness analysis average cost per nonrecidivous

¹Total Program Cost = Cost/Case x Number of Cases (clients).

²Henry M. Levin, "Cost-Effectiveness in Evaluation Research," in *Handbook of Evaluation Research*, Vol. 2, Eds. Marcia Guttentag and Elmer L. Struening (Beverly Hills: Sage Publications, Inc., 1975).

client would be computed for each treatment program/rehabilitation mode being compared. The average costs per nonrecidivous client would be ranked from lowest average cost to highest average cost. The treatment program/rehabilitation mode with the lowest average cost per nonrecidivous client would be deemed the most cost-effective of the modalities compared.

The measures utilized in cost-effectiveness analyses can be scaled or calculated in various ways. As a result, some cost-effectiveness analyses yield estimates of the amounts of resources expended to achieve specific amounts or degrees of change in client behavior, i.e., specific levels of treatment effect. (For example, one corrections treatment program may have expended \$50,000 to realize a 3 percent reduction in client recidivism.) Amounts of resources expended and associated amounts of behavioral change can be ranked across treatment programs/rehabilitation modes. The pair-by-pair rankings show whether similar treatment effects are realized by the less expensive rehabilitation modes. (The fourth question posed above is answered.)

The final reason that a performance evaluation has been conducted is to:

- 1. Estimate and compare input costs (cost per client per day) for Genesis II and for supervised probation, workhouse incarceration, or placement in residential community corrections programs.*
- 2. Estimate and compare output costs (cost per case) for the rehabilitation modes identified immediately above.*
- 3. Estimate and rank the amounts of resources required by these rehabilitation modes to realize observed levels of treatment effect.*

4. *Determine whether similar treatment effects are realized by the less expensive of the rehabilitation modes compared.*

To summarize, the performance evaluation of Genesis II has been structured to:

- Judge the success of the program in achieving goals related to client recidivism, vocational outcome, and financial dependence on public monies.
- Compare the success observed by Genesis II in achieving program goals with the success observed by other corrections treatment programs or rehabilitation modes in achieving similar goals.
- Generate policy and planning recommendations pertaining to the expediency of continuing or expanding the use of nonresidential community-based corrections treatment programs.
- Estimate and compare input and output costs, and, estimate the cost-effectiveness of Genesis II relative to other corrections treatment programs and rehabilitation modes.

CHAPTER III

PROGRAM TYPE AND TARGET POPULATION

A. PROGRAM TYPE

Genesis II is a *nonresidential community-based corrections treatment program* that seeks to reduce recidivism by the female probationer and to reduce her dependence on public monies by facilitating her entry into a vocation and by teaching her independent living skills.

B. TARGET POPULATION

The client for whom Genesis II is designed is a female probationer who has been convicted of nonviolent criminal behavior. This includes:

1. The offender who has been convicted of nonviolent crimes a number of times, but who has never been incarcerated or has been incarcerated for short periods of time. (A nonviolent crime is a crime that does not involve a weapon.)
2. The offender who has a history of prior arrests, but who has only been convicted of one offense. And,
3. The offender who was adjudicated delinquent as a juvenile and who has committed the same types of crimes as an adult, or who has progressed to more serious types of crimes.

More precisely, the Genesis II *target population* is comprised of *female offenders* who have the following characteristics:

1. *County of Residence:* Resident of Hennepin County at time of conviction;
2. *Age:* 18 years of age or older at time of conviction;

3. *Class of Offense Committed:* Misdemeanor, gross misdemeanor, felony;
4. *Type of Offense Committed:* Nonviolent crime against person, crime against property, morals/decency crime, public order crime;
5. *Type of Sentence:* Probation (under stay of execution or stay of imposition);
6. *Duration of Sentence:* 6 months probation, or longer;
7. *Constraints:* Offender must not be actively chemically dependent; must not have been convicted of a violent crime; must not have more than one previous felony conviction.

CHAPTER IV

GOALS AND OBJECTIVES

A. GOALS

Program goals are the standards against which program effectiveness is appraised. Operationalized program goals specify *expected* level of program performance or program effectiveness. Program goals for Genesis II are:

1. To ensure that a minimum of 75 percent of all program participants will not be convicted of a new felony for a period of one year following program entry.
2. To ensure that a minimum of 75 percent of all program participants will not be convicted of a new misdemeanor or gross misdemeanor for a period of one year following program entry.
3. To ensure that 85 percent of the successful program participants have achieved a legitimate vocational outcome, as judged by entry into education, vocational training, part-time or full-time employment, home management, or volunteer work.¹
4. To minimize client dependence on public monies.

¹The 85 percent criterion level for the vocational outcome goal has been changed to 40 percent for the *third* year of program operation. The 85 percent criterion level was judged to be unrealistically high by corrections planners from the program's sponsoring unit of government and the Crime Control Planning Board. This report covers the first *two* years of program operation, during which time the 85 percent criterion level was the standard established for the goal. Therefore, the 85 percent criterion level is the standard that is used in this report to evaluate attainment of the program's vocational outcome goal.

B. OBJECTIVES

While program goals specify *what* a program intends to accomplish, objectives specify *how* those goals are to be achieved. Genesis II objectives are:

1. To promote acquisition of nonvocational skills (e.g., communication skills) and information by the probationer.
2. To provide the probationer with vocational/educational skills.
3. To provide the probationer with vocational counseling.
4. To provide the probationer with independent living skills.
5. To provide the probationer with individual and group counseling opportunities to assist her in solving personal and occupational problems.

As can be seen, Genesis II intends to achieve its goals: 1) by providing the female offender with individual and group counseling to assist her in solving or ameliorating problems and needs which caused or resulted from criminal involvement; 2) by teaching the offender independent living skills; and 3) by teaching the offender job skills and providing her with vocational counseling.

CHAPTER V

EFFORT EVALUATION: BACKGROUND INFORMATION, PROGRAM STRUCTURE, AND STAFF

The effort expended by Genesis II in attempting to achieve goals and objectives is appraised through effort evaluation. In this report effort evaluation consists of qualitative and quantitative analyses of:

1. Program structure;
2. Client population (demographic and socioeconomic characteristics, legal status, correctional histories) and target population;
3. Staff qualifications, duties and responsibilities; staff to client ratios;
4. Average monthly client population; referral rates; referral agents;
5. Cost per client per day (cost/client/day); and
6. Program efficiency/adequacy of performance.

A. EFFORT EVALUATION: BACKGROUND INFORMATION

The milieu in which a corrections treatment program operates is integral to its success in achieving goals and objectives. Therefore, prior to examination of the effort expended by Genesis II in its first two years of operation, the reader is presented with background information related to the administrative structure of Genesis II, funding agents, funding levels, and the program's physical plant.

1. Administrative Structure

Genesis II began as a project of Multi Resource Centers, Inc. (MRC),

and operates under the limited sponsorship of the implementing agency. MRC maintains legal responsibility for Genesis II with its Board of Directors serving as the Board for Genesis II. Fiscal responsibility for the program is shared by Hennepin County (the sponsoring unit of government) and the Multi Resource Centers. MRC supervises the Genesis II project director, maintains personnel records of program staff, and provides periodic technical assistance to the program.

Genesis II also maintains an Advisory Board. The Board is composed of representatives of Hennepin County Court Services, ex-offenders, and community-based agencies providing services to the female offender. The Advisory Board advises the program on issues relating to service delivery. It facilitates communication, cooperation, and information-sharing between Genesis II and the other segments of the corrections programming community.

2. Funding Agents, Funding Levels

The funding history of Genesis II is summarized in Table 1.

Genesis II was initially funded by the Governor's Commission on Crime Prevention and Control (now the Crime Control Planning Board), and began operation on July 1, 1976.

The program was awarded \$92,424 for the first 12 months of operation. Of the total first year award, \$83,182 were LEAA funds administered through the Governor's Commission on Crime Prevention and Control. A total of \$4,621 was awarded to Genesis II by the State of Minnesota Legislative Advisory Committee through the criminal justice contingency fund. The private grantee match of \$4,621 was provided by MRC from its United Way of Minneapolis allocation.

TABLE 1
GENESIS II: FUNDING AGENTS AND FUNDING LEVELS

| FUNDING PERIOD ^a | FUNDING AGENTS | | | TOTAL |
|--------------------------------------|-------------------|------------------|------------------------------------|------------------------|
| | LEAA ^b | LAC ^c | Private Funding Agent ^d | |
| July 1, 1976 to June 30, 1977 | \$ 83,182 | \$ 4,621 | \$ 4,621 ^e | \$ 92,424 |
| July 1, 1977 to December 31, 1977 | 55,204 | 3,067 | 3,600 ^f | 61,871 |
| January 1, 1978 to December 31, 1978 | 98,100 | 5,450 | 42,381 ^g | 145,931 |
| TOTAL: | \$236,486 | \$13,138 | \$50,602 | \$300,226 ^h |

^aShift from a fiscal year funding period to calendar year funding period reflects an administrative change by the Crime Control Planning Board aligning local funding with the county fiscal year.

^bLaw Enforcement Assistance Administration (LEAA) funds are administered by the Crime Control Planning Board, formerly the Governor's Commission on Crime Prevention and Control.

^cMinnesota Legislative Advisory Committee (LAC) is the source of the state share match through the criminal justice contingency fund.

^dPrivate funding agents are the source of the private share match.

^eMulti Resource Centers, Inc. (MRC), was the source of the private share match for Genesis II for the July 1, 1976, to June 30, 1977, funding period.

^fMS Foundation for Women, Inc., was the source of the private match for the July 1, 1977, to December 31, 1977, funding period.

^gSources of the private match for the January 1, 1978, to December 31, 1978, funding period include: Joint Urban Missions Program; American Lutheran Church Women; American Lutheran Church Development Assistance Program; Metropolitan Council State Arts Board; Ripley Foundation; General Mills Foundation; St. Paul Companies; H. B. Fuller Company; Lutheran Church in America Social Action Committee; Presbyterian Self-Development Committee; and American Lutheran Church Service and Mission Program.

^hGenesis II will be funded by the Crime Control Planning Board through June 30, 1979. The funds budgeted for the program from January 1, 1979, through June 30, 1979, are \$80,699.

During the July-December, 1977, funding period, the Crime Control Planning Board awarded Genesis II \$55,204. The Legislative Advisory Committee (LAC) awarded Genesis II \$3,067 in state match, while the primary grantee match of \$3,600 came from the New York-based MS Foundation for Women, Inc.

For the 1978 Hennepin County fiscal year, Genesis II was awarded \$98,100 in LEAA funds by the Crime Control Planning Board. LAC provided a state match of \$5,450. Genesis II received a total of \$50,602 from a variety of private organizations during late 1977 and 1978. The private grantee match for 1978 came from these monies.

3. Physical Plant

The Genesis II program is housed at 1035 East Franklin Avenue, Minneapolis (Hennepin County), Minnesota. The area, economically depressed, is zoned for residential and commercial usage. The location was chosen because it is accessible on municipal bus lines. East Franklin Avenue is also close to the center city--downtown Minneapolis--where major social service agencies, governmental agencies, and corrections agencies are located. Genesis II clients and staff can readily access the physical plant and are close to external administrative, financial, therapeutic, governmental, and corrections agencies.

Genesis II occupies the second floor of an old office building that was vacant for three years before the program occupied the premises. The entire floor was renovated by Genesis II staff, clients, and more than two hundred volunteers from the community. Almost all building materials, carpeting, furniture, and all labor were donated by community residents and business establishments.

The remodeling effort was undertaken to promote understanding and acceptance by the community of Genesis II as a community-based corrections treatment program. The effort was also designed to translate the philosophy of Genesis II into action. That is, individuals (offenders, staff, community residents) and groups should be self-sufficient and

independent, yet cooperate and share resources for the mutual benefit of society.¹

The Genesis II staff intended to solicit the support and cooperation of residents to implement and facilitate the functioning of a corrections treatment program situated in their midst.

B. EFFORT EVALUATION: PROGRAM STRUCTURE

Program structure is described to provide information about *how Genesis II implements its objectives*--how the program provides rehabilitative and habilitative treatment and services to the probationer--how the program attempts to relieve and resolve psychological, social, and economic problems of clients.

Genesis II offers therapeutic and vocational/educational services (that is, counseling and associated support services) in a highly structured four-phase phase progression environment.

1. Phase I: Screening and Intake

During this initial phase, program staff screen potential clients. A needs assessment profile and tentative service delivery plan are drawn up for a potential client. These are derived through assessment of documents pertaining to the legal and social histories of the probationer, and through interviews with the probationer and significant others (e.g., probation officer). If the potential client, program staff, and significant others agree that the probationer can benefit from participation in Genesis II, she is admitted into the program.

¹Julie Shaw, Director of Genesis II, interview held during a site visit to the program in 1977.

2. Phase II: Acquisition of Nonvocational Skills and Information

The second phase involves approximately 6-8 hours per day for 6 months and focuses on the acquisition of nonvocational skills and information in traditional classroom settings. "Core courses" are offered to prepare the client to reside in noncriminal society. The courses are also geared to the provision of skills which will allow a client to eventually attain a legitimate vocational outcome. The core courses which clients are required to complete and the number of hours of training required in each are: assertiveness training (16 hours); basic auto maintenance (6 hours); communication skills (8 hours); emergency first aid (4 hours); growing up female (16 hours); health, family planning (4 hours); home management and consumer basics (8 hours); home repair (6 hours); legal rights and responsibilities (6 hours); leisure skills (10 hours); parenting (12 hours); self-concept improvement (16 hours); sexuality (12 hours); and time management (2 hours). Clients must complete the 142 hours of core courses prior to progressing to Phase III. (Some of the activities from Phase II are continued in Phase III on an as-needed or on an as-desired basis.) Program staff do teach a few core courses and some instructors are paid consultants, but a majority of core courses are taught by volunteers who are professional and lay people from the community.

Classes in parent/child development are included within the Phase II curriculum. Individual parent/family counseling is available to clients through the program's parent/child coordinator. An activity center has been established for children of the Genesis II clients so that the children (who are, on the average, quite young) can remain with their mothers while the mothers participate in program activities.

The third component of Phase II consists of individual and group counseling. During group sessions, held weekly, clients identify and attempt to modify the conditions and needs which facilitated criminal involvement. One-to-one group counseling sessions are held on a weekly basis. Additional individual counseling is also available whenever needed. No specific treatment models are employed by the counseling staff. The therapeutic strategy or orientation is eclectic.

3. Phase III: Vocational Development

The Vocational Development phase of the Genesis II program (Phase III) requires approximately 3 months of client involvement, the seventh through ninth months of program participation.

Within this third phase, Genesis II programming and policy support three client strategies for attaining a vocation:

- a. Enroll in or complete an academic training program;
- b. Enroll in or complete a vocational training program; and/or
- c. Secure employment.

Programming includes: 1) vocational assessment and evaluation; 2) vocational counseling; 3) vocational planning; 4) vocational preparation; 5) academic training; 6) job placement services; 7) home management training; and 8) volunteer work assistance training.¹

Within the last several months, a vocational counselor from the Minnesota Department of Vocational Rehabilitation has been assigned to Genesis II on a part-time basis. The vocational counselor maintains

¹Homemaking and doing volunteer work are viewed as legitimate vocational outcomes for some Genesis II clients.

responsibility for vocational assessment, evaluation, and counseling.¹ Together with the Genesis II program coordinator, clients, and staff, the vocational counselor oversees establishment of career development plans for clients.

An inhouse adult education program is operational, through which Genesis II clients are able to prepare for their GED's (general education development degree), the equivalent of a high school diploma, or do remedial work in reading, writing, or arithmetic. An instructor sponsored by the Minnesota Department of Education teaches adult education classes at Genesis II three days a week.

During, or by the end of this phase, clients who are not homemakers should hold jobs; be looking for jobs; or be enrolled in an academic or vocational training program.

4. Phase IV: Follow-Up

Phase IV is a follow-up component of the Genesis II program that is available to all clients who have been terminated from the program. Phase IV consists of two client interviews: one at the third month following program termination; the second at the sixth month following program termination. The interviews are conducted by program staff to monitor client progress in the community. Program staff identify and attempt to ameliorate or prevent situations in the life of the client that might facilitate criminal behavior. If staff consider it necessary, clients are permitted to return to Genesis II for additional services

¹Vocational assessment, evaluation, and counseling are a complicated set of processes which utilize both objective information (e.g., test results) and subjective information to derive an optimal match between client aptitudes and interests and training or job opportunities/options.

and/or treatment.

5. Program Structure: Summary and Conclusions

Genesis II offers a comprehensive range of clinical, educational, and vocational counseling and services to female probationers enrolled in the program.

For the target population served, it appears that Genesis II provides a *wider range* of treatment and services than are available to female offenders in Hennepin County who are on supervised probation¹ or who are incarcerated in the workhouse.

In comparison to residential community corrections programs, Genesis II offers at least an *equivalent* complement of treatment and services.² In serving a custodial, or supervisory, function, Genesis II offers a *greater amount* of client contact time (approximately 8 hours a day, 5 days a week) than probation supervision. The situation is reversed if you compare amount of supervision provided in a residential community corrections program or in an institutional setting with that extended through Genesis II. (In the former settings, the offender is

¹Willard J. Botko, Supervisor, Adult Probation Division, Hennepin County Court Services, letter on Genesis II, April 21, 1975.

Richard M. Wheaton, Director, Municipal Probation Division, Hennepin County Court Services, letter to Julie Shaw, Director of Genesis II, December 31, 1975.

²Minnesota, Governor's Commission on Crime Prevention and Control, and Crime Control Planning Board, community corrections project grant files (which include grant applications, progress reports, and financial reports).

Minnesota, Governor's Commission on Crime Prevention and Control, Evaluation Unit, *Residential Community Corrections Programs, A Preliminary Evaluation* (St. Paul: Governor's Commission on Crime Prevention and Control, 1975), Chapter 4.

supervised on a 24-hour-a-day basis.)

To summarize, Genesis II (like structured residential community corrections treatment programs) offers a greater variety of treatment and services than those available to the female offender who is incarcerated in the workhouse or who is placed on supervised probation. Genesis II (like court probation services) exerts less supervisory control over the female offender than is exercised in a traditional corrections facility or in a residential community-based corrections treatment program.

Client utilization of treatment and services to solve personal problems, to acquire independent living skills, and to acquire vocational/educational skills should serve to prepare clients for assimilation into noncriminal society.

C. EFFORT EVALUATION: STAFF QUALIFICATIONS, DUTIES AND RESPONSIBILITIES; STAFF TO CLIENT RATIOS

Staff qualifications are presented to provide the reader with information about the professional training and experience of staff members. Combined with a description of staff duties and responsibilities, this information can be used to draw conclusions about the *probable* effectiveness of the staff in supporting program structure. Staff to client ratios are computed as indirect indicators of the quantity of treatment and services provided to clients. (Staff to client ratios approximating 1:1 are interpreted as meaning clients are receiving more one-to-one counseling and services than they would be if the staff to client ratios were lower, for example, 1 staff member for each 10 clients.) Ultimately, the success of a program in achieving goals and objectives is

dependent upon the efforts expended by both clients *and* staff. This portion of the effort evaluation provides qualitative data about the apparent ability of the staff to support program structure and, thus, to enhance program effectiveness.

1. Staff Qualifications, Duties and Responsibilities

There are 8 staff members engaged in direct service delivery at Genesis II. The titles of program staff members, their professional qualifications, and their primary duties and responsibilities at Genesis II are:

a. Project Director. The project director is the cofounder of Genesis II and came to the program with a bachelor's degree and 6 years of experience in chemical dependency counseling/staff supervision within the criminal justice field. The project director is responsible for the overall direction of the Genesis II program and staff, and serves as a liaison with community corrections agencies and officials. The director initiates and maintains communication with funding agents and sponsoring agents--responding to directives from them regarding conditions for funding expenditures, and program evaluation. The director supervises program staff and serves as a member of the Genesis II Advisory Board.

b. Program Coordinator. The Genesis II program coordinator has a dual master's degree in rehabilitation counseling and vocational education. As program coordinator, this staff member plans and coordinates the daily curriculum of core courses offered at Genesis II. The program coordinator teaches courses in career development, assertiveness training, and a variety of other subjects. In addition, the

program coordinator provides vocational consultation to Genesis II staff and one-to-one vocational counseling to Genesis II clients. The program coordinator oversees the formulation of career development plans for all Genesis II clients. Finally, the program coordinator supervises and assists the visiting instructors who teach core courses.

c. Senior Counselor. The senior counselor at Genesis II holds a bachelor's degree in criminal justice studies. A cofounder of Genesis II, the senior counselor maintains primary supervisory responsibility for the counseling staff. The senior counselor coordinates all referral and outreach activities in addition to maintaining a full caseload of 18-20 clients. Beyond identifying areas of service delivery that should be added to or modified within the Genesis II program, the senior counselor teaches core courses such as communication skills.

d. Counselor/Case Manager. The counselor/case manager at Genesis II is a former parole officer who is currently pursuing a master's degree in social work. This staff member diagnoses and evaluates: 1) client needs for treatment (e.g., individual counseling) and 2) skills needed by clients to assist them to function in noncriminal society. The counselor/case manager establishes and executes individual service delivery plans for 18-20 clients. As a case manager, this person maintains traditional case management duties for clients (e.g., coordination of client acquisition of required treatment and services), and assists in the identification and development of services needed by Genesis II clients. Finally, the counselor/case manager coleads Phase IV of the Genesis II program, the client follow-up phase.

e. Counselor. The other individual who is a counselor at

Genesis II is an ex-offender who joined the program after 7 years as a chemical dependency counselor with Catholic Charities and the Multi Resource Centers. This counselor is responsible for group counseling, advocacy, outreach, and other support services for a maximum caseload of 20 clients.

f. Parent/Child Development Coordinator. The parent/child development coordinator has a bachelor's degree in elementary education and taught for 5 1/2 years. This person also was the director of a nursery school for 2 1/2 years, and is a certified Early Childhood Specialist. At Genesis II, the parent/child development coordinator is responsible for all parent/family counseling and for teaching all classes in parent/child development.¹

g. Adult Education Program Instructor. The adult education program instructor teaches classes in mathematics, English, science, and the social sciences, all of which are geared to basic GED preparation. In addition, the instructor assists Genesis II clients in preparing for the written portion of the Minnesota driver's license examination.²

h. Vocational Counselor. The staff person assigned part time to Genesis II from the Minnesota Department of Vocational Rehabilitation is actually a senior rehabilitation counselor with 4 years experience. The vocational counselor, i.e., senior rehabilitation counselor, functions

¹The parent/child development coordinator is supported through grants awarded to Genesis II by private service/philanthropic organizations.

²The Minnesota Department of Education supports the adult education program instructor.

as a liaison between Genesis II and the DVR by conducting vocational assessment and evaluation to identify DVR-eligible clients. The vocational counselor, in a volunteer role, is responsible for vocational counseling, coordinates the derivation of career development plans, and participates in a career-planning group with clients.

2. Staff to Client Ratios

Currently, the overall staff to client ratio at Genesis II is 8:34 or 1:4.¹

Individual counseling sessions involve a 1:1 staff to client ratio. For group counseling sessions, the number of clients comprising a group varies--usually 12 to 14 clients attend. The number of counselors present ranges from 2 to 4, so staff to client ratios for group counseling sessions range from 1:7 to 1:3.

For courses which are taught in traditional classroom settings there is 1 counselor and 1 instructor (who may be a staff member, volunteer, or consultant) to a range of 3 to 18 clients. The staff to client ratios for classroom courses range from 1:9 to 2:3.

3. Staff Responsibilities and Duties; Staff Qualifications; Staff to Client Ratios: Summary and Conclusions

Genesis II program staff engage in individual and group counseling activities. (The therapeutic orientation is eclectic.) The staff perform traditional case management duties. They identify client needs not met by the current Genesis II program structure. Ongoing effort is expended by program staff in the attempt to modify the program to meet

¹As of June 30, 1978.

the needs and changing needs of the female probationer. In addition, some members of the line staff engage in advocacy and outreach activities. Staff do teach core courses; however, a majority of the courses are taught by consultants or professional and lay volunteers from the metro area. The Genesis II staff engage in activities designed to support program structure and implement modifications in program structure required to meet client needs. The Genesis II staff appear to be professionally qualified to carry out these duties and responsibilities.

The staff to client ratios for individual and group counseling sessions are within appropriate clinical ranges. The staff to client ratios in classroom settings are generally higher (i.e., closer to 1:1) than correspondent ratios in public schools, vocational schools, or colleges.¹ The clinical staff to client ratios for Genesis II are higher than those in the general population;² they are higher than those in traditional corrections programs;³ and, finally, the ratios are somewhat lower than (i.e., there are a greater number of clients to each staff member) or equal to corresponding ratios in community-based corrections treatment programs.⁴

¹Bob Rustad, Director of Policy Planning and Research, Minnesota Higher Education Board, telephone interview held September, 1978.

Minnesota Department of Education, *Update Special Report*, Summer, 1977.

²Gary D. Gottfredson and Sharon E. Dyer, "Health Service Providers in Psychology," *American Psychologist* 33 (April, 1978), pp. 314-338.

³Glick and Neto, *National Study of Women's Correctional Programs*, p. 56.

⁴Governor's Commission on Crime Prevention and Control, *Residential Community Corrections Programs, A Preliminary Evaluation*, Chapter 7.

CHAPTER VI

EFFORT EVALUATION: CLIENT POPULATION

A. DEMOGRAPHIC AND SOCIOECONOMIC CHARACTERISTICS

Eighty-one clients have enrolled in Genesis II since the program went into start-up on July 1, 1976.¹ The following is a description of the demographic and socioeconomic characteristics of those clients.

1. County of Residence

Table 2 indicates that 80.2 percent of the Genesis II clients were residents of Hennepin County, the sponsoring unit of government for Genesis II, at program intake. About 10 percent of the clients resided in Ramsey County at intake and were admitted to Genesis II through a purchase of service agreement with Ramsey County Community Corrections. The remaining 10 percent of the Genesis II clients were from various other counties in the state, but were admitted into Genesis II since they were processed through Hennepin County District Court.

¹This figure represents the total number of clients enrolled, according to Crime Control Planning Board records, through June 30, 1978.

| TABLE 2 GENESIS II CLIENTS: COUNTY OF RESIDENCE AT INTAKE | | |
|---|----------------------|---------------------------|
| COUNTY | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
| Anoka | 1 | 1.2% |
| Hennepin | 65 | 80.2 |
| ● Ramsey | 8 | 9.9 |
| Scott | 1 | 1.2 |
| Washington | 1 | 1.2 |
| Other | 5 | 6.0 |
| TOTAL: | 81 | 100.0% ^a |
| ● Purchase of service contract maintained by Genesis II with Ramsey County Community Corrections. | | |
| ^a Percent has been rounded to nearest whole number. | | |

2. Ethnic Background

Table 3 shows the distribution by ethnic background of Genesis II clients: 49 (60.5 percent) of the clients were white; 23 were black (28.4 percent); 6 were American Indian (7.4 percent); and 2 were Chicano (2.5 percent). A majority of Genesis II clients were white; however, the proportions of black, Indian, and Chicano clients were slightly greater than the proportions of these minority ethnic groups in the population of female offenders supervised by the Hennepin County Department of Court Services, District Court Division.¹ Genesis II treatment and services have been made accessible to an equitable proportion of minority female offenders who have been placed on supervised probation by the Hennepin County District Court.

¹Hennepin County (Minnesota), Department of Court Services, District Court Division, Department of Research and Statistics, Mimeographed (Minneapolis: Department of Court Services, 1977).

| TABLE 3 GENESIS II CLIENTS: ETHNIC BACKGROUND | | |
|---|----------------------|------------------------------|
| ETHNIC BACK- GROUND | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
| White | 49 | 60.5% |
| Black | 23 | 28.4 |
| Native American | 6 | 7.4 |
| Chicano | 2 | 2.5 |
| Other | 1 | 1.2 |
| TOTAL: | 81 | 100.0% |

3. Age

The average age of a Genesis II client was 24.8 years, although the modal (i.e., most commonly observed) age was 20 years. The age range of Genesis II clients was 18 to 48 years (Table 4). Eighty-nine percent of the Genesis II clients were 30 years of age or younger.

| TABLE 4 GENESIS II CLIENTS: AGE AT INTAKE | | |
|---|----------------------|------------------------------|
| AGE (In Years) | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
| 18 | 4 | 4.9% |
| 19 | 4 | 4.9 |
| 20 ^a | 10 | 12.3 |
| 21 | 7 | 8.6 |
| 22 | 7 | 8.6 |
| 23 | 7 | 8.6 |
| 24 ^b | 9 | 11.1 |
| 25 | 7 | 8.6 |
| 26 | 3 | 3.7 |
| 27-30 | 14 | 17.3 |
| 31-48 | 9 | 11.0 |
| TOTAL: | 81 | 100.0% ^c |

^a Modal age.

^b Mean Age: 24.8 years.

^c Percent has been rounded to nearest whole number.

4. Marital Status

Fourteen Genesis II clients (17.3 percent) were married. Sixty-seven clients (82.7 percent) were not married at point of intake into the program. Slightly more than one half of the Genesis II clients (51.9 percent) had never married (Table 5). Of those who had been married, 29.6 percent were divorced or separated; one client (1.2 percent) was widowed.

| TABLE 5 GENESIS II CLIENTS: MARITAL STATUS AT INTAKE | | |
|--|----------------------|------------------------------|
| MARITAL STATUS | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
| Never Married | 42 | 51.9% |
| Divorced or Separated | 24 | 29.6 |
| Widowed | 1 | 1.2 |
| Married | 14 | 17.3 |
| TOTAL: | 81 | 100.0% |

5. Living Situation

Table 6 shows that, at intake, most Genesis II clients lived by themselves (35.8 percent); with a spouse or partner (18.5 percent); with friends or relatives (12.3 percent); or with their parents (12.3 percent). Six clients (7.4 percent) were incarcerated at intake, but entered the program through work/study release programs.

TABLE 6
GENESIS II CLIENTS: LIVING SITUATION
AT INTAKE

| LIVING SITUATION | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
|-----------------------------------|----------------------|------------------------------|
| Parents | 10 | 12.3% |
| Spouse/Partner | 15 | 18.5 |
| Friends/Relatives | 10 | 12.3 |
| Self | 29 | 35.8 |
| State Correctional Institution | 1 | 1.2 |
| Jail/Workhouse | 5 | 6.2 |
| Other | 10 | 12.3 |
| Missing Data | 1 | 1.2 |
| TOTAL: | 81 | 100.0% ^a |

^aPercent has been rounded to nearest whole number.

6. Academic Background

Approximately 51 percent of the Genesis II clients had completed high school at point of intake into the program. Table 7 illustrates the distribution of highest academic grades completed, and shows that 48 percent of all clients had less than 12 years of education. Ninety percent of the Genesis II clients had not attended college. Overall, the mean academic level completed by Genesis II clients was the 11th grade.

TABLE 7
GENESIS II CLIENTS: HIGHEST ACADEMIC GRADE
COMPLETED AT INTAKE

| GRADE | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
|--------------------------|----------------------|------------------------------|
| 9th or Less | 9 | 11.0% |
| 10th | 13 | 16.0 |
| 11th ^a | 17 | 21.0 |
| 12th or GED ^b | 34 | 42.0 |
| One Year of College | 6 | 7.4 |
| Two Years of College | 1 | 1.2 |
| Missing Data | 1 | 1.2 |
| TOTAL: | 81 | 100.0% ^c |

^aMean academic grade completed.

^bModal academic grade completed.

^cPercent has been rounded to nearest whole number.

7. Vocational Training

Approximately 68 percent of the Genesis II clients had not secured any kind of vocational training by the time they enrolled in the program. Thirty percent of the clients had attended vocational classes; however, only 12 clients (14.8 percent) had earned a certificate or degree (Table 8). Clients had obtained vocational training in the secretarial/clerical field, as well as in keypunch operation; retail sales; computer data entry/programming; modeling; food preparation; and medical support services.

| TABLE 8 GENESIS II CLIENTS: EXTENT OF VOCATIONAL TRAINING AT INTAKE | | |
|--|------------------------------|---------------------------------------|
| <u>EXTENT OF VOCATIONAL TRAINING^a</u> | <u>NUMBER OF CLIENTS</u> | <u>PERCENT OF ALL CLIENTS</u> |
| Earned Certificate or Degree | 12 | 14.8% |
| Attended Classes--No Certificate or Degree | 13 | 16.0 |
| No Vocational Training | 55 | 67.9 |
| Missing Data | 1 | 1.2 |
| TOTAL: | 81 | 100.0% ^b |
| ^a The types of vocational training which had been secured by Genesis II clients included: secretarial/clerical; key punch; retail sales; computer data entry/programming; modeling; food preparation; and medical support services. | | |
| ^b Percent has been rounded to nearest whole number. | | |

8. Employment Status/Primary Source of Financial Support

In excess of one half of the women (54.3 percent) accepted as Genesis II clients were unemployed at program intake. Table 9 indicates that, although 16 of the clients were employed at least on an irregular basis, only 13.6 percent of these clients (11 clients) were employed on

a full-time basis. One-fourth of the 81 clients listed their employment status at intake as student or homemaker.

| TABLE 9 | | |
|---|----------------------|------------------------------|
| GENESIS II CLIENTS: EMPLOYMENT STATUS AT INTAKE | | |
| EMPLOYMENT STATUS ^{a,b} | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
| Full Time | 11 | 13.6% |
| Part Time | 3 | 3.7 |
| Irregular | 2 | 2.5 |
| Unemployed | 44 | 54.3 |
| Homemaker/Student | 21 | 25.9 |
| TOTAL: | 81 | 100.0% |
| ^a The mean hourly wage earned by Genesis II clients at intake was \$2.97. | | |
| ^b A majority of clients were un- skilled workers (e.g., waitress), or semiskilled workers (e.g., nurse's aide). | | |

Examination of Table 10 reveals that approximately 57 percent (46/81) of the Genesis II clients were dependent on some form of public money at program intake. Approximately 20 percent of the clients were self-supporting, although some of these clients actually had no source of income. About 21 percent of the clients were supported by other private sources such as spouse, partner, friend, or relative.

There was no consistent relationship between employment status and primary source of financial support at intake. For example, some Genesis II clients who listed their occupation as "homemaker" were supported by private sources (e.g., spouse/partner, friends/relatives, parents). Others who called themselves "homemakers" were receiving some form of public assistance (e.g., general assistance).

| TABLE 10 | | |
|--|----------------------|---------------------------|
| GENESIS II CLIENTS: PRIMARY SOURCE OF FINANCIAL SUPPORT AT INTAKE | | |
| SOURCE OF FINANCIAL SUPPORT | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
| ● Self ^a | 16 | 19.7% |
| ● Spouse/Partner | 9 | 11.1 |
| ● Parents | 5 | 6.2 |
| ● Friends/Relatives | 3 | 3.7 |
| △ Governmental Assistance ^b | 35 | 43.2 |
| △ Insurance ^c | 5 | 6.2 |
| △ Correctional Institution ^d | 6 | 7.4 |
| Missing Data | 2 | 2.4 |
| TOTAL: | 81 | 100.0% ^e |
| ● Private source of financial support. | | |
| △ Public source of financial support. | | |
| ^a Includes clients with no source of income. | | |
| ^b Includes public welfare and Social Security benefits. | | |
| ^c Includes survivor's benefits. | | |
| ^d Includes federal, state, and local correctional institutions. | | |
| ^e Percent has been rounded to nearest whole number | | |

What can be said at this point is that a *maximum* of 20 percent of the Genesis II clientele were self-supporting at program intake. Fifty-nine percent of the clients were dependent upon public monies. Of the 17 remaining clients, those supported by other private sources,¹ approximately 48 percent (8/17) should, presumably, be self-supporting. *Sixty-eight percent* (54/79) of the Genesis II clients were dependent upon public monies or were not self-supporting.

9. Number of Persons Supported

Although approximately 36 percent of the Genesis II clients supported only themselves at intake, a majority of clients (63 percent)

¹ Clients supported by parents, friends, relatives, or spouses.

supported at least 1 other person--almost exclusively, dependent children. About one-half of the Genesis II clients supported 1 or 2 children. Table 11 shows the distribution of numbers of persons supported by clients.

| TABLE 11 GENESIS II CLIENTS: NUMBER OF PERSONS SUPPORTED AT INTAKE | | |
|--|----------------------|------------------------------|
| NUMBER OF PERSONS SUPPORTED BY CLIENT | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
| Self (Client) | 29 | 35.8% |
| 1 Other Person | 27 | 33.3 |
| 2 Other Persons | 15 | 18.5 |
| 3 Other Persons | 3 | 3.7 |
| 4 Other Persons | 5 | 6.2 |
| 5 Other Persons | 1 | 1.2 |
| Missing Data | 1 | 1.2 |
| TOTAL: | 81 | 100.0% ^a |
| ^a Percent has been rounded to nearest whole number. | | |

10. Immediate Needs

A minimum of 48 percent of all clients have been appraised by staff as *immediately requiring*: prevocational evaluation; vocational counseling; job seeking skills (e.g., how to complete job application forms); job placement; and job retention skills (for example, training oneself to be punctual) (Table 12).¹ Immediate needs for vocational counseling, job placement, job seeking skills and job retention skills align with the facts that: 1) a majority of Genesis II clients were unemployed at intake, and 2) that a majority were dependent upon public money or were not self-supporting.

¹ Needs assessment profiles were derived for clients by the Genesis II counseling staff during the Screening and Intake phase of the program.

| TABLE 12 | | |
|---|----------------------|------------------------------|
| GENESIS II CLIENTS: IMMEDIATE NEEDS AT INTAKE ^a | | |
| IMMEDIATE NEED | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
| Prevocational Evaluation | 53 | 65.4% |
| Home Management Training | 49 | 60.5 |
| Vocational Counseling | 50 | 61.7 |
| Job Seeking Skills | 50 | 61.7 |
| Job Placement | 39 | 48.1 |
| Job Retention Skills | 39 | 48.1 |
| Financial Counseling/Money Management Skills | 58 | 71.6 |
| Family Management Skills | 48 | 59.3 |
| Child Care Skills | 38 | 46.9 |
| Consumer Skills and Infor- mation | 48 | 59.3 |
| Ability to Utilize Commu- nity Resources | 58 | 71.6 |
| Use of Recreation Time | 55 | 67.9 |
| Hobbies and Crafts | 38 | 46.9 |
| Friendship Development | 67 | 82.7 |
| ^a Needs assessment profiles were derived for clients by the Genesis II staff during Phase I, the Screening and In- take phase of the program. | | |

As heads of households, a majority of clients were also assessed to need skills related to finances/money management; family management; home management; and parenting. As consumers, clients were thought to require consumer skills and information. Clients also needed to acquire the ability to utilize community resources such as community action agencies.

As far as use of leisure time is concerned, 46.9 percent of the Genesis II clients, at intake, did not know how to use recreation time. Consequently, staff thought that clients needed to develop craft skills and adopt hobbies.

Finally, 4 out of 5 Genesis II clients apparently experienced difficulty in making and keeping friends. The immediate need which 80

percent of the Genesis II clients exhibited at intake was the need for friendship development.

To summarize, a majority of Genesis II clients were assessed at intake as needing a host of vocational, familial, financial, managerial, personal, and recreational skills and/or training.

B. CORRECTIONAL HISTORIES

The correctional histories of Genesis II clients are divided into juvenile correctional histories; adult correctional histories; offenses for latest conviction; and legal status at program intake.

1. Juvenile Correctional Histories

As shown in Table 13, a majority (63 percent) of Genesis II clients were not adjudicated when they were juveniles. Of the clients who had had contact with the juvenile justice system, 23 (28.4 percent of all clients) were adjudicated delinquent for status offenses.¹ (It was not possible to compute the proportion of status offenders who were adjudicated delinquent on dependency/neglect petitions.) Nine clients (11.1 percent of all clients) were adjudicated delinquent for nonstatus offenses.² The mean age at first juvenile adjudication was 14.2 years, with an age range of 8 to 18 years.

To conclude, a majority of Genesis II clients were not adjudicated before they were 18 years of age. Of the 32 clients who had been adjudicated delinquent, 23 (72 percent) were adjudicated for status offenses

¹ A status offense is an act that is an offense only because of a juvenile's status as a minor, e.g., truancy.

² A nonstatus offense is an illegal act, regardless of the offender's age, e.g., auto theft.

(e.g., truancy). The mean age of clients who were adjudicated delinquent was 14.2 years. As a whole, the Genesis II clientele does not have a history of involvement with the juvenile justice system.

Over one-third of the Genesis II clients (37 percent) were placed out of home when they were juveniles. If it is assumed that *all* clients adjudicated for nonstatus offenses were placed in a group home, foster home, or in a correctional facility, Table 13 still shows that an *additional 25.9 percent* of *all* Genesis II clients were removed from their homes as juveniles. Whether this figure indicates that Genesis II clients were actually involved with the juvenile justice system for offenses which were dealt with informally through placement in group homes or foster homes by probation officers or by welfare department case workers is unknown. Neither is it known what percentage of Genesis II clients were taken out of their homes because of abuse, neglect, dissolution of the family unit, or for any other reason. What is known is that *1 of every 3* Genesis II clients were removed from their homes (for unknown periods of time) when they were juveniles.

TABLE 13
GENESIS II CLIENTS: JUVENILE CORRECTIONAL HISTORY

| VARIABLE | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
|---|----------------------|------------------------------|
| <u>1. AGE FIRST ADJUDICATED DELINQUENT</u> | | |
| Never Adjudicated | 51 | 63.0% |
| Under 10 Years of Age | 1 | 1.2 |
| 10-13 Years of Age | 9 | 11.1 |
| 14-16 Years of Age | 15 | 18.5 |
| 17-18 Years of Age | 2 | 2.4 |
| Missing Data | 3 | 3.6 |
| TOTAL: | 81 | 100.0% ^a |
| Mean Age, First Adjudication: | 14.2 years | |
| Median Age, First Adjudication: | 15 years | |
| Modal Age, First Adjudication: | 15 years | |
| Age Range, First Adjudication: | 8-18 years | |
| <u>2. NUMBER OF CLIENTS ADJUDICATED DELINQUENT, STATUS OFFENSE^b</u> | 23 | 28.4% |
| <u>3. NUMBER OF CLIENTS ADJUDICATED DELINQUENT, NONSTATUS OFFENSE^c</u> | 9 | 11.1% |
| <u>4. TYPE OF OUT-OF-HOME PLACEMENT</u> | | |
| Total Out-of-Home Placement | | 37.0% |
| Foster Home | 13 | |
| Group Home | 14 | |
| County Home School | 7 | |
| State Correctional Institution | 7 | |
| Other Placement | 5 | |
| No Placement | 51 | 63.0% |

^aPercent has been rounded to nearest whole number.

^bA status offense is an act that is an offense only because of a juvenile's status as a minor, e.g., truancy.

^cA nonstatus offense is an act that is illegal regardless of the offender's age, e.g., auto theft.

2. Adult Correctional Histories

Table 14 summarizes the adult correctional histories of Genesis II clients, and includes data on: 1) client age at first adult conviction; 2) total number of misdemeanor or gross misdemeanor convictions; 3) total number of felony convictions; 4) total number of offenses for present conviction; 5) total number of months served in jails or workhouses; and 6) total number of months served in adult state or federal institutions.

a. Age at First Adult Conviction. The average Genesis II client was 22.5 years of age when she was convicted of her first offense. The age range for first adult conviction was 18 to 48 years.

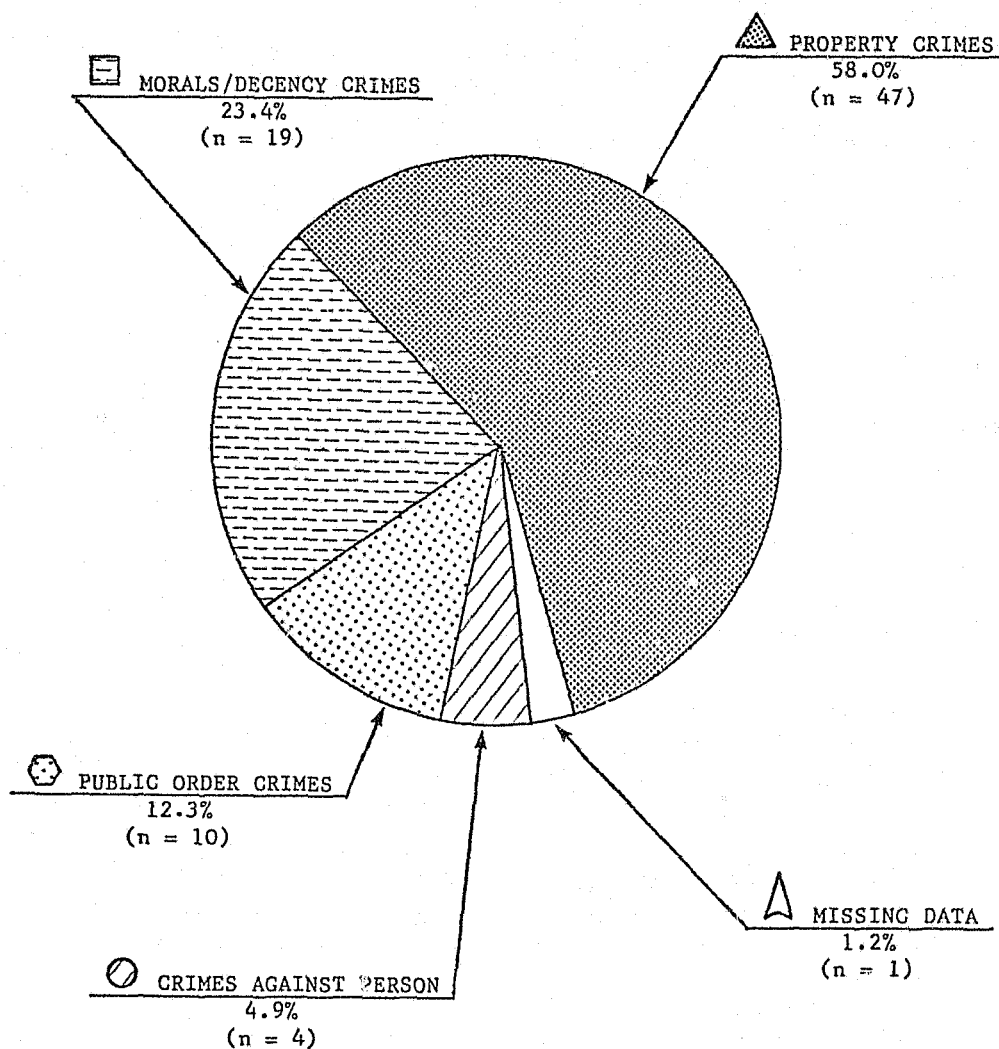
b. Mean Numbers of Misdemeanor or Felony Convictions; Mean Number of Convictions for Current Offenses. Table 14 shows that the mean number of misdemeanor or gross misdemeanor convictions (1.1 convictions) and the mean number of felony convictions (1.1 convictions) were approximately equal to the mean number of offenses for the most recent conviction (1.2 offenses). The modal numbers of misdemeanor or gross misdemeanor convictions and of felony convictions were 0 convictions and 1.0 convictions, respectively. Further, 56.8 percent of the Genesis II clients had been convicted of misdemeanors or gross misdemeanors. Of the 81 Genesis II clients, 75.3 percent had been convicted of felonies. These data mean that the average Genesis II client was a first-time offender who was more likely to have been convicted of a felony than a misdemeanor or gross misdemeanor.

c. Types of Offenses Committed. The types of crimes committed by Genesis II clients are pictorially represented in Figure 1.

TABLE 14
GENESIS II CLIENTS: ADULT CORRECTIONAL HISTORY

| <u>VARIABLE</u> | <u>MEAN</u> | <u>MEDIAN</u> | <u>MODE</u> | <u>RANGE</u> |
|--|-----------------|----------------|-----------------|------------------|
| 1. <u>AGE AT FIRST ADULT CONVICTION</u> | 22.5 years | 21.0 years | 18.0 years | 18-48 years |
| 2. <u>TOTAL NUMBER OF MISDEMEANOR OR GROSS MISDEMEANOR CONVICTIONS</u> | 1.1 convictions | .7 convictions | -0- convictions | 0- 7 convictions |
| 3. <u>TOTAL NUMBER OF FELONY CONVICTIONS</u> | 1.1 convictions | .9 convictions | 1.0 convictions | 0-10 convictions |
| 4. <u>TOTAL NUMBER OF OFFENSES FOR PRESENT CONVICTION</u> | 1.2 offenses | 1.1 offenses | 1.0 offenses | 1- 3 offenses |
| 5. <u>TOTAL NUMBER OF MONTHS SERVED IN JAIL OR WORKHOUSE</u> | 2.1 months | .4 months | -0- months | 0-20 months |
| 6. <u>TOTAL NUMBER OF MONTHS SERVED IN ADULT STATE OR FEDERAL INSTITUTIONS</u> | .8 months | .1 months | -0- months | 0-16 months |

FIGURE 1
PROPORTIONAL REPRESENTATION OF TYPES OF CRIMES COMMITTED
BY GENESIS II CLIENTS
(n = 81)








A majority of the crimes committed (58.0 percent) by Genesis II clients were property crimes, most notably petty theft and forgery (Table 15 and Figure 1). Less than 5 percent of the crimes committed by Genesis II clients were crimes against person. Of all crimes committed, 23.4 percent were morals/decency crimes--drug-related crimes or "victimless" crimes such as prostitution. A variety of public order crimes were committed (12.3 percent of all crimes)--among the most prominent of which were weapons crimes. A total of 17.1 percent of the crimes committed were crimes against person or public order crimes. Approximately 83 percent of the Genesis II clientele appear to pose little or no threat to public order or to public safety.

d. Incarceration Time. The average number of months served by Genesis II clients in jails or workhouses was 2.1 months, while the average number of months served in adult state or federal institutions was .8 months; however, the modal number of months served in any kind of correctional facility was 0 months. *What is the conclusion?* On average, a Genesis II client has served no incarceration time.

e. Legal Status at Intake. The legal status of Genesis II clients is summarized in Table 16. This table shows that 54.3 percent of the clients were on probation at intake. Interestingly, about one-third (33.4 percent) of the clients were awaiting adjudication or awaiting sentencing at the time they were admitted into the program. Typically, these clients were: 1) offenders who had entered a guilty plea to an offense charged, but who had not yet been sentenced; or 2) offenders who were on probation but were (concurrently) being adjudicated for a new offense. Admission into Genesis II served as a factor which

TABLE 15
GENESIS II CLIENTS: PRIMARY OFFENSE
FOR PRESENT CONVICTION

| TYPE OF CRIME/ OFFENSE | NUMBER OF CLIENTS | PERCENT OF ALL CLIENTS |
|--|----------------------|---------------------------|
|  CRIMES AGAINST PERSON: | | |
| Second Degree Manslaughter | 1 | 1.2% |
| Aggravated Assault | 2 | 2.5 |
| Robbery (unspecified) | 1 | 1.2 |
|  PROPERTY CRIMES: | | |
| Burglary | 1 | 1.2% |
| Petty Theft | 15 | 18.5 |
| Shoplifting | 1 | 1.2 |
| Unauthorized Use of Vehicle | 2 | 2.5 |
| Forgery | 20 | 24.7 |
| Fraud | 1 | 1.2 |
| Swindle | 1 | 1.2 |
| Insufficient Funds/No Account | | |
| Checks | 3 | 3.7 |
| Stolen Property (unspecified) | 2 | 2.5 |
| Sale of Stolen Property | 1 | 1.2 |
|  MORALS/DECENCY CRIMES:^a | | |
| Dangerous Drugs (unspecified) | 6 | 7.4% |
| Selling Hallucinogen | 1 | 1.2 |
| Selling Heroin | 1 | 1.2 |
| Possessing Heroin | 2 | 2.5 |
| Possessing Narcotic Equipment | 1 | 1.2 |
| Possessing Marijuana | 1 | 1.2 |
| Manufacturing Amphetamine | 1 | 1.2 |
| Prostitution | 6 | 7.4 |
|  PUBLIC ORDER CRIMES: | | |
| Harboring (escape or fugitive) | 1 | 1.2% |
| Contempt of Court | 1 | 1.2 |
| Probation Violation | 1 | 1.2 |
| Weapon Offense (unspecified) | 2 | 2.5 |
| Carrying Concealed Weapon | 1 | 1.2 |
| Possession of Weapon | 1 | 1.2 |
| Terroristic Threats | 2 | 2.5 |
| Public Order Crime (unspecified) | 1 | 1.2 |
|  MISSING DATA: | 1 | 1.2% |
| TOTAL: | 81 | 100.0% |

^aIncludes drug-related offenses.

(usually) resulted in a decision by the court to stay the sentence or to continue probation, respectively. Thus, Genesis II is serving as a treatment program for probationers and as a mechanism for ensuring that some offenders be placed on or continue probation.

| TABLE 16 | | |
|---|------------------------------|---------------------------------------|
| <u>GENESIS II CLIENTS: LEGAL STATUS AT INTAKE</u> | | |
| <u>LEGAL STATUS</u> | <u>NUMBER OF CLIENTS</u> | <u>PERCENT OF ALL CLIENTS</u> |
| Awaiting Adjudication | 11 | 13.6% |
| Awaiting Sentencing | 16 | 19.8 |
| Probation | 44 | 54.3 |
| Work Release | 3 | 3.7 |
| Parole | 5 | 6.2 |
| Other | 2 | 2.4 |
| TOTAL: | 81 | 100.0% |

C. THE GENESIS II CLIENT POPULATION COMPARED WITH THE POPULATION OF FEMALE OFFENDERS REFERRED TO THE HENNEPIN COUNTY DEPARTMENT OF COURT SERVICES, DISTRICT COURT DIVISION, IN 1977

Table 17 has been prepared as a means to compare demographic and socioeconomic variables and the correctional histories of the population of female offenders referred to the Hennepin County Department of Court Services, District Court Division, in 1977,¹ and the Genesis II client population. This type of comparison is relevant because the Genesis II client population is drawn from the population of female offenders processed through Hennepin County District Court.² Consequently, if the two populations are similar on a number of dimensions, then it ultimately will be possible to assess the potential effectiveness of

¹1977 is the latest year for which complete data are available.

²Because data about all females processed through District Court are not available, the data on female offenders referred to Court Services are used as proxy data for the former group.

nonresidential community-based corrections treatment programs structured like Genesis II for other female offenders processed through District Court.

Genesis II clients and female offenders referred to the Hennepin County Department of Court Services, District Court Division, in 1977 are quite similar on the following dimensions: 1) age; 2) ethnic background; 3) marital status; 4) highest academic grade completed; 5) occupational class; 6) total number of prior convictions; and 7) types of crime committed for most recent conviction.

There are, however, a number of salient variables for which data about female offenders referred to the Department of Court Services are not available. Most prominent among these are employment status, source of financial support, vocational training, juvenile correctional history, and history of chemical dependency. Consequently, it is not possible to conclude that the Genesis II client population is representative of the population of female offenders processed through District Court or referred to the Hennepin County Department of Court Services, District Court Division. Of course, statements about the representativeness of a subset (Genesis II clients) of the offender population could not be made unequivocally because Genesis II clients were not randomly drawn from the population of female offenders processed through the Hennepin County District Court. But, even an *ad hoc* statement about probable representativeness does not appear justified, given the limitations imposed by an incomplete data set on offenders referred to Court Services. All that can be said is that, *on the dimensions (variables) examined, Genesis II clients as a group do not substantially differ from the*

TABLE 17
 PROFILE OF GENESIS II CLIENTS AND OF FEMALE OFFENDERS REFERRED
 TO HENNEPIN COUNTY DEPARTMENT OF COURT SERVICES,
 DISTRICT COURT DIVISION, IN 1977^a

| VARIABLE OR MEASURE | HENNEPIN COUNTY | | GENESIS II | |
|---|------------------------|-------------------------|----------------------|-----------------------|
| | Number of Offenders | Percent of Offenders | Number of Clients | Percent of Clients |
| 1. <u>NUMBER OF FEMALE OFFENDERS/CLIENTS</u> | 203 | | 81 | |
| 2. <u>MEAN AGE</u> | 27 years | | 24.8 years | |
| 3. <u>MEDIAN AGE</u> | 25 years | | 24 years | |
| 4. <u>MODAL AGE</u> | 20 years | | 20 years | |
| 5. <u>AGE RANGE</u> | 18-60 years | | 18-48 years | |
| 6. <u>ETHNIC BACKGROUND</u> | | | | |
| White | 127 | 62.6% | 49 | 60.5% |
| Black | 54 | 26.6 | 23 | 28.4 |
| American Indian | 14 | 6.8 | 6 | 7.4 |
| Chicano | 1 | -0- | 2 | 2.5 |
| Other/Missing Data | 7 | 3.4 | 1 | 1.2 |
| TOTAL: | 203 | 100.0% ^b | 81 | 100.0% |
| 7. <u>MARITAL STATUS</u> | | | | |
| Single | 94 | 46.3% | 42 | 51.9% |
| Married | 34 | 16.7 | 14 | 17.3 |
| Separated | 31 | 15.2 | 24 | 29.6 |
| Divorced | 33 | 16.3 | 1 | 1.2 |
| Widowed | 5 | 2.5 | | |
| Unknown/Missing Data | 6 | 3.0 | | |
| TOTAL: | 203 | 100.0% | 81 | 100.0% |
| 8. <u>HIGHEST ACADEMIC GRADE COMPLETED</u> | | | | |
| 9th Grade or Less | 25 | 12.3% | 9 | 11.0% |
| 10th Grade | 24 | 11.8 | 13 | 16.0 |
| 11th Grade | 31 | 15.2 | 17 | 21.0 |
| 12th Grade, GED ^c | 79 | 38.9 | 34 | 42.0 |
| 1-4 Years of College | 22 | 10.8 | 7 | 8.6 |
| 5 or More Years of College | 2 | 1.0 | | |
| Other | 12 | 5.9 | | |
| Unknown/Missing Data | 8 | 3.9 | 1 | 1.2 |
| TOTAL: | 203 | 100.0% ^b | 81 | 100.0% ^b |
| 9. <u>OCCUPATION</u> | | | | |
| Professional, Semiprofessional, Managerial | 4 | 2.0% | 1 | 1.2% |
| Clerical, Sales | 17 | 8.4 | 3 | 3.7 |
| Skilled, Semiskilled | 21 | 10.3 | 7 | 8.6 |
| Unskilled | 123 | 60.6 | 3 | 3.7 |
| Other | 12 | 5.9 | 66 | 81.5 |
| Unknown/Missing Data | 26 | 12.8 | 1 | 1.2 |
| TOTAL: | 203 | 100.0% | 81 | 100.0% ^b |

10. OFFENSE FOR CURRENT CONVICTION

| | | | | |
|-----------------------------------|-----|--------|----|---------------------|
| Crime Against Person ^d | 23 | 11.3% | 4 | 4.9% |
| Property Crime ^e | 122 | 60.1 | 47 | 58.0 |
| Morals/Decency Crime ^f | 44 | 21.7 | 19 | 23.4 |
| Public Order Crime ^g | 14 | 6.9 | 10 | 12.3 |
| Unknown/Missing Data | | | 1 | 1.2 |
| TOTAL: | 203 | 100.0% | 81 | 100.0% ^b |

11. DISPOSITION

| | | | | |
|--|-----|---------------------|--------|-----------|
| Probation, Stay of Execution | 45 | 22.2% | { 44 } | { 54.3% } |
| Probation, Stay of Imposition | 82 | 40.4 | | |
| Probation with Workhouse Commitment | 47 | 23.2 | | |
| Incarcerated in Workhouse | 11 | 5.4 | { 3 } | { 3.7 } |
| Incarcerated in State or Federal Institution | 13 | 6.4 | | |
| Other | 5 | 2.5 | | |
| TOTAL: | 203 | 100.0% ^b | 34 | 42.0 |
| | | | 81 | 100.0% |

12. TOTAL NUMBER OF PRIOR CONVICTIONS

| | | | | |
|----------------------|-----|--------|----|--------|
| No Prior Conviction | 107 | 52.7% | 63 | 77.8% |
| 1 Prior Conviction | 57 | 28.1 | | |
| 2 Prior Convictions | 28 | 13.8 | | |
| 3 Prior Convictions | 11 | 5.4 | | |
| Unknown/Missing Data | | | 18 | 22.2 |
| TOTAL: | 203 | 100.0% | 81 | 100.0% |

^aData source: Hennepin County (Minnesota), Department of Court Services, District Court Division, Department of Research and Statistics, Mimeographed (Minneapolis: Department of Court Services, 1977).

^bPercent has been rounded to nearest whole number.

^cMean and modal academic grade completed.

^dIncludes assault, aggravated assault, robbery, aggravated robbery.

^eIncludes burglary, shoplifting, receiving stolen goods, fraud, swindle, insufficient funds/no account checks, forgery, unauthorized use of vehicle.

^fIncludes prostitution and all drug-related crimes.

^gIncludes harboring, contempt of court, probation violation, weapons offenses, terroristic threats, DWI.

population of female offenders referred to the Hennepin County Department of Court Services, District Court Division, in 1977. Nonetheless, because data on a number of salient variables were not available, it is not possible to assert that treatment effects observed with the Genesis II clientele would be observed in the population of female offenders processed through Hennepin County District Court if the latter population participated in nonresidential community-based corrections treatment programs structured like Genesis II.

D. CLIENT POPULATION: SUMMARY AND CONCLUSIONS

The average Genesis II client:

- resides in Hennepin County
- is white
- is 24.8 years of age
- is not married
- lives by herself or with dependent children
- has completed 3 years of high school
- has had no vocational training
- is unemployed
- is dependent upon public monies for financial support
- is responsible for 1-2 children
- requires a host of vocational, personal, familial, financial, managerial, and recreational skills and/or training
- was not involved with the juvenile justice system
- may have been removed from her family/living unit as a juvenile
- was 22.5 years of age when convicted of her first offense as an adult
- has been convicted of either 1 felony, or 1 misdemeanor or gross misdemeanor
- has been convicted of a property crime
- has served no incarceration time
- is on probation
- poses little or no threat to public order or to public safety by not being incarcerated

The profile of the Genesis II client is, on multiple dimensions, similar to that of the female offender in the United States.¹ The Genesis II client population, to date, conforms to the population of offenders for whom the program was established--the target population.

Finally, the Genesis II client population and the population of female offenders referred to Hennepin County Department of Court Services, District Court Division, in 1977, are *similar* on multiple dimensions. Since comparative data on other variables which appear to be salient are not available (e.g., data on source of financial support), it is not possible to assert that the Genesis II client population and the population of female offenders supervised by the Department of Court Services, District Court Division, are equivalent. That is, not enough evidence exists to suggest that the Genesis II client population is representative of the population of female offenders processed through District Court in Hennepin County. Hence, it is not known whether treatment effects observed for the Genesis II clientele would

¹Minnesota, Crime Control Planning Board, Evaluation Unit, *Newgate for Women: An Evaluation of a Community Corrections Program for Women Offenders*, by Mark Sadacca (St. Paul: Crime Control Planning Board, 1977), pp. 1-69.

Minnesota, Governor's Commission on Crime Prevention and Control, Evaluation Unit, "Project ELAN Data Summary," February, 1976.

Barbara Allen Babcock, "Introduction: Women and the Criminal Law," *The American Criminal Law Review* 11 (Winter 1973): pp. 291-294.

American Bar Association, Correctional Economics Center, Commission on Correctional Facilities and Services, *Community Programs for Women Offenders: Cost and Economic Considerations* (Washington, D.C.: American Bar Association, 1975), pp. 1-53.

American Bar Association, Female Offender Resource Center, *Offenders: Problems and Programs* (Washington, D.C.: American Bar Association, 1976), pp. 1-48.

be observed for female offenders processed through Hennepin County District Court who might be placed in nonresidential community-based corrections treatment programs like Genesis II.

CHAPTER VII

EFFORT EVALUATION: PROGRAM DESIGN CAPACITY; AVERAGE MONTHLY CLIENT POPULATION; NUMBER OF REFERRALS; AND REFERRAL AGENTS

Four factors affecting the number of clients served in a corrections treatment program in a given time period are: 1) program design capacity; 2) average daily or monthly population; 3) referral rates; and 4) average duration of client program participation. The first factor delimits the *total number* of clients who can be served in a fixed period of time. Average daily or monthly population is used in comparison with a given design capacity to estimate program efficiency,¹ that is, whether a program is serving the *expected* or *anticipated* number of clients. (A program is judged to be operating efficiently if it is operating at or above 90 percent of design capacity.) Average daily or monthly population is the primary index that indicates need for change (increase, decrease, no change) in client load. Referral rates are indices of program acceptance---in this case, acceptance of Genesis II by members of the corrections community. Over time, increases in referrals are interpreted as an increase in program acceptance. Of course, referral rates affect client enrollment in that clients are usually selected from referrals made to the program. Finally, average duration of client program participation is related in two ways to number of clients served in a given time period.² Given

¹Program efficiency is discussed in Chapter VIII.

²Average duration of client enrollment is discussed in Chapter XI.

information about average duration of participation plus information about the total numbers of clients served per month, it is possible to identify months when clients are likely to leave the program. Hence, program staff can use these projections to estimate the time rate increases in numbers of clients that should be admitted to the treatment program. Last, average duration of client program participation is used in economic analyses to estimate input costs and output costs and to appraise the cost-effectiveness of a treatment program.

A. PROGRAM DESIGN CAPACITY

The *design capacity* for Genesis II during its first two years of operation was 65 clients. Program design capacity has been reduced to 45 clients for the third year of operation.¹ The staff to client ratios at design capacity (the "ideal" staff to client ratios) are 8:45 or 1:6, and 8:65 or 1:8. The ideal staff to client ratios are lower than the actual staff to client ratio of 1:4.

B. AVERAGE MONTHLY CLIENT POPULATION

The average monthly client populations for the Genesis II program are presented for six-month intervals in Table 18. The average monthly client population has increased since the program went into start-up in July, 1976. During the first 6 months of program operation, the average monthly client population was 9.5 clients. For the latest period for which data were available--January through June, 1978--the average

¹Program design capacity was reduced from 65 clients to 45 clients because of a change in strategy in Genesis II programming. In the future, Genesis II will emphasize provision of counseling and services to clients *and* their family units, rather than concentrating solely on individual clients.

monthly Genesis II client population consisted of 35.5 clients, 78.9 percent of design capacity. (Of the total number of clients who have participated in Genesis II--81 clients--17 clients entered the program in 1976; 46 clients enrolled in 1977; and, through June 30, 1978, a total of 18 clients have been admitted into Genesis II.)

TABLE 18
GENESIS II: AVERAGE MONTHLY CLIENT POPULATIONS
AND PROGRAM EFFICIENCY APPRAISALS

| MONTHS, YEAR | | AVERAGE MONTHLY CLIENT POPULATION | PERCENT OF PROGRAM DESIGN CAPACITY ^a | EFFICIENCY APPRAISAL | |
|----------------|-------------------|--------------------------------------|--|-------------------------|----------------|
| | | | | I ^b | E ^c |
| July-December, | 1976 ^d | 9.5 | 14.6% | I | |
| January-June, | 1977 ^e | 27.5 | 42.3 | I | |
| July-December, | 1977 ^f | 31.7 | 48.8 | I | |
| January-June, | 1978 ^g | 35.5 | {54.6 ^h 78.9 ^h } | {I I I} | |

^a Percent of program design capacity = Average monthly client population ÷ Program design capacity; program design capacity = 65 clients.

^b I: Program is inefficient, operating at less than 90 percent of design capacity.

^c E: Program is efficient, operating at or above 90 percent of design capacity.

^d A total of 17 clients enrolled in Genesis II during July-December, 1976.

^e A total of 28 clients enrolled in Genesis II during January-June, 1977.

^f A total of 18 clients enrolled in Genesis II during July-December, 1977.

^g A total of 18 clients enrolled in Genesis II during January-June, 1978.

^h Based on the third funding year program design capacity of 45 clients.

C. NUMBER OF REFERRALS AND REFERRAL AGENTS

From July 1, 1976, through June 30, 1978, a total of 165 referrals were screened by Genesis II program staff. The 81 Genesis II clients

were taken from this pool of female offenders. Referrals have come from a variety of agents within the corrections community. Referral agents for Genesis II clients are identified in Table 19. A majority of clients (64.2 percent) were referred to Genesis II by probation or parole officers. More than three-fourths of all Genesis II clients were referred to the program by corrections officials and personnel.

| TABLE 19 GENESIS II: CLIENT REFERRAL AGENTS | | |
|--|------------------------------------|---------------------------------------|
| REFERRAL AGENT | NUMBER OF REFERRALS ADMITTED | PERCENT OF ALL CLIENTS ADMITTED |
| Genesis II Staff | 1 | 1.2% |
| Court | 3 | 3.7 |
| Defense Attorney | 4 | 4.9 |
| Client (Self-referral) | 2 | 2.5 |
| Parole/Probation Officer | 52 | 64.2 |
| Correctional Institution Staff | 3 | 3.7 |
| Other Genesis II Client | 5 | 6.2 |
| Friend | 4 | 4.9 |
| Other | 7 | 8.6 |
| TOTAL: | 81 | 100.0% ^a |
| ^a Percent has been rounded to nearest whole number. | | |

D. PROGRAM DESIGN CAPACITY; AVERAGE MONTHLY CLIENT POPULATION; NUMBER OF REFERRALS; AND REFERRAL AGENTS: SUMMARY AND CONCLUSIONS

Eighty-one clients have enrolled in Genesis II since the program went into start-up on July 1, 1976. In 1976, 17 clients enrolled in the program; 46 clients enrolled during 1977; and, through June 30, 1978, 18 clients enrolled in Genesis II. The average monthly population of Genesis II has increased over time. The average monthly client population during July-December, 1976, was 9.5 clients. During the first half of 1978, the average monthly client population was 35.5 clients.

From July 1, 1976, through June 30, 1978, 165 referrals were

screened by the Genesis II program staff. The 81 Genesis II clients were accepted from this pool. A majority of clients (64.2 percent) were referred to the program by probation or parole officers. More than three-fourths of all Genesis II clients were referred by the court, corrections officials, or court services personnel.

CHAPTER VIII

EFFORT EVALUATION: PROGRAM EFFICIENCY/ADEQUACY OF PERFORMANCE

As defined in the "Glossary of Administrative Terms in Public Health," *efficiency* is "the capacity of an . . . organization, facility, operation, . . . to produce results in proportion to the effort expended."¹ Efficiency is program output divided by program input, or, the ratio between program performance and program effort. An index that is often used to evaluate program efficiency is the ratio of the number of clients enrolled in a program (a measure of output) divided by program design capacity (a measure of input, or effort). This efficiency index is termed *percent of design capacity*. A program operating at or above 90 percent of design capacity is judged to be efficient.

A. PROGRAM EFFICIENCY

If the 65-client design capacity is utilized to compute percent of design capacity, then, as Table 18 indicates, Genesis II has been serving too few clients to be considered efficient. If the 45-client design capacity is used to compute the efficiency index, Table 18 shows Genesis II is operating at 78.9 percent of design capacity. Using the 90 percent decision rule, it is still not possible to label Genesis II as operating efficiently. In an average month, Genesis II should serve 40-41 clients, approximately 5 more clients than it served in the

¹"Glossary of Administrative Terms in Public Health," *American Journal of Public Health* 50 (February, 1960), pp. 225-226.

January-June, 1978, time period.

B. ADEQUACY OF PERFORMANCE

Suchman defines adequacy of performance as the "degree to which effective performance is adequate to the total amount of need."¹ Since Genesis II provides treatment and services to female probationers in Hennepin County, one measure of adequacy of performance is the ratio of number of clients served by Genesis II in a given time period to number of female offenders processed through Hennepin County District Court and placed on probation during the same time period. (This assumes that all female probationers require the rehabilitative or habilitative treatment and services provided by Genesis II.)

During 1976, 282 female offenders were processed through Hennepin County District Court, of which, 115 were placed on probation. In the same year, 128 female offenders were referred to the Hennepin County Department of Court Services, District Court Division; an estimated 110 of these female offenders were on probation. Genesis II enrolled 17 clients in 1976. In 1977, 364 female offenders were processed through District Court, and 203 female offenders were supervised by the District Court Division of the Department of Court Services. Of these female offenders an estimated 149 offenders and 174 offenders were placed on probation, respectively. Finally, in 1977, Genesis II enrolled 46 clients.

Four measures of adequacy of performance for Genesis II can be calculated with these data, all of which are summarized in Table 20. Two

¹Edward A. Suchman, *Evaluative Research, Principles and Practice in Public Service and Social Action Programs* (New York: Russell Sage Foundation, 1967), p. 63.

measures of adequacy of performance (.15 and .31) are indices of the adequacy of treatment and services provided by Genesis II relative to the (assumed) total need of female probationers within the jurisdiction of the Hennepin County District Court in 1976 and 1977. The other two measures of adequacy of performance (.15 and .26) reflect the degree to which Genesis II met the (assumed) needs of female probationers under the supervision of the Hennepin County Department of Court Services, District Court Division, in 1976 and in 1977. Overall, Genesis II has been providing treatment and services to a minimum of 1.5 of every 10 female probationers or to a maximum of 3 of every 10 female probationers processed and/or supervised through the Hennepin County District Court system. That is, Genesis II has been providing 15 percent-30 percent of the service needs of female probationers processed by the Hennepin County District Court or supervised by the Hennepin County Department of Court Services, District Court Division.

G. PROGRAM EFFICIENCY/ADEQUACY OF PERFORMANCE - SUMMARY AND CONCLUSIONS

With an average monthly client population of 35.5 clients (as of June 30, 1978) and a program design capacity of 45 clients, Genesis II is operating at 78.9 percent of design capacity. Using the efficiency rule that says that a treatment program should operate at or above 90 percent of design capacity, Genesis II cannot be appraised as efficient. In an average month, the program should serve 40-41 clients--approximately 5 more clients per month than it served during the first 6 months of 1978.

TABLE 20
ADEQUACY OF PERFORMANCE INDICES FOR GENESIS II^a

| YEAR | NUMBER OF CLIENTS IN GENESIS II | NUMBER PROCESSED THROUGH DISTRICT COURT ^b | NUMBER PLACED ON PROBATION ^c | ADEQUACY OF PER- FORMANCE INDEX | NUMBER SUPERVISED BY COURT SERVICES ^d | NUMBER ON PROBATION ^e | ADEQUACY OF PERFOR- MANCE INDEX |
|------|------------------------------------|---|--|------------------------------------|---|-------------------------------------|------------------------------------|
| 1976 | 17 | 282 | 115 | .15 | 128 | 110 ^f | .15 |
| 1977 | 46 | 364 | 149 ^g | .31 | 203 | 174 | .26 |

^a Adequacy of performance = Number of clients served by Genesis II ÷ Number of female offenders processed through Hennepin County District Court who were placed on probation (or, Number of female probationers supervised by Hennepin County Department of Court Services, District Court Division). (See Edward A. Suchman, *Evaluative Research, Principles and Practice in Public Service and Social Action Programs* [New York: Russell Sage Foundation, 1967], p. 63.)

^b Hennepin County (Minnesota), District Court Administration, Criminal Assignment, "1976 Hennepin County District Court Statistics." Minneapolis, 1976. (Mimeographed.)

^c Number of female offenders placed on supervised or unsupervised probation by the Hennepin County District Court.

^d Hennepin County (Minnesota), Department of Court Services,

District Court Division, Department of Research and Statistics, Summary descriptive statistics for female offenders referred to Court Services, District Court Division, in 1977. (Mimeographed.)

^e Number of female probationers supervised by the Hennepin County Department of Court Services, District Court Division.

^f A proportional estimate of 110 probationers in 1976 is based on the number of female probationers supervised by Hennepin County Department of Court Services, District Court Division in 1977; 174:203::X:128, X = 110.

^g A proportional estimate of 149 probationers in 1977 is based on the number of female offenders placed on probation by the Hennepin County District Court in 1976; X:364::115:282, X = 149.

Using the most recent data available, it is estimated that, in 1977, Genesis II provided rehabilitative treatment and services to a minimum of 1.5 of every 10 and a maximum of 3 out of every 10 female probationers processed through Hennepin County District Court or supervised by the District Court Division of Court Services. Assuming that the program *effectively* provided *needed* treatment and services to *all* clients served, and assuming the measures used are reliable proxy measures of the *total numbers* of female offenders on probation through District Court in Hennepin County in 1977, then the following conclusion can be drawn. In 1977, Genesis II met a minimum of 15 percent and a maximum of 30 percent of the assumed need for treatment and services of female probationers under the jurisdiction of the Hennepin County District Court or the Department of Court Services, District Court Division. Genesis II is making a sizeable contribution to providing for the service needs of Hennepin County District Court probationers. In providing 15 percent to 30 percent of the total level of service required, Genesis II can be said to be performing adequately.

From an administrative perspective, Genesis II is not efficient because it is serving fewer clients than it was structured to serve. If, however, Genesis II is providing effective treatment and services to 3 of every 10 female probationers processed through District Court or supervised by the Court's Department of Court Services, then it does appear that the program is providing a significant contribution to, i.e., is adequately meeting, the service needs of the target population.

CHAPTER IX

EFFORT EVALUATION: INPUT COST, COST PER CLIENT PER DAY

Cost-effectiveness analyses rank treatment modalities according to the magnitudes of their effects (output) relative to their output costs. Within the scope of program planning, cost-effectiveness analyses are employed to maximize resource utilization--that is, to identify and/or implement the most effective rehabilitation modes for the least costs (both monetary and social costs). Although output costs are used in cost-effectiveness analyses, output costs are determined by *input* (effort) *variables*, *input costs*, and the productive process. (An example of an input variable that effects output cost is program design capacity, which is the upper limit of the number of clients who can be served within a given time period.)

The *input cost* used to estimate output costs is *cost per client per day* (cost/client/day). *Cost per client per day* is an index of the expense incurred by providing treatment and/or services to 1 client (or 1 inmate, or 1 probationer) for 1 program day. Cost per client per day indices do not account for, estimate, any expenses for treatment or services incurred which are not *directly* chargeable to a *given* treatment program or other rehabilitation mode. For example, cost per client per day estimates for probationers or parolees enrolled in corrections treatment programs are computed utilizing program resources; but, the estimates *exclude* costs incurred in maintaining the client on probation or parole while the client is enrolled in a treatment program. In a similar vein,

a cost per probationer (or parolee) per day index does not include an estimate of the costs incurred by any other public or private agency or program (except court services) which provides treatment or services (such as counseling) to a probationer or parolee. Finally, *none* of the costs incurred by noncorrections agencies such as the Department of Public Welfare are considered in estimating the cost per day indices for any of the treatment programs or rehabilitation modes discussed in this report.

A. CALCULATION OF COST PER CLIENT PER DAY

Cost per client per day is derived using the following quantities:

1. Total expenditures, E, for a fixed time period;¹
2. Total number of program days, PD, for the same fixed time period;² and,
3. Total client attendance summed across all program days, A_i , for the same fixed time period,

$$\sum_{i=1}^n A_i,$$

where n = number of clients.

The actual cost per client per day estimate is then computed in three steps:

¹Total Expenditures, E = Total Outlay, O (for a fixed time period) + Unpaid Obligations Outstanding, U; E = O + U. Here, E does not contain implicit costs but *does* consider both fixed *and* variable resource costs. (See American Bar Association, Section of Criminal Justice, *How to Implement Criminal Justice Standards for Corrections: An Economic Analysis*, by Billy L. Wayson and Gail S. Monkman [Washington, D.C.: American Bar Association, 1976].)

²PD = Total Number of Days of Direct Service Available During the Fixed Time Period.

1. $\bar{E} = E/PD$ (Cost Per Program Day),¹
2. $\bar{A} = \sum_{i=1}^n A_i/PD$ (Average Attendance Per Program Day),
- ∴ 3. $c = \bar{E}/\bar{A}$ (Cost Per Client Per Day).

B. COMPARISON OF COST PER CLIENT PER DAY ESTIMATES
FOR VARIOUS TREATMENT PROGRAMS AND REHABILITATION MODES

Table 21 has been prepared to facilitate comparison of cost per client per day for Genesis II with equivalent or analogous input costs for alternative rehabilitation modes.²

On the surface, it appears that Genesis II is significantly more expensive on a cost per day basis than placing a female offender on probation under the supervision of the Hennepin County Department of Court Services, District Court Division. But, the \$1.77 per probationer per day figure is an underestimate of this input cost. In this instance, cost/probationer/day is underestimated for two reasons. First, overhead costs (fixed costs, such as building costs, maintenance costs) are excluded in calculating total expenditures. Second, with respect to variable resource costs, only portions of these costs are entered as expenditures (i.e., only portions of the probation/parole officers'

¹ $\bar{E} = E/PD$ = Cost Per Program Day = Average Expenditure Per Program Day.

²As the reader will recall, evaluation of Genesis II is, in this report, based upon absolute effectiveness (attainment of operationalized program goals) and relative effectiveness (comparative effectiveness, or effectiveness of Genesis II relative to the other rehabilitation modes that would be available to the female offender if the program did not exist). The alternative rehabilitation modes are supervised probation, incarceration in the workhouse, or placement in a residential community corrections treatment program. Output costs for these rehabilitation modes will subsequently be estimated and compared with those of Genesis II.

TABLE 21
COMPARATIVE INPUT COST SUMMARY FOR GENESIS II
AND ALTERNATIVE REHABILITATION MODES

| REHABILITATION MODE | COST/CLIENT/DAY ^a |
|---|------------------------------|
| Genesis II | \$16.20 ^{b,c} |
| Probation Supervised by Hennepin County Department of Court Serv- ices, District Court Division | \$ 1.77 ^d |
| Incarceration at Hennepin County Adult Correctional Facility, Women's Section | \$31.00 ^d |
| Project Newgate for Women ^e | \$54.53 ^{f,g} |
| Halfway Houses ^h | \$41.99 |
| P.O.R.T. Projects ⁱ | \$36.03 |

^a Cost/client/day is analogous to cost/inmate/day or cost/resident/day.

^b For the period January 1, 1978-June 30, 1978.

^c Total expenditures by Genesis II from July 1, 1976-June 30, 1978, were \$216,750.00. Cost/client/day for this period was \$16.97.

^d Cost estimates for 1978 provided by the Hennepin County (Minnesota) Department of Corrections.

^e Project Newgate for Women, now defunct, was a residential community-based corrections treatment program for female probationers and parolees. The program, originally funded through the Governor's Commission on Crime Prevention and Control (now the Crime Control Planning Board), was located in St. Paul, Minnesota, and operated from October, 1974, through early 1978 (Minnesota, Crime Control Planning Board, Evaluation Unit, *Newgate for Women: An Evaluation of a Community Corrections Program for Women Offenders*, by Mark Sadacca [St. Paul: Crime Control Planning Board, 1977]).

^f Cost/client/day for Project Newgate for Women was \$46.14 for the period July 1, 1976-June 30, 1977. The real cost/client/day is \$54.53, for the period January 1, 1978-June 30, 1978. Real cost/client/day is cost/client/day adjusted for inflation. The Price Index used was the Consumer Price Index for Services with the base year adjusted to May, 1978 (U.S., Department of Commerce, Bureau of Economic Analysis, *Survey of Current Business* 56 no. 6 [June, 1976]: S-8).

^g U.S., Department of Commerce, Bureau of Economic Analysis, *Survey of Current Business* 58 no. 5 (July, 1978): S-8.

^h The term "halfway house" refers to a "residential facility designed to facilitate the transition of paroled adult ex-offenders who are returning to society from institutional confinement." Probationers are accepted as clients, but parolees constitute the largest proportion of these resident populations. Male and female clients, i.e., residents, are accepted. Results presented in this table were derived from data from 8 halfway houses: Alpha House, Anishinabe Longhouse, Anishinabe Waki-igan, Freedom House, Pi House, Retreat House, Reshape, and 180 Degrees (Minnesota, Governor's Commission on Crime Prevention and Control, Evaluation Unit, *Residential Community Corrections Programs in Minnesota* [St. Paul: Governor's Commission on Crime Prevention and Control, 1976]).

ⁱ P.O.R.T. is an acronym for "Probationed Offenders Rehabilitation and Training" projects. Clients of this type of residential project are, primarily, adult offenders who have been placed in a project as a condition of probation. (Completion of the residential treatment program offered is the condition of probation.) P.O.R.T. projects serve as alternatives to incarceration and supervised probation. Data from 6 P.O.R.T. projects are reported here; the projects are Nexus, Portland House, Project ELAN, Bremer House, P.O.R.T. of Crow Wing County, and Hillcrest House. Refer to Governor's Commission on Crime Prevention and Control, *Residential Community Corrections in Minnesota*.

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salaries are included as expenditures). The situation is one in which expenditures are used to compute per diem costs, but where overhead costs and some variable resource costs are not entered as expenditures. Therefore, it is not valid to compare a biased cost/probationer/day estimate with cost/client/day estimates based on total expenditures of fixed and variable resource costs. Specifically, cost/probationer/day should not be compared with cost/client/day estimates for Genesis II, Project Newgate for Women, halfway houses, or P.O.R.T. projects. Neither should cost/probationer/day be compared with cost/resident/day at the Hennepin County workhouse. (Cost/resident/day is apparently calculated from estimates of total expenditures based on fixed and variable resource costs.)

Per diem costs for Genesis II can be compared with analogous input costs for the workhouse, halfway houses, P.O.R.T. projects, and Project Newgate for Women. Compared with incarceration in the Hennepin County Adult Correctional Facility, Genesis II is approximately half as expensive per day (47.7 percent less expensive). Genesis II, on a per diem basis, is also less costly than Project Newgate for Women (70.3 percent less expensive), halfway houses (61.4 percent less expensive), and P.O.R.T. projects (55.1 percent less expensive).

C. COST PER CLIENT PER DAY: SUMMARY AND CONCLUSIONS

It is not valid to compare the cost/probationer/day figure of \$1.77 with cost/client/day and cost/resident/day estimates since the former is not computed using total expenditures of fixed and variable resource costs. Cost/client/day for Genesis II, halfway houses, P.O.R.T. projects, and Project Newgate for Women can be directly compared and can

also be compared with the cost/resident/day figure for the Hennepin County workhouse. Genesis II on a daily basis is less expensive per client than Project Newgate for Women, halfway houses, P.O.R.T. projects, or incarceration in the workhouse. Because it is extremely difficult to partition expenditures by functional areas (e.g., treatment, supervision, room and board), input costs based on type of service provided (i.e., functional areas) have not been estimated. Hence, no comparative statements about differential functional input costs can be made across the rehabilitation modes considered here.

In addition, to the extent that the treatment programs or rehabilitation modes discussed used the services of other public and private agencies, the input costs presented have been underestimated. If the costs incurred by the external agencies (i.e., the implicit costs) had been estimated for each treatment program/rehabilitation mode and *added* to respective input cost estimates, the final ranking of input costs could have been different.

Finally, input costs are primarily used to set per diem rates and do *not* reflect either the *total cost* of providing treatment and services (an output cost) or the *cost-effectiveness* of any treatment program or rehabilitation mode. Output costs and cost-effectiveness indices are measures of program/rehabilitation mode performance or effectiveness, and are appraised in Chapters XIX and XX, respectively.

CHAPTER X

GOALS FOR THE PERFORMANCE EVALUATION OF GENESIS II

The performance evaluation of Genesis II consists of quantitative and qualitative analyses structured to appraise:

1. The effectiveness of Genesis II in achieving program goals (treatment goals) related to client vocational outcome, dependence on public monies, and recidivism.
2. The relative or comparative effectiveness of Genesis II in achieving program goals common to goals maintained by residential corrections treatment programs/projects or traditional rehabilitation modes (probation and workhouse incarceration).
3. Output costs, including cost per case.
4. The cost-effectiveness of Genesis II--ranked estimates of the magnitudes of treatment effects relative to output costs, the cost-based estimates being ranked across select correctional alternatives (supervised probation; incarceration in the workhouse; or placement in residential, community-based corrections treatment programs).

Finally, the performance evaluation of Genesis II incorporates program level and system level policy and planning recommendations pertaining to:

1. Change in program policy and program operation.
2. Continuation of funding for Genesis II.
3. Projected efficacy of expanding the use of non-residential community-based corrections treatment programs for female offenders.

CHAPTER XI

PERFORMANCE EVALUATION: GENERAL MEASURES OF PROGRAM PERFORMANCE

There are general measures of program performance that are used in conjunction with analyses of achievement of program goals. The measures are indices of *overall* program performance, and are used to augment, clarify, or qualify statements and conclusions about absolute and comparative treatment effects and associated costs. The general measures of program performance that are included in this report are: 1) number of clients terminated from the program; 2) reasons for which clients were terminated from the program; 3) average number of unexcused absences by clients from program activities; and 4) average number of weeks clients were enrolled in the program.

A. NUMBER OF CLIENTS TERMINATED

Number of clients terminated from a treatment program is the simplest measure of program output. It is an index of level of program activity. As of June 30, 1978, 47 clients had been terminated from Genesis II. Two clients were terminated in 1976; 27 clients were terminated in 1977; and, 18 clients were terminated from Genesis II during the first half of 1978.

These data are not particularly informative without objective appraisal of client program performance. Genesis II staff evaluate client program performance. Staff assessment of client program performance

is reported as client termination status.

B. STAFF ASSESSMENT OF CLIENT PROGRAM PERFORMANCE, REPRESENTED AS CLIENT TERMINATION STATUS

The term "client termination status" refers to an overall appraisal by program staff of a client's progress or achievements while participating in a treatment program. Client termination status is the reason for which a client is terminated from a treatment program. Four termination statuses have been defined for the Genesis II clientele. The first termination status is labeled "successful termination," and is defined here as "sequential progression through the phases of the program which results in a client's achieving a majority of the personal and program-related goals set for and by the client." Criteria for successful completion of the Genesis II program are:

1. Completion of the 142 hours of "core courses."
2. Establishment of a vocational development plan.
3. Acquisition/retention of a job, or enrollment in/ completion of an academic training program or vocational training program.
4. No new convictions (felony, gross misdemeanor, or misdemeanor).

The second termination status has been termed "neutral termination," and indicates that a client left Genesis II for a reason not directly related to program performance. Included within this classification are clients who are withdrawn by the committing agency. The withdrawal may occur for a variety of reasons, including the decision that a client does not require the treatment and services offered by Genesis II. A client also may be withdrawn by the committing agency after having been adjudicated and/or sentenced for an offense committed prior to entry into

Genesis II. A client may voluntarily terminate from Genesis II if she feels that the program is doing her little good. And, a client can be transferred to another treatment program if program staff, the client, and/or the committing agent think that another treatment program can better serve the client's needs. On occasion, a client dies and the termination is classified as neutral.

There are two kinds of unsuccessful terminations from Genesis II. Clients classified within either are program failures. The first kind of unsuccessful termination results if a client does not cooperate with the program staff; fails to participate in counseling sessions, core courses, or other program activities; is disruptive; does not abide by program rules and regulations; or is absent but not excused from program activities. Here, termination status is termed "unsuccessful termination, lack of cooperation/failure to participate." A client is terminated for lack of cooperation or failure to participate only if a series of mediation sessions among the client, Genesis II staff, and a probation/parole officer fail to resolve cogent issues.

The second kind of unsuccessful termination, or program failure, is associated with client reinvolverment with the criminal justice system--client recidivism¹ or a client's absconding.² A client is labeled as "unsuccessful termination, recidivated/absconded," if she:

¹Adult recidivism is defined as a new felony conviction, new misdemeanor conviction, or revocation of probation or parole. This definition of recidivism was adopted by the Minnesota Department of Corrections under the Community Corrections Act of 1973. The same definition is used by the National Advisory Commission on Criminal Justice Standards and Goals.

²Absconding refers to a situation in which: 1) an offender fails to maintain scheduled contact with corrections personnel, e.g., a probation officer; or, 2) does not attend or return to a treatment program.

1) is convicted of a new offense; 2) has her probation/parole revoked; 3) has absconded from the program or from probation/parole. Clients who recidivate are program failures because a goal of Genesis II as well as of a majority of corrections treatment programs is reduction or elimination of criminal behavior. Clients who abscond are program failures because they violate conditions of probation/parole (regardless of whether the violation[s] result in revocation).

Table 22 illustrates the distribution of clients terminated from Genesis II as a function of termination status. Of the 47 clients terminated, 14.9 percent successfully completed the Genesis II program ($n_S = 7$); 29.8 percent of all clients terminated left the program for neutral reasons ($n_N = 14$). The same percentage of clients, 29.8 percent, were terminated because they failed to cooperate with program staff or failed to participate in program activities ($n_{U/LC} = 14$). Of all clients terminated, 25.5 percent were terminated because they recidivated or absconded ($n_{U/RA} = 12$).¹ As will be discussed later, the last figure requires revision because a number of clients terminated for other reasons actually were convicted of a new offense while they were enrolled in Genesis II. The clients who recidivated were not terminated by program staff as long as probation or parole was continued after the new conviction. Thus, actual termination status was determined on the basis of overall program performance, not solely on the basis of legal status.

¹Ten of the 12 clients who were unsuccessfully terminated because they recidivated/absconded actually absconded. Two were unsuccessfully terminated because they recidivated.

| TABLE 22 | | |
|---|------------------------------|--|
| DISTRIBUTION OF CLIENTS TERMINATED FROM GENESIS II AS A FUNCTION OF TERMINATION STATUS | | |
| <u>TERMINATION STATUS</u> | <u>NUMBER OF CLIENTS</u> | <u>PERCENT OF CLIENTS TERMINATED</u> |
| Successful Termination (S) | 7 | 14.9% |
| Neutral Termination (N) | 14 | 29.8 |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LC) ^a | 14 | 29.8 |
| Unsuccessful Termination, Recidivated/Absconded (U/RA) ^a | 12 ^b | 25.5 |
| TOTAL: | 47 | 100.0% |
| ^a A total of 26 (55.3 percent) clients were unsuccessfully terminated from Genesis II, either because they were uncooperative, failed to participate, recidivated, or absconded. | | |
| ^b Ten of the 12 clients absconded. Two clients recidivated. | | |

C. AVERAGE DURATION OF CLIENT ENROLLMENT

Duration of enrollment in a treatment program is used as a measure of program performance because it is an indirect measure of the *quantity* of treatment and services delivered. Hypothetically, the longer a client is enrolled in a program, the greater the quantity of treatment received, and, ultimately, the greater or longer-lasting the treatment effects.

Table 23 shows the distribution of the numbers of weeks clients were enrolled in Genesis II as a function of termination status. Table 24 lists the average numbers of weeks clients were enrolled in the program and provides estimates of variability in duration of enrollment as a function of client termination status.

Because Genesis II is a phase progression program, it is obvious that clients who successfully completed the program were, on average,

enrolled in the program for a longer period of time than clients who terminated for any other reason. The average period of enrollment in Genesis II for clients who were successful terminations was 49 weeks--3 weeks short of 1 year. There was virtually no difference in the average numbers of weeks enrolled for clients terminated for neutral reasons (24.1 weeks) and clients terminated for lack of cooperation/failure to participate (24.9 weeks). Clients who were terminated because they recidivated or absconded were enrolled in Genesis II for an average of 25.6 weeks. There were no statistically significant differences in duration of client enrollment between any two client termination status groups.

TABLE 23
GENESIS II CLIENTS: DISTRIBUTION
OF NUMBER OF WEEKS ENROLLED IN PROGRAM
AS A FUNCTION OF TERMINATION STATUS

| NUMBER OF WEEKS CLIENT ENROLLED | TERMINATION STATUS ^a | | | |
|------------------------------------|---------------------------------|----|------|------|
| | S | N | U/LC | U/RA |
| 0-10 | -- | 2 | 3 | 1 |
| 11-20 | -- | 4 | 4 | 4 |
| 21-30 | -- | 5 | 3 | 4 |
| 31-40 | 3 | 1 | 2 | -- |
| 41-50 | 2 | 1 | -- | 2 |
| 51-60 | -- | 1 | 2 | 1 |
| 61-70 | 2 | -- | -- | -- |
| TOTAL: | 7 | 14 | 14 | 12 |

^aCoding Scheme:
S: Successful Termination ($n_S = 7$).
N: Neutral Termination ($n_N = 14$).
U/LC: Unsuccessful Termination, Lack of Cooperation/Failure to Participate ($n_{U/LC} = 14$).
U/RA: Unsuccessful Termination, Recidivated/Absconded ($n_{U/RA} = 12$).

| TABLE 24 | | | | |
|---|-------------------|----------------|----------|--------------------|
| GENESIS II CLIENTS: NUMBER OF WEEKS ENROLLED IN PROGRAM AS A FUNCTION OF TERMINATION STATUS | | | | |
| TERMINATION STATUS | NUMBER OF CLIENTS | WEEKS ENROLLED | | |
| | | Mean | Variance | Standard Deviation |
| Successful Termination (S) | 7 | 49.0 | 127.1 | 11.3 |
| Neutral Termination (N) | 14 | 24.1 | 173.7 | 13.2 |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LC) | 14 | 24.9 | 210.8 | 14.5 |
| Unsuccessful Termination, Recidivated/Absconded (U/RA) | 12 | 25.6 | 193.9 | 13.9 |
| TOTAL: | 47 | | | |

The probability that a client will successfully complete the Genesis II program if she remains in the program for at least 31 weeks is .41 (Table 25). There is a decrease in the probability that a person will terminate for a neutral reason if she remains in the program 31 weeks or longer (drop from .37 to .18). The probabilities that clients will be unsuccessfully terminated (either for lack of cooperation or for recidivating/absconding) also decrease after a 31-week period (.33 to .23 and .30 to .18, respectively).

| TABLE 25 | | |
|---|--|--------------------------------------|
| GENESIS II CLIENTS: TERMINATION STATUS PROBABILITIES | | |
| TERMINATION STATUS | PROBABILITY AFTER ENROLLMENT OF 30 WEEKS OR LESS | PROBABILITY AFTER 31-WEEK ENROLLMENT |
| Successful Termination (S) | -0- | .41 |
| Neutral Termination (N) | .37 | .18 |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LC) | .33 | .23 |
| Unsuccessful Termination, Recidivated/Absconded (U/RA) | .30 | .18 |

The probabilities that a given client will be terminated for a particular reason after 30 or fewer weeks in Genesis II are summarized in Table 25. Table 25 also shows the probabilities that clients will be

terminated for these reasons after 31 or more weeks in the program. As can be seen, the only clear-cut difference is for the successful termination status group. After being enrolled 31 weeks, the probability that a client will successfully complete the program increases from 0 to .41.

Going back a bit, the data in Table 23 and the variance estimates in Table 24 prompt three additional observations. First, there is a high degree of variability in the lengths of time clients are enrolled in Genesis II, regardless of eventual termination status. (Termination status variance estimates were not significantly different.)

Second, there appear to be no discernible "risk" periods---the distributions of weeks enrolled for each termination status group are *not* clustered. Therefore, it is not possible to identify intervals during which: 1) clients are likely to terminate for any neutral reason; 2) clients are likely to recidivate or abscond; or 3) clients are likely to be terminated for lack of cooperation or failure to participate.

Third, an estimated 55 percent of all clients who have been unsuccessfully/neutrally terminated from Genesis II remained in the program 6 months or longer. According to the way the program is structured, these clients should have completed Phase II---the phase of the program that stresses acquisition of independent living skills ("core courses") and participation in individual and group counseling sessions. There is little evidence to suggest *why*, after this length of time, clients did not successfully complete the final two phases of Genesis II. This is an issue that should be addressed by the Crime Control Planning Board Evaluation Unit with program staff and with former clients. (Interviews

with former clients is a mechanism which could be used to explore and explain the dynamics of the issue.)

D. AVERAGE NUMBER OF UNEXCUSED ABSENCES

Number of unexcused absences is an estimate of the instability or inconsistency of client program attendance, and, by inference, of client program performance. Number of unexcused absences is an indirect measure of the amount of treatment and services *foregone* by clients.

As might have been predicted, clients who successfully completed the Genesis II program missed the least number of program days per program month--an average of 1.6 of every 20 program days. (Twenty program days equal 1 program month.) On average, clients who were successfully terminated utilized 92 percent of the total amount of treatment and services available through Genesis II.¹ These clients exhibited relatively little variability in number of program days absent when compared with all other clients terminated from Genesis II (Table 26). The 5 successfully terminated clients for whom data were available missed 40 or fewer program days (Table 27) during an average period of enrollment of 49.0 weeks.

Clients who were terminated from Genesis II for neutral reasons were absent for an average of 7.6 program days per program month. These clients varied to a great extent in the number of program days missed (Table 27). Some of the clients terminated for neutral reasons missed 10 or fewer days and some were absent for more than 100 days during an average enrollment period of 24.1 months. Clients terminated from

¹Percent of Treatment and Services Utilized = $[1.00 - (\text{Average Number of Program Days Absent per Program Month} \div 20 \text{ Program Days})] \times 100$.

Genesis II for neutral reasons failed to utilize 38 percent of the treatment and services available to them while they were enrolled in the program.

Clients who recidivated or absconded were absent the greatest average number of program days per program month--8.8 days.¹ As was the case for neutral terminations, the clients who recidivated/absconded exhibited a great deal of within-group variability in the number of program days missed. The numbers of program days during which these clients were absent ranged from 0 to 78 days. Clients who recidivated or absconded used slightly more than one-half (56 percent) of the complement of treatment and services offered by Genesis II during their (average) 25.6 weeks in the program.

Finally, there appears to be one incongruous result. Clients who were unsuccessfully terminated because they did not cooperate or failed to participate were absent 5.8 program days per program month. The group mean and the associated within-group variance for number of program days absent per program month were less than those for clients who recidivated, absconded, or who were terminated for neutral reasons.

On the surface, it would seem that program attendance by clients terminated for lack of cooperation/failure to participate would have been erratic and they would have missed *more* program days than other clients. Hence, program staff would (after a series of mediation

¹Termination dates for clients who recidivated/absconded were recorded as the *last day on which they attended Genesis II*. Thus, no systematic overestimates of the total number of program days absent have been introduced. Overestimates would have occurred if program staff had terminated clients after an arbitrary length of time following their departures from Genesis II.

sessions) have terminated the clients for failing to participate/cooperate.

However, the lengths of time these clients were enrolled in Genesis II did not significantly differ from the lengths of time other clients who were terminated were enrolled. Further, the mean number of program days absent (per program month enrolled) for clients who were terminated for lack of cooperation/failure to participate did not significantly differ from mean days absent for any other client status group. Thus, it appears that factors other than unexcused absences were involved in decisions by staff members to terminate these clients unsuccessfully.

The other factors were lack of cooperation with program staff; disruption of program activities; and failure to become actively involved in counseling sessions, classes, or related activities. Clients unsuccessfully terminated for lack of cooperation/failure to participate were terminated for combinations of reasons. They were terminated not solely because of absenteeism, but because they (apparently) were disruptive, argumentative, and/or uncooperative. They forewent 29 percent of the treatment and services offered by Genesis II.

There is no evidence to suggest that Genesis II staff prematurely terminated clients who were uncooperative. The attrition rate of clients who were terminated for lack of cooperation or failure to participate paralleled those of clients who terminated for neutral reasons or who recidivated/absconded (Table 23).

Two final points should be made. First, clients who successfully completed the Genesis II program were, as a group, absent significantly

fewer days than clients who recidivated or absconded.¹ These were the only two termination status groups which *did* differ significantly on number of program days absent per program month.²

Second, Table 27 shows that: 1) none of the clients who were successfully terminated from Genesis II missed more than 40 program days, and 2) 50 percent of the clients who were terminated for any other reason were absent 51 or more days. *This is sufficient evidence to urge that Genesis II adopt the following policy recommendation: clients who are absent for 40 program days should be terminated from the program. Available data indicate that it is improbable that any client missing 40 or more program days will successfully complete the Genesis II program.*

¹The Mann-Whitney U test, the nonparametric analogue of the t test, with $T = 4$, $n = 5$, and $m = 5$ (n and m are sample sizes) was significant at $p \leq .10$.

²All possible combinations of client termination status groups were analyzed (e.g., successful terminations were compared with neutral terminations, with clients terminated for lack of cooperation/failure to participate, and with clients who recidivated or absconded). The Mann-Whitney U test, the nonparametric equivalent of the t test, was employed to test null hypotheses of *identity* of the parent populations of client termination status groups. A nonparametric test statistic was selected because: 1) clients were not randomly assigned to Genesis II; 2) client termination status groups were relatively small (7 to 14 clients); and 3) data were missing for 38 percent of the clients terminated for neutral reasons and for 43 percent of the clients who were terminated for lack of cooperation/failure to participate.

| TABLE 26 | | | |
|--|-------------------|---|--------------------|
| GENESIS II CLIENTS: TOTAL PROGRAM DAYS ABSENT PER PROGRAM MONTH ENROLLED AS A FUNCTION OF TERMINATION STATUS | | | |
| TERMINATION STATUS | NUMBER OF CLIENTS | TOTAL PROGRAM DAYS ABSENT PER PROGRAM MONTH ENROLLED ^a | |
| | | Mean | Standard Deviation |
| Successful Termination (S) | 5 ^b | 1.6 | 3.9 |
| Neutral Termination (N) | 9 ^c | 7.6 | 15.0 |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LC) | 8 ^d | 5.8 | 10.1 |
| Unsuccessful Termination, Recidivated/Absconded (U/RA) | 11 ^e | 8.8 | 14.1 |
| TOTAL: | 33 | | |
| ^a Based on a 20-day program month. | | | |
| ^b Data were missing for 2 clients. | | | |
| ^c Data were missing for 5 clients. | | | |
| ^d Data were missing for 6 clients. | | | |
| ^e Data were missing for 1 client. | | | |

| TABLE 27 | | | | |
|--|---------------------------------|----|------|------|
| GENESIS II CLIENTS: DISTRIBUTION OF TOTAL PROGRAM DAYS ABSENT AS A FUNCTION OF TERMINATION STATUS | | | | |
| TOTAL PROGRAM DAYS ABSENT | TERMINATION STATUS ^a | | | |
| | S | N | U/LC | U/RA |
| 0-10 | 2 | 2 | 1 | 2 |
| 11-20 | 1 | 2 | 1 | -- |
| 21-30 | -- | 1 | 2 | 1 |
| 31-40 | 2 | -- | 1 | 1 |
| 41-50 | -- | -- | -- | -- |
| 51-60 | -- | 1 | 2 | 2 |
| 61-70 | -- | -- | -- | -- |
| 71-80 | -- | -- | 1 | 3 |
| 81-90 | -- | 1 | -- | 1 |
| 91-100 | -- | 1 | -- | -- |
| 101 or More | -- | 1 | -- | 1 |
| Missing Data | 2 | 5 | 6 | 1 |
| TOTAL: | 7 | 14 | 14 | 12 |
| ^a Coding Scheme: | | | | |
| S: Successful Termination (n _S = 7). | | | | |
| N: Neutral Termination (n _N = 14). | | | | |
| U/LC: Unsuccessful Termination, Lack of Cooperation/Failure to Participate (n _{U/LC} = 14). | | | | |
| U/RA: Unsuccessful Termination, Recidivated/Absconded (n _{U/RA} = 12). | | | | |

E. GENERAL MEASURES OF PROGRAM PERFORMANCE: SUMMARY AND CONCLUSIONS

1. Number of Clients Terminated

Forty-seven clients were terminated from Genesis II from July 1, 1976-June 30, 1978. Two clients were terminated in 1976; 27 clients were terminated in 1977; and 18 clients were terminated from Genesis II during the first half of 1978.

2. Client Termination Status

Of the clients terminated, 14.9 percent successfully completed the Genesis II program ($n_S = 7$); 29.8 percent of the clients terminated for neutral reasons, for example, they transferred to other treatment programs, were withdrawn by the committing agency, voluntarily withdrew, or died ($n_N = 14$). Another 29.8 percent of the clients were terminated, following a series of mediation sessions, because they failed to cooperate with staff, did not actively participate in the program, or disrupted program activities ($n_{U/LC} = 14$). Of the clients who were terminated, 25.5 percent were dropped from the program because they recidivated or absconded ($n_{U/RA} = 12$). This latter figure should *not* be interpreted as the percentage of clients who recidivated while in the program. It represents the percentage of clients who were terminated *because* they recidivated and their probation/parole was revoked, or *because* they absconded.

Overall, less than 15 percent of all the clients who have terminated have successfully completed Genesis II. Approximately 55 percent of the clients terminated were program failures, either because they would not actively participate in the program or because they recidivated or absconded. The remaining 30 percent of the clients who have been

terminated from Genesis II have been terminated for neutral reasons.

What can be said about Genesis II by using client termination status as a general measure of program performance? Table 28 indicates that, in comparison with residential community-based corrections treatment programs, Genesis II has had *fewer* clients terminate successfully and *more* clients terminate unsuccessfully or neutrally. Specifically, 28 percent fewer clients have been successfully terminated than were, on the average, terminated from residential treatment programs. Sixteen percent more clients have been terminated from Genesis II for neutral reasons than were terminated neutrally from residential corrections treatment programs. Finally, 12 percent more clients have been terminated unsuccessfully (for lack of cooperation, failure to participate, absconding, or recidivating) from Genesis II than were terminated unsuccessfully from residential community-based corrections treatment programs.

Caution should be exercised in interpreting the indices presented immediately above. The average proportions of clients terminated successfully, neutrally, and unsuccessfully from residential treatment programs were computed utilizing complete or relatively complete data sets. The indices computed for Genesis II were preliminary--based on the first 2 years of program operation. Nevertheless, the data suggest that Genesis II should be producing 28 percent more successful program participants; and, the program should reduce the numbers of clients terminated for neutral reasons or terminated unsuccessfully.

| TABLE 28 COMPARISON OF THE PROPORTIONS OF GENESIS II CLIENTS AND CLIENTS OF RESIDENTIAL COMMUNITY-BASED CORRECTIONS TREATMENT PROGRAMS FALLING WITHIN TERMINATION STATUS GROUPS | | | |
|--|-----------------------|---|-----------------------|
| TERMINATION STATUS | PROPORTION OF CLIENTS | | DIFFERENCE (G - R) |
| | Genesis II (G) | Residential Community-Based Corrections Treatment Programs (R) ^a | |
| Successful Termination (S) | .15 | .43 | -.28 |
| Neutral Termination (N) | .30 | .14 | .16 |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LG) or Recidi- vated/Absconded (U/RA) (U/LO + (U/LG + U/RA) | .55 | .43 | .12 |
| ^a Includes Project Newgate for Women, Alpha House, Anishinabe Longhouse, Anishinabe Waki-igan, Freedom House, Pi House, Retreat House, Reshape, 180 Degrees, Nexus, Portland House, Project ELAN, Bremer House, P.O.R.T. of Crow Wing County, and Hillcrest House. | | | |

3. Average Duration of Client Enrollment

The average period of enrollment in Genesis II for clients who were successful terminations (i.e., successful completions) was 49 weeks. There was virtually no difference in the average number of weeks enrolled for clients terminated for neutral reasons (24.1 weeks) and clients terminated for lack of cooperation/failure to participate (24.9 weeks). Clients who were terminated because they recidivated or absconded were enrolled in Genesis II for an average of 25.6 weeks. There were no statistically significant differences in duration of client enrollment between any two client termination status groups.

The probability that a client will successfully complete the Genesis II program if she remains in the program for at least 31 weeks is .41. There is a decrease in the probability that a person will terminate for a neutral reason if she remains in the program 31 weeks or longer (a drop from .37 to .18). The probabilities that a client will be unsuccessfully terminated (either for lack of cooperation or for

recidivating/absconding) also decrease after a 31-week period (.33 to .23 and .30 to .18, respectively).

There is a high degree of variability in the lengths of time clients are enrolled in Genesis II, regardless of eventual termination status. (Termination status variance estimates were not significantly different.) Also, there appear to be no discernible "risk" periods--the distributions of weeks enrolled for each termination status group were not clustered. Therefore, it is not possible to identify intervals during which: 1) clients are likely to terminate for a neutral reason; 2) clients are likely to recidivate or abscond; or 3) clients are likely to be terminated for lack of cooperation or failure to participate.

Finally, an estimated 55 percent of all clients who have been unsuccessfully or neutrally terminated from Genesis II remained in the program 6 months or longer. According to the way the program is structured, these clients should have completed Phase II--the phase of the program that stresses acquisition of independent living skills and participation in individual and group counseling sessions. *There is little evidence to suggest why, after this length of time, clients did not successfully complete the final two phases of Genesis II. This issue should be addressed by the Crime Control Planning Board Evaluation Unit with program staff and with former clients.*

4. Average Number of Unexcused Absences

As might have been predicted, clients who successfully completed Genesis II missed the least number of program days per program month--an average of 1.6 of every 20 program days. (Twenty program days equal 1 program month.) On average, clients who were successfully terminated

utilized 92 percent of the total amount of treatment and services available through Genesis II.

Clients who were terminated for neutral reasons were absent for an average of 7.6 program days per program month. These clients failed to utilize 38 percent of the available treatment and services within the Genesis II program. Clients who recidivated or absconded were absent the greatest average number of program days in a program month--8.8 days. Clients who recidivated or absconded used slightly more than one half (56 percent) of the complement of treatment and services during their 25.6 weeks in the program.

There appears to be one incongruous result as far as data pertain-
int to unexcused absences are concerned. Clients who were unsuccessful-
fully terminated because they did not cooperate or failed to participate
were absent 5.8 program days per program month. It was anticipated that
program attendance by these clients would be erratic and they would have
missed *more* program days, as a group, than other clients. But, they
missed *fewer* program days than clients who recidivated or absconded, or
who were terminated for neutral reasons. Hence, decisions by Gene-
sis II staff to unsuccessfully terminate clients were, apparently,
based upon combinations of factors. These clients were terminated be-
cause they did not cooperate with program staff, they disrupted program
activities, or they failed to become actively involved in counseling
sessions, classes, or related activities. Clients who were terminated
for lack of cooperation/failure to participate utilized 71 percent of
the treatment and services available to them while they were enrolled
in Genesis II.

On a comparative basis, clients who successfully completed the Genesis II program were absent significantly fewer days than clients who recidivated or absconded. These were the only two termination status groups which did differ significantly in number of program days absent per program month.

Finally, data showed that: 1) none of the clients who were successfully terminated from Genesis II missed more than 40 program days, and 2) 50 percent of the clients who were terminated for any other reason were absent 51 or more days. *This is sufficient evidence to suggest that Genesis II adopt the following policy recommendation: clients who are absent 40 program days should be terminated from the program.* Data have indicated that it is improbable that anyone missing 40 or more program days will successfully complete the Genesis II program.

CHAPTER XII

PERFORMANCE EVALUATION: VOCATIONAL STRATEGIES ADOPTED BY CLIENTS

Successful client vocational outcome is defined as:

- Full-time or part-time employment.
- Enrollment in/completion of an academic training program to earn a degree or certificate (e.g., a GED).
- Enrollment in/completion of a vocational training program.
- Full-time management of a home and/or family.¹
- Participation in volunteer work activities.¹

Attainment of any of these vocational outcomes requires planning and preparation--adoption of a strategy for vocational development. The remainder of this chapter examines and appraises the *general strategies* which Genesis II clients adopted to facilitate or gain entry into a profession or vocation, i.e., to attain a successful vocational outcome.²

A. VOCATIONAL STRATEGY ADOPTED: ENROLL IN OR COMPLETE AN ACADEMIC TRAINING PROGRAM

Table 29 lists the proportions of Genesis II clients who had completed

¹Homemaking (as a profession) and volunteer work are recognized, for the purposes of this report, as legitimate vocational outcomes *only* if a client has a *private* source of financial support (e.g., spouse/partner).

²The strategies adopted by clients who chose homemaking or serving as a volunteer worker are not directly examined. The numbers of clients who selected these vocations are *accounted for* in the analyses of attainment of vocational outcome included in the next chapter of this report.

(at least) a high school education by the times they: 1) entered the program and 2) were terminated from the program. As can be seen, very few Genesis II clients, regardless of termination status, completed high school while they were enrolled in Genesis II. (Two of the clients terminated for neutral reasons and 1 client who recidivated or absconded finished high school during the time they participated in Genesis II.)

As minimum preparation for entry into a profession or vocation, approximately 45 percent of the Genesis II clients who were terminated by June 30, 1978, had not completed high school. Forty-five percent of the Genesis II clients were not minimally prepared to enter the public job market by point of termination from the program.

Even though a client had not completed high school by point of termination from Genesis II, she might have been enrolled in school or attending classes at the time she left the program. Three clients were preparing for, but had not yet earned, their GED's by the time they were terminated from Genesis II. One client was attending college on a full-time basis. Because there were too few changes in the numbers of clients within termination status groups who completed grade 12 or higher by point of termination, statistical tests of null hypotheses of no change in highest academic grade completed could not be conducted.

1. Summary, Conclusions, and Discussion

A total of 7 of the 47 Genesis II clients (14.9 percent) who were terminated enrolled in or completed an academic training program while they participated in Genesis II. As minimum preparation for entry into a profession or vocation, approximately 45 percent of the Genesis II

clients who were terminated by June 30, 1978, had not completed high school. *By conventional standards, 45 percent of the Genesis II clients were not minimally prepared to enter the public job market by point of termination from the program.*

TABLE 29
GENESIS II CLIENTS: HIGHEST ACADEMIC GRADE COMPLETED
AS A FUNCTION OF TERMINATION STATUS

| TERMINATION STATUS | NUMBER OF CLIENTS | PROPORTION COMPLETING GRADE 12 OR HIGHER | | NET CHANGE ^{a,b,c} (PT - PI) |
|---|----------------------|---|-------------|--|
| | | INTAKE | TERMINATION | |
| Successful Termination (S) | 7 | .71 | .71 | -0- |
| Neutral Termination (N) | 14 | .36 | .50 | .14 |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LC) | 14 | .50 | .50 | -0- |
| Unsuccessful Termination, Re- cidedivated/Absconded (U/RA) | 12 | .50 | .58 | .08 |
| TOTAL: | 47 | | | |
| AVERAGE: | | .49 | .55 | .06 |

^a Net change = Proportion of clients within a group who completed grade 12 or higher by point of termination (PT) - Proportion of clients within a group who completed grade 12 or higher by point of intake (PI).

^b A positive net change indicates an increase in the proportion of clients within a group who completed grade 12 or higher between point of intake and point of termination.

^c Not enough clients (within termination status groups) secured additional formal education to allow computation of McNemar's test for correlated proportions. (See James V. Bradley, *Distribution-Free Statistical Tests* [Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1968], pp. 183-184.) Statistical tests of null hypotheses of no change within termination status groups in highest academic grade completed between intake and termination cannot, therefore, be conducted.

In dealing with clients who had not completed high school, Genesis II staff found that the clients were reticent to return to high school or to complete their high school education through public adult education programs.¹ *Program response to this situation was*

¹ Julie Shaw, Director of Genesis II, interview held in July, 1978.

establishment, in mid-1977, of a tutorial program staffed by volunteers and Genesis II program staff. The initial program has been revamped over the past year. Currently, an instructor sponsored by the Minnesota Department of Education teaches adult education classes at Genesis II 3 times per week.

Thus, while past level of client enrollment in academic training programs has not corresponded to level of apparent need, a significant reduction in this discrepancy should be observed in the future. There should be a significant increase over previously reported levels in the proportions of Genesis II clients earning a GED degree while they are enrolled in Genesis II.

An additional point is relevant. If clients are urged to participate in the in-house adult education program during Phase II, the anticipated increase in GED's earned should be exhibited. If, however, clients as a group are not encouraged to take part *until* they have completed Phase II (Acquisition of Nonvocational Skills and Information), the increase in number of clients earning a GED *may not be observed*. A majority of clients who have been terminated from Genesis II did not complete the vocational development phase of the program (Phase III), a component of which is the adult education program.

Assuming there will be no significant change in average length of client enrollment in Genesis II, *the maximum expected benefit accruing from existence of the adult education program would be derived by having clients take part in the program during Phase II. It is recommended that the adult education program be integrated into the phase of the Genesis II program that stresses acquisition of nonvocational skills*

and information through "core courses."

There are 2 additional policy changes which appear warranted on the basis of the fact that 45 percent of the clients who have been terminated from the program have not completed high school--earned a diploma or GED. *It is recommended that participation in the on-site adult education program be required of current clients who: 1) have not earned a diploma or GED, or 2) cannot pass proficiency tests. Second, enrollment in the adult education program should be a condition of admission into Genesis II for probationers who have not completed high school by the time they are referred to Genesis II.*

B. VOCATIONAL STRATEGY ADOPTED: ENROLL IN
OR COMPLETE A VOCATIONAL TRAINING PROGRAM

By point of intake, from 21 percent to 43 percent of the clients within the termination status groups had completed a vocational training program (Table 30). Seventy percent of all Genesis II clients terminated had no vocational training by the time they left the program. Only 1 client earned a certificate or degree by completing her vocational training while enrolled in Genesis II. One client, who terminated for a neutral reason, was enrolled in a vocational training program at the time she left Genesis II.

1. Summary, Conclusions, and Discussion

Two clients enrolled in or completed a vocational training program during the time they participated in Genesis II. *Seventy percent of all clients terminated as of June 30, 1978, had no vocational training. Assuming these clients had no other formal preparation for entry*

into the job market, a majority of Genesis II clients must be classified as unskilled labor. Client enrollment in vocational training programs has not paralleled client need for vocational training.

TABLE 30
GENESIS II CLIENTS: VOCATIONAL TRAINING COMPLETED AS A FUNCTION
OF TERMINATION STATUS

| TERMINATION STATUS | NUMBER OF CLIENTS | PROPORTION COMPLETING VOCATIONAL TRAINING ^a | | NET CHANGE ^{b,c,d} (P _T - P _I) |
|---|----------------------|---|-------------|---|
| | | INTAKE | TERMINATION | |
| Successful Termination (S) | 7 | .43 | .43 | -0- |
| Neutral Termination (N) | 14 | .29 | .29 | -0- |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LC) | 14 | .21 | .21 | -0- |
| Unsuccessful Termination, Re- cided/absconded (U/RA) | 12 | .25 | .33 | .08 |
| TOTAL: | 47 | | | |
| AVERAGE: | | .28 | .30 | .02 |

^a Degree or certificate earned.

^b Net change = Proportion of clients within a group who completed vocational training by point of termination (p_T) - Proportion of clients within a group who completed vocational training by point of intake (p_I).

^c A positive net change indicates an increase in the proportion of clients within a group who completed vocational training between point of intake and point of termination.

^d Not enough clients (within termination status groups) completed vocational training to allow computation of McNemar's test(s) for correlated proportions. (See James V. Bradley, *Distribution-Free Statistical Tests* [Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1968], pp. 183-184.) Statistical tests of null hypotheses of no change, within termination status groups, in vocational training completed between intake and termination cannot, therefore, be conducted.

Why did so few clients elect to enroll in vocational training programs?

Genesis II staff reported that clients exhibited little interest in securing vocational training. A majority expressed the intention to adopt the third vocational strategy to be discussed--secure employment.

The Genesis II staff hypothesized that clients demonstrated little interest in vocational training programs because they had not been provided with the in-depth vocational assessment, evaluation, and counseling required to ensure an optimum match among aptitudes, interests, and vocational options and opportunities. Since clients had insufficient information about career options and about the specialized training required to enter a profession/vocation, they ultimately decided to secure employment in occupations with which they were familiar (e.g., nurse's aide). *Genesis II staff acknowledged the fact they were not professionally qualified to provide the comprehensive range of vocational services (assessment, evaluation, and counseling) needed by clients.*

In attempts to ensure that clients did receive the complement of services required to make an informed choice among vocational options (including vocational training), Genesis II staff made appointments for clients to undergo vocational assessment and evaluation through public agencies such as the Minnesota Department of Vocational Rehabilitation. Clients, however, did not keep the appointments. *They would not utilize the public agencies that exist to provide comprehensive vocational assessment, evaluation, counseling, and (even) job placement services.*

Additional problems surfaced with clients who attempted to enroll, or actually did enroll, in vocational training programs. As potential students, and/or as far as the area vocational/technical schools were directly involved, Genesis II clients encountered obstacles such as:

- 1) substantial delays in enrollment because vocational/technical schools were operating at capacity and had long waiting lists; 2) inability to

secure financial assistance or delay in securing financial assistance to attend school because such assistance is not available until a person is accepted as a student; 3) resistance on the part of school administrators and personnel to accept offenders, who were perceived to be "problems";¹ 4) lack of funds to pay for day care for young children while in school; and 5) prohibitive scheduling and travel time (1 1/2-3 hours per day) in using public transportation to reach outlying vocational/technical schools.

Genesis II staff recognized a second limitation. Clients faced situations which had not been anticipated (e.g., delays in enrolling) or which had not been identified as problems (e.g., prohibitive travel time). The Genesis II program had not been structured to deal with all these situations and problems. The vocational services which the program provided were not geared to the solution or amelioration of problems and conditions which clients might face while attempting to enroll in a vocational training program or while attending school.

Reaction to identification of insufficient program response to client needs for vocational training and to needs associated with gaining that training has taken two avenues. Responding to a request from Genesis II, the Minnesota Department of Vocational Rehabilitation (DVR) has assigned a vocational counselor to Genesis II on a part-time basis to identify DVR-eligible clients. In her official capacity and as a volunteer, the vocational counselor participates in a career planning group; carries out vocational assessment activities (such as aptitude testing)

¹Kathy Brady, Senior Rehabilitation Counselor, Minnesota Department of Vocational Rehabilitation, interview held November 14, 1978.

and evaluation; and provides intensive vocational counseling to clients.

It is anticipated that Genesis II clients will now receive the information and counseling that will prepare them to secure vocational training because: 1) vocational assessment/counseling services are provided to them at the Genesis II facility; and 2) the vocational counselor is trained to help clients solve problems relating to occupational or vocational options and opportunities, vocational training, placement, funding, and general social adjustment.

The second change that has been made in Genesis II programming involves formal coordination of activities of program staff with the activities of staff of other human services agencies. The Genesis II program coordinator coordinates her work with that of the vocational counselor from the Department of Vocational Rehabilitation and the adult education instructor from the Department of Education. As a team working with clients, they devise and facilitate the implementation of vocational/career development plans. They, for example, advise clients about requirements for entry into vocational training programs; work with advisors to determine if client schedules and classes are consistent with the particular phase of the curriculum in which the client is enrolled; and assist clients to secure financial assistance.

There are problems remaining that cannot be readily dealt with by the Genesis II program. Among these are client needs for day care for children and transportation to and from area vocational/technical schools. Client initiative in solving these kinds of problems should be encouraged. For example, clients who enroll in vocational schools located outside the Minneapolis-St. Paul area could join car pools.

At this point, it appears that, over a 2-year period, Genesis II has devised a tenable strategy to meet client needs for vocational assessment, evaluation, and placement. There are, however, no data available to indicate whether changes in Genesis II program policy/programming is yielding an increase in the number of clients selecting vocational training as their strategy to attain a vocation.

C. VOCATIONAL STRATEGY ADOPTED: SECURE OR RETAIN EMPLOYMENT

Obviously, clients could adopt the third strategy identified to attain a sanctioned vocational outcome. They could secure employment, regardless of whether they finished high school or obtained any kind of vocational training. Was there a significant increase in the proportion of clients who were employed at termination? Was the increase observed for all clients regardless of termination status--that is, was a general treatment effect observed? Or, was any effect observed applicable exclusively to clients who successfully completed the Genesis II program?

1. General Treatment Effects

Is it reasonable to assume that some clients within each of the termination status groups would secure employment since they were, on average, enrolled in Genesis II 6 months or longer? Was a general treatment effect observed? With the exception of clients who recidivated or absconded, the answer is "Yes."

There was an increase of .16 (16 percent) in the proportion of Genesis II clients who were employed between points of intake and termination from the program. The increase was statistically significant

(McNemar's test for correlated proportions with $r = 13$ and $n = 19$ was significant, $p \leq .05$). Clients who successfully completed the program demonstrated the greatest increase in proportion of clients employed (.33 to .83). Clients who were terminated for neutral reasons also exhibited a statistically significant increase in proportion of clients employed-- .21 to .31 (McNemar's test for correlated proportions with $r = 4$ and $n = 7$ was significant, $p \leq .05$). Clients who were unsuccessfully terminated from Genesis II because they failed to cooperate or did not participate showed an even greater reduction in unemployment (.09 at intake to .38 at termination; McNemar's test for correlated proportions with $r = 4$ and $n = 6$ was significant, $p \leq .05$). Clients who recidivated or absconded showed an increase in proportion of clients *unemployed*, although the increase in unemployment was not statistically significant (.73 at intake to .82 at termination).

To summarize, these results show that:

- a. Genesis II clients who have been terminated have exhibited, as a group, a statistically significant *increase* in the proportion of the group employed between point of intake and point of termination from the program. A general treatment effect was observed.
- b. Clients who were successfully terminated from the program demonstrated the greatest proportional increase in number of clients employed at termination (.33 to .83). There were not enough observations (cases) to test the difference for statistical significance.
- c. The increase in the proportion of clients employed at termination was not exclusively accounted for by clients who successfully completed the program. Clients who were terminated for neutral reasons and clients who were unsuccessfully terminated for lack of cooperation/failure to participate exhibited statistically significant increases in proportions of clients employed (.21 to .31 and .09 to .38, respectively).

- d. Clients who recidivated/absconded comprised the only termination status group which showed an increase in unemployment--a 9 percent increase (.73 to .82). The increase was not statistically significant.

Table 31 summarizes the findings.

2. Check for Selection Bias

Before accepting the results that have been presented, a fundamental issue related to the validity of the findings must be addressed. The issue pertains to *internal validity*, specifically, to the possible operation of the confounding variable that Cook and Campbell term "selection."¹ Here, the issue is whether the results of analyses of employment status reflect probable *treatment effect*, or whether they represent *differential program response to clients who were employed when they entered Genesis II*. The cogent issue is whether termination status was directly linked to intake employment status. *Were more clients who were employed at intake successfully terminated from Genesis II? Or, was securing employment a primary criterion resulting in successful termination, as dictated by program structure?*

Table 32 shows that there was no statistically discernible selection bias operating. The proportions of clients who were employed at intake were *not* significantly different across termination status groups. To put it differently, termination status was not related to intake employment status. Thus, the fifth result pertaining to client

¹Thomas D. Cook and Donald T. Campbell, "The Design and Conduct of Quasi-Experiments and True Experiments in Field Settings," ed. M. D. Dunnette, *Handbook of Industrial and Organizational Psychology* (Chicago: Rand McNally, 1976), p. 227.

TABLE 31
GENESIS II CLIENTS: EMPLOYMENT STATUS AS A FUNCTION OF TERMINATION STATUS

| TERMINATION STATUS | NUMBER OF CLIENTS | PROPORTION EMPLOYED ^{a,b} | | NET CHANGE ^{c,d} ($p_T - p_I$) |
|---|-------------------|------------------------------------|-------------|--|
| | | Intake | Termination | |
| Successful Termination (S) | 7 | .33 | .83 | .50 ^e |
| Neutral Termination (N) | 14 | .21 | .31 | .10 ^f |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LC) | 14 | .09 | .38 | .29 ^g |
| Unsuccessful Termination, Recidivated/Absconded (U/RA) | 12 | .27 | .18 | -.09 ^e |
| TOTAL: | 47 | | | |
| AVERAGE: | | .21 | .37 | .16 ^h |

^a Client is employed, full time or part time.

^b Proportion employed = Number of clients within a group who were employed ÷ (Number of clients within a group - Number of clients within a group who were students or homemakers and who were supported by a private financial source - Number of clients within a group for whom data are missing). Proportion is computed using only those clients who are in the public labor market.

^c Net change = Proportion of clients within a group employed at termination from the program (p_T) - Proportion of clients within a group employed at program intake (p_I).

^d A positive net change indicates an overall increase in the proportion of clients within a group employed at termination from the program. A negative net change indicates an overall decrease in the proportion of clients within a group employed at termination from the program.

^e There were too few shifts in the numbers of clients within a group who: 1) were unemployed at intake but employed at termination, or 2) were employed at intake but unemployed at termination, to allow computation of McNemar's test(s) for correlated proportions. (See James V. Bradley, *Distribution-Free Statistical Tests* [Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1968], pp. 183-184.) Statistical tests of the null hypotheses of no change in the proportion of clients within a group who were employed at intake and who were employed at termination cannot, therefore, be conducted.

^f McNemar's test for correlated proportions, with $r = 4$ and $n = 7$ is significant, $p \leq .05$ (two-tailed); r = number of clients within a group who were unemployed at intake but employed at termination; and, n = number of clients within a group who were employed at intake but unemployed at termination + number of clients within a group who were unemployed at intake but employed at termination. The null hypothesis of no change in proportions employed is rejected. More clients who were terminated for neutral reasons were employed at termination than had been employed at intake.

^g McNemar's test for correlated proportions with $r = 4$ and $n = 6$, is significant, $p \leq .05$ (two-tailed). The null hypothesis of no change in proportions employed is rejected. More clients who were terminated for lack of cooperation/failure to participate were employed at termination than had been employed at intake.

^h McNemar's test for correlated proportions with $r = 13$ and $n = 19$ is significant, $p \leq .05$ (two-tailed). The null hypothesis of no change in proportions employed is rejected. More Genesis II clients, regardless of termination status, were employed at termination than had been employed at intake.

TABLE 32
GENESIS II CLIENTS: COMPARISONS OF THE PROPORTIONS
OF CLIENTS EMPLOYED AT INTAKE
ACROSS TERMINATION STATUS GROUPS

| TERMINATION STATUS GROUP ^a | | PROPORTION EMPLOYED AT INTAKE | | DIFFERENCE OF PRO- PORTIONS TEST, Z ^{b,c,d} |
|---------------------------------------|---------|----------------------------------|---------|--|
| Group 1 | Group 2 | Group 1 | Group 2 | |
| S | N | .33 | .21 | .57 |
| S | U/LC | .33 | .09 | 1.26 |
| S | U/RA | .33 | .27 | .26 |
| N | U/LC | .21 | .09 | .80 |
| N | U/RA | .21 | .27 | -.35 |
| U/LC | U/RA | .09 | .27 | -1.06 |

^aCoding Scheme:

S: Successful Termination ($n_S = 7$).

N: Neutral Termination ($n_N = 14$).

U/LC: Unsuccessful Termination, Lack of
Cooperation/Failure to Participate
($n_{U/LC} = 14$).

U/RA: Unsuccessful Termination, Recidi-
vated/Absconded ($n_{U/RA} = 12$).

$$b_z = \frac{p_{\text{Group 1}} - p_{\text{Group 2}} - 0}{\hat{\sigma}_{p_{\text{Group 1}} - p_{\text{Group 2}}}}$$

$$\hat{\sigma}_{p_{\text{Group 1}} - p_{\text{Group 2}}} = \sqrt{\hat{p}_u \hat{q}_u \frac{n_{\text{Group 1}} + n_{\text{Group 2}}}{n_{\text{Group 1}} n_{\text{Group 2}}}}$$

$$\hat{p}_u = \frac{n_{\text{Group 1}} p_{\text{Group 1}} + n_{\text{Group 2}} p_{\text{Group 2}}}{n_{\text{Group 1}} + n_{\text{Group 2}}}$$

$$\hat{q}_u = 1 - \hat{p}_u$$

^cA Z value equal to or greater than 1.65 is
necessary to reject the null hypothesis of
equality of proportions of clients employed
at intake:

$$H_0: p_{\text{Group 1}} = p_{\text{Group 2}}$$

$$H_1: p_{\text{Group 1}} > p_{\text{Group 2}}$$

Refer to Hubert M. Blalock, *Social Statistics*,
Second Edition (New York: McGraw-Hill Book
Company, 1972), pp. 228-230.

employment status is:

The proportions of clients who were employed at intake did not significantly differ across termination status groups. That is, there was no statistically discernible tendency for clients who were employed at intake to be terminated for any given reason. No confounding of results of analyses of client employment status occurred because of a selection bias.

3. Hawthorne Effects and Indirect Program Effects

Several additional aspects of analysis of employment status require examination. The results presented thus far can be interpreted in at least 3 ways. The first interpretation is that the effects observed (i.e., increase in client employment within termination status groups) were general treatment effects solely due to the rehabilitative intervention of the Genesis II program.

The second interpretation is that the 16 percent increase in client employment represents what is termed an expectancy effect or "Hawthorne effect."¹ A "Hawthorne effect" means that the increase in client employment that was observed may have been due to increased client motivation or effort to secure employment. The increase in motivation or effort may *not* have resulted from the therapeutic intervention of Genesis II, but may have been due to the fact that clients underwent extensive screening and were accepted as a *member of a group* in which they were expected to seek employment (as one option to securing a successful vocation).

A third possible interpretation is that there were employers who,

¹William D. Crano and Marilyn B. Brewer, *Principles of Research in Social Psychology* (New York: McGraw-Hill Book Company, 1973), pp. 66-89.

through a series of mechanisms (for example, media coverage about the program), were aware of the existence of Genesis II. Consequently, they were amenable to hiring Genesis II clients. Hiring of clients could be unrelated or marginally related to a client's job preparedness or to her program performance (ultimately represented by termination status). Employment of a certain proportion of clients would be an *indirect* effect of the operation of Genesis II. Increase in client employment could be an indirect program effect.

4. Identifying General Treatment Effects, Hawthorne Effects, and Indirect Program Effects

There are a variety of experimental and statistical methods which are used to partial out, identify, or to separate general treatment effects, Hawthorne effects and/or indirect program effects from *direct* treatment effects. Experimental methods typically involve utilization of control groups or comparison groups within experimental or quasi-experimental evaluation designs.¹

Comparison data were not available for this report. Therefore, *statistical methods* were employed to separate direct treatment effects (increase in client employment) attributable to participation in the vocational development phase of Genesis II from the effects representing the sum of general treatment effects, Hawthorne effects and indirect program effects. The statistical methods utilized involved comparison of

¹Urban Institute, *Federal Evaluation Policy, Analyzing the Effects of Public Programs*, by Joseph S. Wholey, John W. Scanlon, Hugh G. Duffy, James S. Fukumoto, and Leona M. Vogt (Washington, D.C.: The Urban Institute, 1973), Chapter 6.

Thomas D. Cook and Donald T. Campbell, "The Design and Conduct of Quasi-Experiments and True Experiments in Field Settings," pp. 223-326.

"experimental" data--i.e., data on change in employment status of clients who participated in the vocational development phase of Genesis II--with baseline data--data on change in employment status of clients who did not take part in the vocational development phase of the program.

a. Experimental and Baseline Data

The *change* in the proportions of clients who were employed at intake and at termination *but* who did *not* successfully complete the 4 phases of Genesis II were baseline data.¹ The data were baseline data because they represented client behavior (job acquisition/job retention) occurring *without implementation of "treatment."* Treatment in this situation was staff provision, during Phase III, of vocational counseling, employment services, and all other activities related to client vocational development. Baseline data were measures of Hawthorne effects, indirect program effects, and general treatment effects because they were data on clients who: 1) did secure treatment and services through Genesis II; but, 2) did not secure vocational counseling, employment services, and other vocational services provided within the vocational development phase of the program. Baseline data represented *total program effect* on client employment status *minus or without* any effect attributable to treatment and services provided during the vocational development phase of the program.

The *change* in the proportions of clients who were employed at intake and at termination *and* who participated in the vocational development phase

¹Included data for: 1) clients who were terminated for neutral reasons; 2) clients who were unsuccessfully terminated for lack of cooperation/failure to participate; and 3) clients who were unsuccessfully terminated because they recidivated or absconded.

of Genesis II were considered experimental data. Clients who successfully completed the program comprised the only termination status group that completed the vocational development phase of the Genesis II program. The experimental data (actually, quasi-experimental data since Genesis II clients were not randomly assigned to the program) represented the sum of: 1) direct treatment effect--that is, program or treatment effect on client employment that was directly attributable to the provision of all treatment and services offered through the vocational development phase of the Genesis II program; plus 2) general treatment effects; plus 3) indirect program effects; plus 4) expectancy effects or Hawthorne effects. Experimental data were comprised of the same components as comparison data *plus* a unique component attributable to client participation in the vocational development phase of the Genesis II program.

5. Analysis of Direct Treatment Effects

Experimental data were compared with baseline data to determine if the change in employment status for clients who completed the vocational development phase of Genesis II was significantly greater than correspondent changes for clients who did not participate in that phase of the program. The difference of differences of proportions test¹ was the analytic method used to separate direct treatment effect (change in proportion of clients employed for clients successfully completing Genesis II) from general treatment effects, Hawthorne effects, and/or indirect program effects (represented by changes in proportions of clients employed within each of the other termination status groups).

¹Hubert M. Blalock, *Social Statistics*, Second Edition (New York: McGraw-Hill Book Company, 1972), pp. 230-232.

Table 33 has been prepared to illustrate the actual comparisons made and to present results of analyses. A nonsignificant value of the test statistic, Z, was interpreted to mean that there was no discernible treatment effect due to vocational counseling, employment services, or any other activities related to vocational development.^{1,2} A significant value of Z meant that participation in Phase III of Genesis II produced a treatment effect (increase in proportion of clients employed) *directly* attributable to receipt of vocational counseling, employment services, and associated activities.

The results presented in Table 33 support the following conclusions. Client participation in the vocational development phase of the Genesis II program *did not* yield an increase in employment that was significantly greater than the change observed for the *group* of clients who *did not* participate.³ *The vocational development phase of the Genesis II program has not contributed to increased client employment.* This conclusion must be accepted on a tentative basis since there have only been 7 clients who have been successfully terminated from Genesis II.

¹ Z is the test statistic for the difference of differences of proportions test.

² Results in Table 31 represent total treatment effects, which include general treatment effects; Hawthorne effects; indirect program effects; and direct treatment effects.

³ Clients who successfully completed Genesis II did exhibit an increase in employment that was significantly greater than the proportional increase in employment that was observed for clients who recidivated/absconded. For this latter group, there is some evidence that employment status at point of termination (the last day a client attended Genesis II) was confounded with employment status *after* the clients recidivated or absconded. Hence, the proportion of clients within this termination status group who actually were employed at point of termination may have been *underestimated*. As a result, the difference of changes in employment status between the 2 groups may actually not be significantly different.

TABLE 33
GENESIS II CLIENTS: EFFECT OF VOCATIONAL COUNSELING
AND EMPLOYMENT SERVICES ON EMPLOYMENT STATUS

| TERMINATION STATUS GROUP ^a | | DIFFERENCE OF PROPORTIONS OF CLIENTS EMPLOYED ^{b,c} ($p_T - p_I$) | | DIFFERENCE OF DIFFER- ENCES OF PROPOR- TIONS, $Z^{d,e,f}$ |
|---------------------------------------|-----------------|--|---------|---|
| Group 1 | Group 2 | Group 1 | Group 2 | |
| S ^g | N + U/LC + U/RA | .50 | .11 | 1.44 |
| S | N | .50 | .10 | 1.34 |
| S | U/LC | .50 | .29 | 1.07 |
| S | U/RA | .50 | -.09 | 2.06 |

^aCoding Scheme:

- S: Successful Termination ($n_S = 7$).
 N: Neutral Termination ($n_N = 14$).
 U/LC: Unsuccessful Termination, Lack of Cooperation/Failure to Participate ($n_{U/LC} = 14$).
 U/RA: Unsuccessful Termination, Recidivated/Absconded ($n_{U/RA} = 12$).

^bProportion of clients within a group employed at intake = p_I ;
 Proportion of clients within a group employed at termination = p_T .

^cDifference of proportions of clients employed with a group
 ($p_T - p_I$) = Proportion of clients within a group employed at
 termination (p_T) - Proportion of clients within a group employed
 at intake (p_I).

^dDifference of differences of proportions test,

$$Z = \frac{(p_{T, \text{Group 1}} - p_{I, \text{Group 1}}) - (p_{T, \text{Group 2}} - p_{I, \text{Group 2}})}{\sqrt{\frac{p_{I, \text{Group 1}} p_{I, \text{Group 1}}}{n_{I, \text{Group 1}}} + \frac{p_{T, \text{Group 1}} q_{T, \text{Group 1}}}{n_{T, \text{Group 1}}} + \frac{p_{I, \text{Group 2}} q_{I, \text{Group 2}}}{n_{I, \text{Group 2}}} + \frac{p_{T, \text{Group 2}} q_{T, \text{Group 2}}}{n_{T, \text{Group 2}}}}$$

$q = 1 - p$. Refer to Hubert M. Blalock, *Social Statistics*, Sec-
 ond Edition (New York: McGraw-Hill Book Company, 1972), pp. 228-
 230. The difference of differences of proportions test is a test
 of the effect of participation in the Vocational Development phase
 of Genesis II on client employment status.

^eA Z value equal to or greater than 1.65 is necessary to reject
 the null hypothesis of no difference in the changes in the pro-
 portions of clients within each of two groups who were employed
 at program intake and at program termination;

$$H_0: (p_{T, \text{Group 1}} - p_{I, \text{Group 1}}) = (p_{T, \text{Group 2}} - p_{I, \text{Group 2}});$$

$$H_1: (p_{T, \text{Group 1}} - p_{I, \text{Group 1}}) > (p_{T, \text{Group 2}} - p_{I, \text{Group 2}}).$$

^fA significant value of Z means that client participation in
 Phase III of Genesis II (Vocational Development) produced a
 treatment effect (increase in client employment) directly and
 solely attributable to program provision of vocational coun-
 seling and employment services.

^gClients who were successfully terminated were the only group of
 Genesis II clients who completed Phase III of the program, the
 phase devoted to Vocational Development.

Only 7 clients have participated in Phase III, the vocational development phase of the Genesis II program.

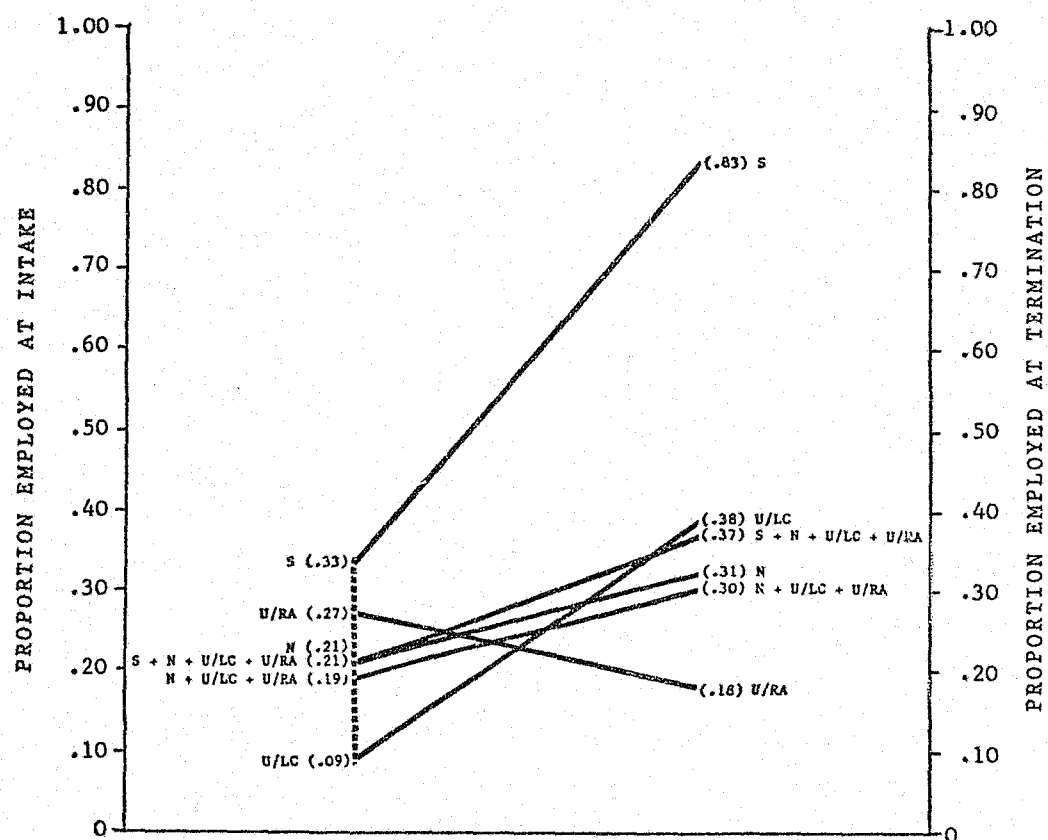
The increases in the proportions of clients employed were the result of general treatment effects, indirect program effects, and/or Hawthorne effects. General treatment effects were due to client participation in Phase I (Screening and Intake) and Phase II (Acquisition of Nonvocational Skills and Information). General treatment effects were due to acquisition of independent living skills and any other skills, information, counseling, and support obtained by clients during the first 2 phases of the Genesis II program. Any vocational counseling provided or any job placement services provided to clients within Phases I and II cannot be partitioned out. That is, increase in client employment facilitated by vocational counseling and job placement services provided during Phases I and II cannot be isolated, and, therefore, cannot be credited to the Vocational Development phase of the program (Phase III).

6. Graphic Representation of Analyses of Client Employment Status

Figure 2 is a graphic representation of results of analyses of client employment status. Proportions of clients within termination status groups who were employed at intake are plotted on the left side of Figure 2. The distances between the data points are not large, indicating that there were no significant differences among termination status groups in proportions of clients employed at intake. That is, there was no statistically discernible selection bias operating.

The data points plotted on the right side of Figure 2 are proportions of clients, within termination status groups, who were employed

FIGURE 2
PROPORTIONS OF GENESIS II CLIENTS EMPLOYED AT INTAKE
AND AT TERMINATION



----- Differences in proportions are not statistically significant.

Coding Scheme:

- S: Successful Termination ($n_S = 7$).
- N: Neutral Termination ($n_N = 14$).
- U/LC: Unsuccessful Termination, Lack of Cooperation/
Failure to Participate ($n_{U/LC} = 14$).
- U/RA: Unsuccessful Termination, Recidivated/Absconded
($n_{U/RA} = 12$).

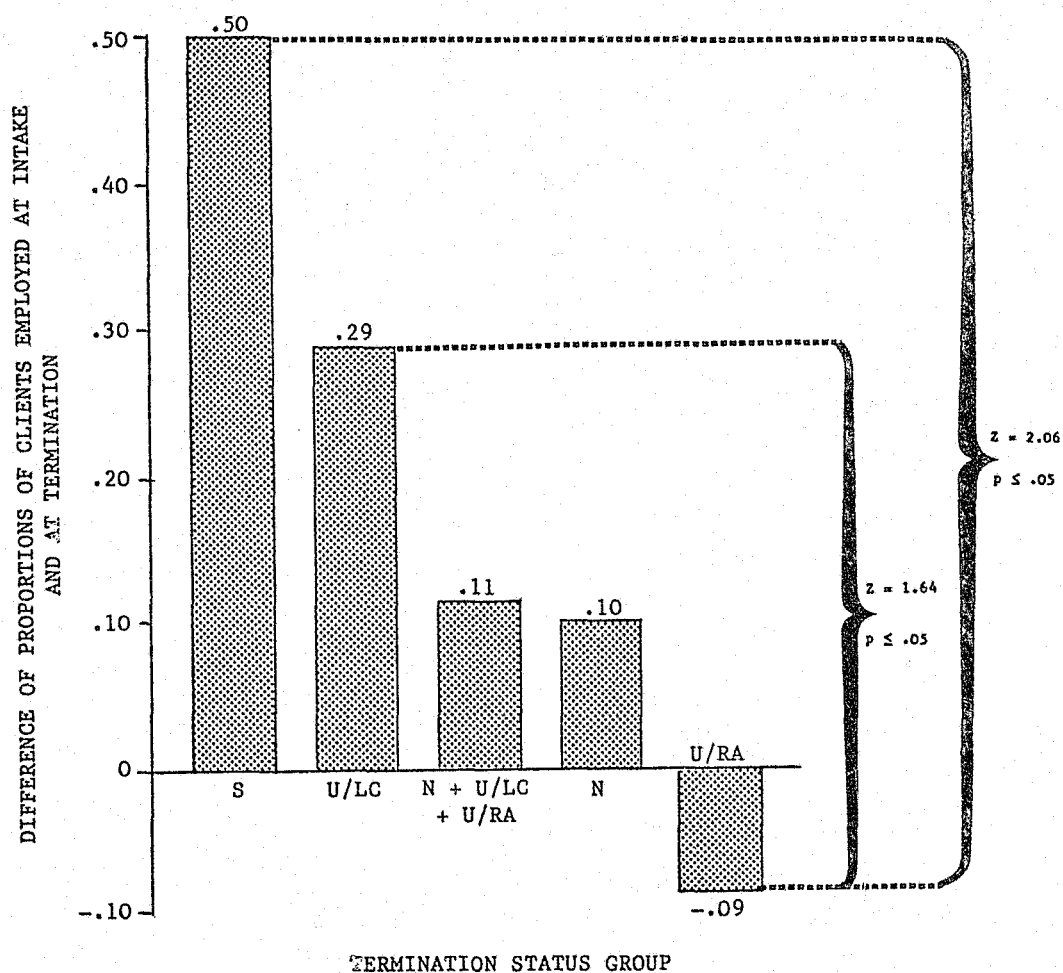
at termination. The line representing the group of clients who successfully terminated from Genesis II has the steepest positive slope. Clients who successfully completed Genesis II demonstrated the greatest increase in the proportion of clients employed between points of intake and termination. Except for the group of clients who recidivated or absconded, all groups exhibited statistically significant increases in the proportions of clients employed at termination from the program. (The slopes of the lines for these termination status groups are positive.) Clients who recidivated showed a nonsignificant decrease in employment (graphically depicted as a line with a negative slope). This latter result may be confounded by nondifferentiation of employment status at point of termination, and employment status following departure from the program.

Figure 3 provides the reader with a notion of: 1) magnitude of change (difference) in proportion of clients employed at intake and by point of termination (denoted by the vertical bars); 2) the differences in magnitudes of change in proportion of clients employed between termination status groups (vertical distances between tops of vertical bars); and 3) differences which were statistically significant.

Overall, there was not a statistically significant increase in client employment that was solely attributable to client participation in the vocational development phase of the program. As graphed in Figure 3, this finding is depicted as the *vertical distance between the top of the "S" vertical bar* (clients who successfully completed Genesis II, including the vocational development phase of the program) *and the "N + U/LC + U/RA" vertical bar* (representing all other clients--those

FIGURE 3

DIFFERENCES OF DIFFERENCES OF PROPORTIONS OF GENESIS II CLIENTS
EMPLOYED AT INTAKE AND AT TERMINATION



Coding Scheme:

- S: Successful Termination ($n_S = 7$).
- N: Neutral Termination ($n_N = 14$).
- U/LC: Unsuccessful Termination, Lack of Cooperation/
Failure to Participate ($n_{U/LC} = 14$).
- U/RA: Unsuccessful Termination, Recidivated/
Absconded ($n_{U/RA} = 12$).

who did not participate in the vocational development phase). *The distance between the differences in proportions is not significant.*

Although the findings are tentative, there were statistically significant differences in proportional changes in numbers of clients employed between clients who successfully completed the program and clients who recidivated or absconded; and between clients who recidivated/absconded and clients who were terminated for lack of cooperation/failure to participate. These findings are illustrated in Figure 3 as the vertical distances between the "S" and "U/RA" vertical bars and the "U/LC" and "U/RA" vertical bars, respectively.

7. Summary, Conclusions, and Discussion

There was an increase of .16 (16 percent) in the proportion of Genesis II clients who were employed between points of intake and termination. The increase was statistically significant. Proportions of clients employed increased for 3 termination status groups: 1) successful termination; 2) neutral termination; and 3) unsuccessful termination, lack of cooperation/failure to participate.

Clients who successfully completed the program demonstrated the greatest increase in proportion of clients employed (.33 to .83). (There were not enough observations to test this difference for statistical significance.) Clients who were terminated for neutral reasons also exhibited a significant increase in proportion of clients employed-- .21 to .31. Clients who were unsuccessfully terminated from Genesis II because they did not cooperate or participate in program activities comprised the third termination status group that

demonstrated a reduction in unemployment (.09 at intake to .38 at termination). Finally, clients who recidivated or absconded showed an increase in proportion of clients unemployed (.73 at intake to .82 at termination); however, the increase in unemployment was not statistically significant.

The proportions of clients who were employed at *intake* did not significantly differ across termination status groups. There was no statistically discernible tendency for clients who were employed at intake to be terminated either successfully, unsuccessfully, or neutrally. Intake employment status was unrelated to termination status. No confounding of results of analyses of client employment status occurred because of a selection bias.

Overall, the *changes* in the proportions of clients within termination status groups who were employed at intake and who were employed at termination were not significantly different *across* termination status groups. Nonsignificant differences of the differences (i.e., changes) in proportions of clients employed across termination status groups were interpreted to mean that the *vocational development phase of Genesis II did not substantially contribute to increased client employment*. This result must be cautiously interpreted because of the small number of observations, i.e., number of clients who actually participated in the vocational development phase of the Genesis II program.

The increase in client employment was the result of general treatment effects, Hawthorne effects, and/or indirect program effects. The general treatment effects that were observed were attributed to client acquisition of nonvocational skills and information; to individual and

group counseling; to assistance and support provided by staff and by other clients; and/or to all other treatment and services provided through the program--including those which may have been related to vocational development.

Any Hawthorne effects operating were probably due to client response to the extensive screening process they underwent prior to being accepted into the program. Clients were selected to take part in (to be a group member of) a corrections treatment program where they were expected to seek employment, and they responded accordingly. Possible indirect program effects were attributed to factors such as community awareness of Genesis II and subsequent willingness to hire Genesis II clients. Hawthorne effects and indirect program effects could not be partialled out from the general treatment effects, but have been discussed to make the reader aware of their possible existence and influence on client employment.

How did Genesis II policy and programming facilitate client entry into the job market?

Genesis II staff served as a liaison between the program and a variety of public programs and agencies that provided job placement services. Among the programs and agencies with which cooperative efforts were expended were: Minneapolis and St. Paul CETA Title I Manpower Programs; Working Opportunities for Women (WOW) program; the LEAP program; Career Clinic; CHART program; HIRED program; the Multi Resources Centers rehabilitation program; the Minnesota Department of Economic Security; and the Minnesota Department of Vocational Rehabilitation. Genesis II clients were assisted in job-seeking endeavors by staff from a variety

of programs/agencies which provide a wide range of employment/placement services.

As a result of efforts extended by clients, Genesis II staff, and staff of both public and private agencies, clients obtained nontraditional jobs such as interstate truck driver, MTC bus driver, taxi driver, and gas station manager. Other Genesis II clients secured unskilled or semi-skilled positions traditionally held by females--nurse's aide, food preparation supervisor, and cosmetics salesperson. *Given the fact that a majority of these clients were unskilled when they entered the job market, it does not appear that the Genesis II clients who did secure positions can be classified as underemployed.*

To date, Genesis II has demonstrated the greatest impact in supporting client attainment of sanctioned vocations by maintaining policy and related programming designed to facilitate client entry into the public job market. Genesis II has effectively utilized public and private resources to place clients in traditional and nontraditional occupations.

Finally, the Genesis II program director and the DVR vocational counselor assigned to Genesis II have reported that a number of clients who expressed the intention to secure employment either lacked skills required to retain jobs or had never had any work experience. Immediate plans for revising Genesis II programming include securing the cooperation of business leaders to support an on-site job training program. The training program will serve to provide Genesis II clients with work experience. The vocational counselor from DVR has stated that program goals will not only address quantity and quality of products produced, but will also address development of job retention skills such as punctuality and

accuracy.

In the future, Genesis II staff will work with the DVR counselor to prepare clients to hold a job by providing them with on-site work experience and by teaching job retention skills which the clients will practice while enrolled in Genesis II. As in the past, cooperative effort will be maintained with public agencies and programs to facilitate client job placement.

CHAPTER XIII

PERFORMANCE EVALUATION: CLIENT VOCATIONAL OUTCOME

The strategies which Genesis II clients employed to attain a successful vocational outcome have been thoroughly examined. It is appropriate at this point to appraise the impact of these strategies. As the reader will recall, part-time or full-time employment; enrollment in an academic/vocational program; in-home service as a homemaker; and/or serving as a volunteer worker were viewed as successful (sanctioned) vocational outcomes within the Genesis II program structure. This evaluation considered students, homemakers, and volunteers to be "successful" vocational positions *only if* a client had a *private* source of financial support.¹

With this single restriction in mind, the following questions can now be answered:

1. *Consistent with the operationalized program goal, have 85 percent of the clients who successfully completed the Genesis II program attained a successful vocational outcome?*
2. *Between points of intake and termination, were there significant increases in the proportions of Genesis II clients who achieved a successful vocational outcome?*
3. *Was there a selection bias operating? Were clients who had attained a sanctioned vocation by point of intake more likely to be successfully, neutrally, or unsuccessfully terminated from Genesis II?*
4. *Participation in the vocational development phase*

¹Private sources of financial support included: spouse/partner, friends, relatives, scholarships, training grants, school loans.

of Genesis II (Phase III) was hypothesized, by program staff, to be critical to attainment of a successful vocational outcome. Was the vocational outcome for clients who participated in Phase III of the program significantly different than the vocational outcome for clients who did not participate in the third phase of Genesis II?

A. GENERAL TREATMENT EFFECTS

There was a significant increase (.13, or 13 percent) in the proportions of clients who attained a sanctioned vocation by point of termination from the program (Table 34). Clients who were successfully terminated, as a group, exhibited the greatest proportional increase in numbers achieving sanctioned vocations-- .43 to .86, an increase of .43 or 43 percent. (There were too few cases to test this difference for statistical significance.)

Clients who terminated for neutral reasons and the group of clients who were unsuccessfully terminated for lack of cooperation/failure to participate demonstrated statistically significant increases in proportions of clients realizing sanctioned vocational outcomes, .29 to .36 and .29 to .43, respectively. The clients who were terminated because they recidivated or absconded showed neither an increase or decrease in the proportion of the group who attained a sanctioned vocational outcome by point of termination from Genesis II (.33 at intake and at termination).

B. CHECK FOR SELECTION BIAS

The issue of the internal validity of results of analyses of vocational outcome must be addressed. As was the case for employment status, a check for possible confounding due to selection was necessary. The

TABLE 34

GENESIS II CLIENTS: VOCATIONAL OUTCOME AS A FUNCTION
OF TERMINATION STATUS

| TERMINATION STATUS | NUMBER OF CLIENTS | PROPORTION ATTAINING SANCTIONED VOCATION ^{a,b} | | NET CHANGE ^{c,d} ($p_T - p_I$) |
|---|----------------------|--|-------------|--|
| | | INTAKE | TERMINATION | |
| Successful Termination (S) | 7 | .43 | .86 | .43 ^e |
| Neutral Termination (N) | 14 | .29 | .36 | .07 ^f |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LC) | 14 | .29 | .43 | .14 ^g |
| Unsuccessful Termination, Re- cided/Absconded (U/RA) | 12 | .33 | .33 | -0- ^e |
| TOTAL: | 47 | | | |
| AVERAGE: | | .32 | .45 | .13 ^h |

^a Proportion of clients who were: 1) employed, full time or part time, or who were 2) students, homemakers or volunteer workers and who had a private source of financial support.

^b Proportion attaining a sanctioned (successful) vocational outcome = (Number of clients within a group who were employed + Number of clients within a group who were students, homemakers, or volunteer workers and who had a private source of financial support) ÷ (Number of clients within a group - Number of clients within a group for whom data are missing).

^c Net change = Proportion of clients within a group who had attained a sanctioned vocation at termination from the program (p_T) - Proportion of clients within a group who had attained a sanctioned vocation at program intake (p_I).

^d A positive net change indicates an overall increase in the proportions of clients within a group who had attained a sanctioned vocation at termination from the program.

^e There were too few shifts in the numbers of clients within a group who had not attained a sanctioned vocation at intake, but had attained a sanctioned vocation at termination, or vice versa, to allow computation of McNemar's test for correlated proportions. (See James V. Bradley, *Distribution-Free Statistical Tests* [Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1968], pp. 183-184.) A statistical test of the null hypothesis of no change in the proportions of clients within a group who attained a sanctioned vocation at intake and who attained a sanctioned vocation at termination cannot, therefore, be conducted.

^f McNemar's test for correlated proportions with $r = 4$ and $n = 7$ is significant, $p \leq .05$ (two-tailed); r = number of clients within a group who had not attained a sanctioned vocation at intake but had attained a sanctioned vocational outcome at termination; and n = number of clients within a group who had attained a sanctioned vocation at intake but had no sanctioned vocation by termination + number of clients within a group who had not attained a sanctioned vocation at intake but had attained a sanctioned vocational outcome at termination. The null hypothesis of no change in proportions attaining a sanctioned vocation is rejected. More clients had attained a sanctioned vocation at termination.

^g McNemar's test for correlated proportions with $n = 4$ and $n = 6$ is significant, $p \leq .05$ (two-tailed). The null hypothesis of no change in proportions attaining a sanctioned vocation is rejected. More clients had attained a sanctioned vocation at termination.

^h McNemar's test for correlated proportions with $r = 13$ and $n = 19$ is significant, $p \leq .05$ (two-tailed). The null hypothesis of no change in proportions attaining a sanctioned vocation is rejected. By termination, more Genesis II clients, regardless of termination status, had attained a sanctioned vocational outcome.

check was needed in order to ascertain if clients were subjected to differential program response (treatment) if they had attained a sanctioned vocation by the time they entered Genesis II.

Difference of proportions tests between termination status groups were not significant (Table 35). Across termination status groups, the proportions of clients who had attained a sanctioned vocation by point of intake were not significantly different. Intake (input) vocational status was not related to termination (output) status. No confounding of results of analyses of vocational outcome occurred because of a selection bias.

C. ANALYSIS OF DIRECT TREATMENT EFFECTS

The effects on vocational outcome observed as a consequence of client participation in the vocational development phase of Genesis II were scrutinized. Specifically, any direct treatment effects attributable to participation in the vocational development phase of the program were isolated from combined general treatment effects, indirect program effects, and/or Hawthorne effects.

Was the vocational outcome of clients who participated in the vocational development phase of Genesis II (Phase III) significantly different than the vocational outcome of clients who did not take part? Was an effect observed that was directly attributable to client receipt of vocational counseling and employment services?

Difference of differences of proportions tests were used to partial out direct treatment effects (direct effects of vocational counseling and provision of employment services) from indirect program effects,

TABLE 35
GENESIS II CLIENTS: COMPARISONS OF THE PROPORTIONS OF CLIENTS
WHO HAD ATTAINED A SANCTIONED VOCATION
BY POINT OF INTAKE

| TERMINATION STATUS GROUP ^a | | PROPORTION ATTAINING SANCTIONED VOCATION BY INTAKE ^b | | DIFFERENCE OF PRO- PORTIONS TEST, Z ^{c,d,e} |
|---------------------------------------|---------|---|---------|--|
| Group 1 | Group 2 | Group 1 | Group 2 | |
| S | N | .43 | .29 | .48 |
| S | U/LC | .43 | .29 | .48 |
| S | U/RA | .43 | .33 | .43 |
| N | U/LC | .29 | .29 | -0- |
| N | U/RA | .29 | .33 | - .22 |
| U/LC | U/RA | .29 | .33 | - .22 |

^aCoding Scheme:

S: Successful Termination ($n_S = 7$).

N: Neutral Termination ($n_N = 14$).

U/LC: Unsuccessful Termination, Lack of Cooperation/Failure to Participate ($n_{U/LC} = 14$).

U/RA: Unsuccessful Termination, Recidivated/Absconded ($n_{U/RA} = 12$).

^bProportion (p) of clients within a group attaining a sanctioned (successful) vocational outcome = (Number of clients within a group who were employed + Number of clients within a group who were students, homemakers, or volunteer workers and who had a private source of financial support) ÷ (Number of clients within a group - Number of clients within a group for whom data are missing).

$$Z = \frac{p_{\text{Group 1}} - p_{\text{Group 2}} - 0}{\sqrt{\hat{p}_{\text{Group 1}} - p_{\text{Group 2}}}}$$

$$\hat{p}_{\text{Group 1}} - p_{\text{Group 2}} = \sqrt{\hat{p}_U \hat{q}_U} \sqrt{\frac{n_{\text{Group 1}} + n_{\text{Group 2}}}{n_{\text{Group 1}} n_{\text{Group 2}}}}$$

$$\hat{p}_U = \frac{n_{\text{Group 1}} n_{\text{Group 1}} + n_{\text{Group 2}} p_{\text{Group 2}}}{n_{\text{Group 1}} + n_{\text{Group 2}}}$$

$$\hat{q}_U = 1 - \hat{p}_U$$

^dA Z value equal to or greater than 1.65 is necessary to reject the null hypothesis of equality of proportions of clients attaining a sanctioned vocation at intake; $H_0: p_{\text{Group 1}} = p_{\text{Group 2}}$;

$$H_1: p_{\text{Group 1}} > p_{\text{Group 2}}$$

Refer to Hubert M. Blalock, *Social Statistics*, Second Edition (New York: McGraw-Hill Book Company, 1972), pp. 228-230.

^eA nonsignificant Z value indicates absence of selection bias.

Hawthorne effects, and general treatment effects. Results of those tests are summarized in Table 36. The table shows that participation in the vocational development phase of Genesis II did *not* yield statistically significant changes in client vocational outcome. As a group, clients who successfully completed the program, which included making use of the vocational counseling and employment services offered by Genesis II, did not demonstrate vocational gains superior to those realized by clients who did not receive similar counseling and services.

D. GRAPHIC REPRESENTATION OF ANALYSES OF CLIENT VOCATIONAL OUTCOME

Figure 4 and Figure 5 have been designed to illustrate results of analyses of client vocational outcome.

Figure 4 shows the changes in the proportions of clients, by termination status group, who had achieved a sanctioned vocation by point of intake and by point of termination from Genesis II. Proportions of client groups which had a sanctioned vocation at intake are plotted in the left half of Figure 4. The data points (proportions) are clustered. The differences between proportions were not statistically significant. In other words, the proportions of clients who had attained a successful--sanctioned--vocation by point of intake were not significantly different. There was no statistically discernible selection bias operating.

Proportions of clients within termination status groups who attained a program-sanctioned vocation by termination from Genesis II are plotted on the right side of Figure 4. In general, the lines fitted have positive slopes, indicating there were increases in the proportions of

TABLE 36

EFFECT OF PARTICIPATION IN THE VOCATIONAL DEVELOPMENT PHASE
OF GENESIS II ON CLIENT VOCATIONAL OUTCOME

| TERMINATION STATUS GROUP ^a | | DIFFERENCE OF PROPORTIONS OF CLIENTS ATTAINING SANCTIONED VOCATION ^{b,c} ($P_T - P_I$) | | DIFFERENCE OF DIFFER- ENCES OF PROPOR- TIONS, $Z^{d,e,f}$ |
|---------------------------------------|-----------------|--|---------|---|
| Group 1 | Group 2 | Group 1 | Group 2 | |
| S ^g | N + U/LC + U/RA | .43 | .07 | 1.44 |
| N | N | .43 | .07 | 1.32 |
| S | U/LC | .43 | .14 | 1.00 |
| S | U/RA | .43 | -0- | .75 |

^aCoding Scheme:S: Successful Termination ($n_S = 7$).N: Neutral Termination ($n_N = 14$).U/LC: Unsuccessful Termination, Lack of Cooperation/
Failure to Participate ($n_{U/LC} = 14$).U/RA: Unsuccessful Termination, Recidivated/Absconded
($n_{U/RA} = 12$).^bProportion of clients within a group attaining a sanctioned,
successful, vocation by intake = P_I ; Proportion of clients
within a group attaining a sanctioned vocation at termination
= P_T .^cDifference of proportions of clients within a group attaining
a sanctioned vocation ($P_T - P_I$) = Proportion of clients within
a group who attained a sanctioned vocation by termination (P_T)
- Proportion of clients within a group who attained a sanctioned
vocation by point of intake (P_I).^dDifference of differences of proportions test,

$$Z = \frac{(P_{T, \text{Group 1}} - P_{I, \text{Group 1}}) - (P_{T, \text{Group 2}} - P_{I, \text{Group 2}})}{\sqrt{\frac{P_{I, \text{Group 1}} Q_{I, \text{Group 1}}}{n_{I, \text{Group 1}}} + \frac{P_{T, \text{Group 1}} Q_{T, \text{Group 1}}}{n_{T, \text{Group 1}}} + \frac{P_{I, \text{Group 2}} Q_{I, \text{Group 2}}}{n_{I, \text{Group 2}}} + \frac{P_{T, \text{Group 2}} Q_{T, \text{Group 2}}}{n_{T, \text{Group 2}}}}$$

$q = 1 - p$. Refer to Hubert M. Blalock, *Social Statistics*, Sec-
ond Edition (New York: McGraw-Hill Book Company, 1972), pp. 228-
230. The difference of differences of proportions test is a test
of the effect of participation in the Vocational Development phase
of Genesis II on client vocational outcome.

^eA Z value equal to or greater than 1.65 is necessary to reject
the null hypothesis of no difference in the changes in the pro-
portions of clients within each of two groups who attained a
sanctioned vocation at program intake and at program termination;

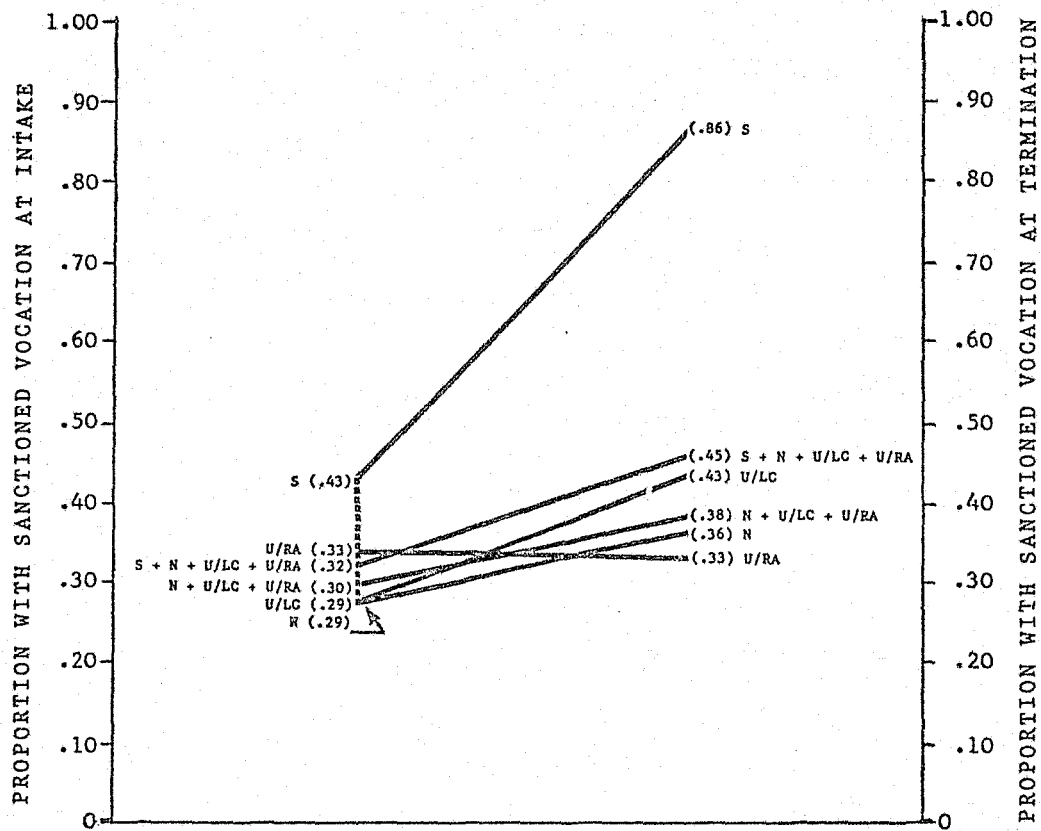
$$H_1: (P_{T, \text{Group 1}} - P_{I, \text{Group 1}}) = (P_{T, \text{Group 2}} - P_{I, \text{Group 2}})$$

$$H_1: (P_{T, \text{Group 1}} - P_{I, \text{Group 1}}) > (P_{T, \text{Group 2}} - P_{I, \text{Group 2}})$$

^fA significant value of Z means that client participation in
Phase III of Genesis II (Vocational Development) produced a
treatment effect (increase in client successful vocational out-
come) directly and solely attributable to program provision of
vocational counseling and employment services.^gClients who were successfully terminated were the only group of
Genesis II clients who completed Phase III of the program, the
phase devoted to Vocational Development.

FIGURE 4

PROPORTIONS OF GENESIS II CLIENTS WHO HAD A SANCTIONED VOCATION
AT INTAKE AND AT TERMINATION FROM THE PROGRAM



----- Differences in proportions are not statistically significant.

Coding Scheme:

- S: Successful Termination ($n_S = 7$).
- N: Neutral Termination ($n_N = 14$).
- U/LC: Unsuccessful Termination, Lack of Cooperation/
Failure to Participate ($n_{U/LC} = 14$).
- U/RA: Unsuccessful Termination, Recidivated/Absconded
($n_{U/RA} = 12$).

clients who attained a sanctioned vocation between points of intake and termination.

Figure 5 illustrates: 1) the magnitude of change (difference) in proportions of clients with a sanctioned vocation between program intake and termination; and 2) differences, between termination status groups, in magnitudes of change in proportions of clients with a sanctioned vocation (vertical distances between tops of vertical bars). None of the differences (vertical distances) are significantly different. The group of clients who successfully completed the program, that is, who made use of the vocational counseling and employment services offered by Genesis II, did demonstrate vocational gains greater than those achieved by clients who did not receive similar counseling and service; but the gain was not statistically significant.

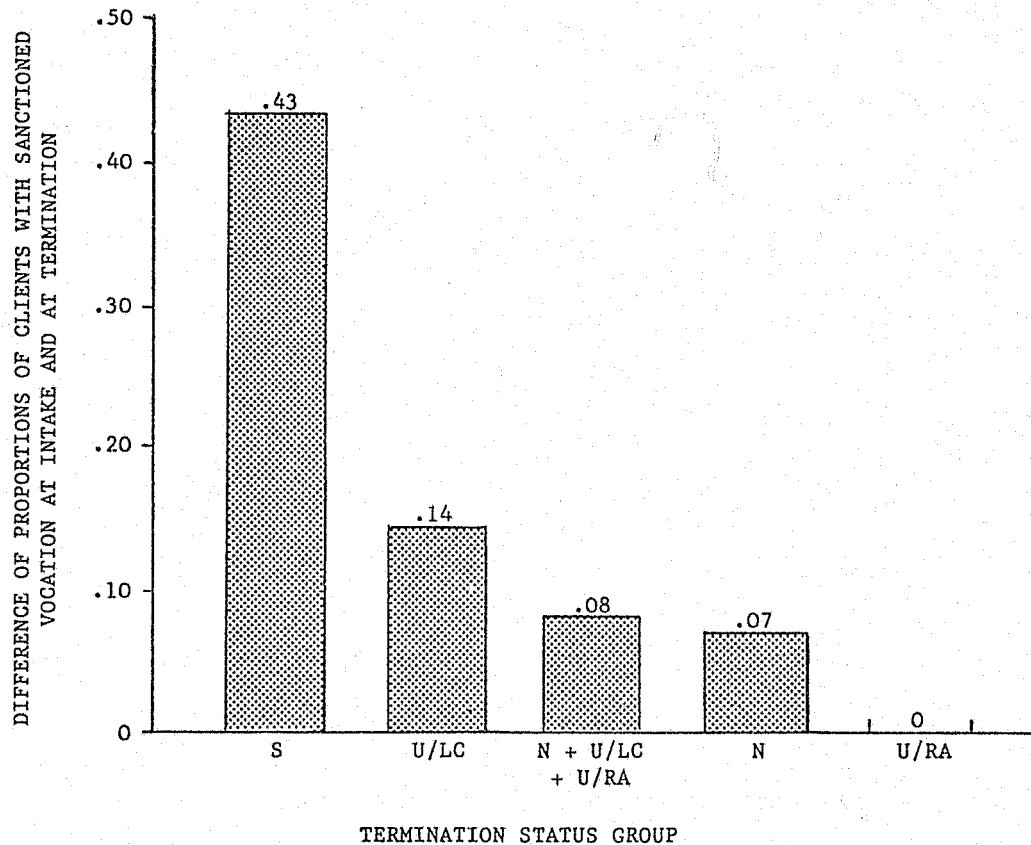
E. APPRAISAL OF THE VOCATIONAL OUTCOME PROGRAM GOAL

Both absolute and relative standards are employed to appraise the effectiveness of corrections treatment programs. Perhaps the most frequently used absolute standard is the operationalized program goal. An operationalized program goal specifies a criterion level or range of program performance that is expected or anticipated. *Has Genesis II demonstrated the expected level of performance in facilitating client attainment of sanctioned vocations? Has the program met the standard to which it is held accountable? Has Genesis II achieved its program goal pertaining to client vocational outcome?*

The answer to these questions is complex because a methodological issue has surfaced which dictates need for qualification of statements

FIGURE 5

DIFFERENCES OF DIFFERENCES OF PROPORTIONS OF GENESIS II CLIENTS
WHO HAD A SANCTIONED VOCATION AT INTAKE AND AT TERMINATION
FROM THE PROGRAM



Coding Scheme:

- S: Successful Termination ($n_S = 7$).
- N: Neutral Termination ($n_N = 14$).
- U/LC: Unsuccessful Termination, Lack of Cooperation/
Failure to Participate ($n_{U/LC} = 14$).
- U/RA: Unsuccessful Termination, Recidivated/
Absconded ($n_{U/RA} = 12$).

about absolute effect. Strictly speaking, Genesis II attained the criterion level specified within the operationalized program goal pertaining to client vocational outcome. Of the clients who were successfully terminated from the program, 86 percent achieved a sanctioned vocational outcome (Table 34).¹

Data on client vocational outcome were *reanalyzed*, however, because a situation existed in which:

The performance level of clients who successfully completed the program met the criterion level specified in the vocational outcome program goal; *but*

A program goal specifying the expected number (proportion) of clients who should have successfully completed the program *had not been formulated*.

The methodological issue that presented itself and dictated the need for reanalysis of data was unreliability of results (of analyses of vocational outcome) due to *inadequate operationalization of program goals*.² Without a proxy estimate for expected number of successful terminations, there was no objective way to establish the number of clients that equalled 85 percent of the successful terminations--or, the total number of clients (successful terminations) who should have achieved a sanctioned vocational outcome. Thus, the data on vocational outcome for clients who successfully completed Genesis II were reanalyzed, controlling for (that is, considering) the expected number of

¹The operationalized program goal stipulated that 85 percent of clients who were successfully terminated would achieve a sanctioned vocational outcome.

²Unreliability of results due to inadequate operationalization of program goals is analogous to the threat to internal validity that Campbell has termed "instability." Refer to D. T. Campbell, "Reforms as Experiments," *American Psychologist*, 24 (April, 1969), pp. 409-429.

successful terminations.¹

Using 20 clients as the standard against which the criterion level of 85 percent is applied, it was seen that 17 of the 20 clients who should have successfully completed Genesis II should have attained a sanctioned vocational outcome. Six clients who successfully completed the program *actually* attained a sanctioned vocational outcome. Therefore, only 35 percent of the expected number of clients successfully completing the program achieved a sanctioned vocation by point of termination from Genesis II.

When a reasonable standard was applied, it was found that 6 clients who successfully completed Genesis II attained a sanctioned vocation, but 17 clients were expected to have successfully completed the program and achieved a sanctioned vocation; 35 percent rather than 85 percent of the expected number of successfully terminated clients achieved a sanctioned vocation by the time they left Genesis II. Consequently, based on this revised figure, it is concluded that Genesis II did not achieve its program goal pertaining to client vocational outcome.

F. SUMMARY, CONCLUSIONS, AND DISCUSSION

By definition, the results of analyses of client effort to attain successful--sanctioned--vocations should parallel results of analyses

¹The average proportion of successful terminations in residential community-based corrections treatment programs is defined, here, to represent the expected proportion of successful terminations from Genesis II. The average proportion of successful terminations in residential community-based corrections treatment programs was .43 (Table 28). Forty-three percent of the 47 Genesis II clients who have been terminated is 20 clients. Twenty Genesis II clients is considered to be the *expected* number of successful terminations.

of client strategies to attain a vocation. In general, this has occurred. There was a 13 percent increase in the number of Genesis II clients who achieved a sanctioned vocation by the time they left the program.

Recall, however, that homemaking, being a student, or doing volunteer work were considered legitimate vocational outcomes within the Genesis II program, *but*, they were considered so *only* in instances where clients had a private source of financial support. The percentage change in numbers of clients attaining a sanctioned vocation was lower than anticipated because some clients who were homemakers, students, or volunteers and had either a private or public source of financial support at intake *had a public source of financial support at termination*. Thus, after controlling for source of financial support, an increase in the proportion of clients achieving a sanctioned vocation was observed; but, the overall increase was less than the sum of the increases in the total numbers of clients who: 1) enrolled in an academic training program; 2) enrolled in a vocational training program; 3) were employed; 4) were homemakers; or 5) were volunteers at termination.

The major strategies utilized by clients to achieve a program-sanctioned vocation have been thoroughly discussed, as have coincidental recommendations for changes in policy and programming. *What, then, remains to be discussed about client vocational outcome?* The answer is: additional recommendations for change in Genesis II policy and programming.

The changes in policy and programming which have been generated by Genesis II have revolved around:

1. Assignment of professionals to Genesis II who can afford clients treatment (e.g., vocational assessment, evaluation, and counseling) and services (e.g., courses in adult education) which Genesis II staff could not provide at the assessed level of client need.
2. Coordination of effort of Genesis II staff and volunteers with effort of the staffs of other public and private agencies and programs to furnish clients with a comprehensive range of educational and vocational treatment and services.
3. Movement to a systems level approach to client vocational planning and development--that is, coordinated utilization of *private* and *public* resources to establish and implement client career plans.

The major recommendations for changes in policy made within this report have pertained to client preparation for entry into a profession or vocation. Specifically, it has been recommended that: 1) adult education courses be incorporated as "core courses" within the Genesis II Phase II curriculum; 2) enrollment in the adult education program be mandatory for clients who have not earned a high school diploma or GED and for clients who cannot pass proficiency tests; and 3) enrollment in the adult education program be a condition of admission into Genesis II for these clients.

Based upon evidence of past client reticence to utilize vocational resources and failure to complete the vocational development phase of Genesis II, it is strongly recommended that *additional* policy/programming changes be implemented. First, *vocational assessment and evaluation should be incorporated within the Screening and Intake phase of the program (Phase I)*. The vocational counselor from DVR and the Genesis II program coordinator should evaluate client "readiness" to (at minimum) earn a GED, to enroll in a vocational training program, or to seek/retain

employment. Individuals who are categorized as severely dysfunctional (psychologically, socially, and/or physically), and not able to use Genesis II treatment and services, should be referred to agencies or programs which will provide the intensive, long-term rehabilitative treatment and services they require. Genesis II should only continue to provide services to individuals who, by the end of Phase I, are appraised to be functionally able to complete their formal education, enroll in a vocational training program, or hold a job while enrolled in Genesis II.

Second, Genesis II should employ behavioral contracting with clients. Negotiated terms of program admission and continuation should be specified in a written contract. The behavioral contract should specify exactly what a client will do in terms of securing educational and/or vocational training and when the anticipated behaviors will occur. It does not appear that any client should be allowed to begin Phase II (Acquisition of Nonvocational Skills and Information) unless or until vocational assessment and evaluation have been completed and a behavioral contract established between Genesis II and the client. To allow for these changes in policy and programming, Genesis II should revise its program goals accordingly.

Finally, it is recommended that the Genesis II Advisory Board prepare a document containing revised policy statements, revised program goals, as well as an overview of program structure, in order to reflect changes in policy and programming. This document should be forwarded to the program's sponsoring unit of government; to the implementing agency; and to the funding agency, the Crime Control Planning Board.

CHAPTER XIV

EVALUATION OF RELATIVE EFFECTIVENESS: CLIENT VOCATIONAL OUTCOME

Because the 3 strategies employed by Genesis II clients were general strategies which corrections treatment programs have traditionally encouraged clients to adopt to attain vocations, it has been possible to: 1) analyze the success demonstrated by Genesis II in facilitating client adoption of the strategies; and, in this chapter, 2) *compare* the relative success of different corrections treatment programs/rehabilitation modes in encouraging clients to utilize the strategies.

The questions which are answered through evaluation of relative (comparative) effectiveness include the following:

- *Does participation in community-based corrections treatment programs/projects promote substantial increases in the proportions of client populations who attain sanctioned vocations?*
- *Following program participation, what are the magnitudes of the residual problems of unemployment and lack of academic/vocational training within client populations?*
- *How does the performance of a nonresidential community-based corrections treatment program (Genesis II) compare with the performance of residential community-based corrections treatment programs and traditional rehabilitation modes with regard to client success in adopting vocational strategies?*

For the purposes of this report, evaluation of relative effectiveness entailed comparison of treatment effects for similar goals across treatment programs/rehabilitation modes. The standard against which all

other comparable performance measures were related to, or compared with, was the performance index (measure) representing the greatest magnitude of treatment effect. *Measures of effect were ranked from high to low across treatment programs/rehabilitation modes, thus demonstrating the effectiveness of any or all of the treatment programs or rehabilitation modes in relation to each other.*

Evaluation of relative effectiveness involved appraisal of the comparative success clients had in adopting various strategies that enabled them to attain a vocation. In addition, the *total activity* of client groups was estimated by program/project/rehabilitation mode, then ranked, compared, and contrasted.¹ Total activity, rather than a measure of vocational outcome, has been used as the index of program performance for this reason. Genesis II is the only treatment program among the treatment programs/rehabilitation modes compared for which an operational definition of "successful vocational outcome" was formulated. There was no way to determine what criteria other treatment programs/rehabilitation modes might have used to define successful vocational outcome (or an equivalent measure). As a result, a *proxy measure* which could be operationally defined and unambiguously applied had to be employed. That index was total activity, and it was employed in place of a measure of vocational outcome.

Measures of vocational strategies adopted as well as the total activity indices are listed in Table 37 for Genesis II and for comparison

¹Total activity was computed as the percentage of clients who adopted any of the following vocational strategies: 1) enroll in or complete an academic training program; 2) enroll in or complete a vocational training program; or 3) secure or retain full-time or part-time employment.

treatment programs and rehabilitation modes.¹ The performance measures have been scaled and ranked from "1" to "4." A rank of "1" indicates:

- greatest percentage increase in number of clients enrolling in/completing an academic training program;
- greatest percentage increase in number of clients enrolling in/completing a vocational training program;
- highest percentage of clients employed full time or part time; or
- highest level of total client activity.

A rank of "1" indicates "greatest treatment effect observed."

A "4" indicates:

- smallest percentage increase in number of clients enrolling in/completing an academic training program;
- smallest percentage increase in number of clients

¹Data from halfway houses and the P.O.R.T. projects were for male and female clients. Data from Project Newgate and from Genesis II were for female clients. With the exception of Genesis II, the treatment programs that were selected for comparison are (were) residential community-based corrections treatment programs. Detailed information on treatment models employed, program structure, and program staff was only available for Genesis II and Project Newgate for Women. Finally, clients were nonrandomly assigned to the treatment programs or rehabilitation modes.

As a consequence, it is not possible to assert that findings can be unequivocally interpreted. Findings cannot be readily classified or qualified on the basis of treatment models employed, program structure, or other program-related data. It is not possible to generalize results to offender populations. Thus, it is not possible to assert that similar rankings of relative effect would be observed for future client populations. Past performance cannot be utilized to predict future performance with any estimable degree of certainty.

Because these factors are operating to limit statements about the reliability of results presented in Table 37, no statistical tests have been applied to detect significant cross-program or cross-modal differences in treatment effects. Comparisons made are exclusively descriptive.

enrolling in/completing a vocational training program;

- smallest percentage of clients employed full time or part time; or
- lowest level of total client activity.

A rank of "4" represents "smallest treatment effect observed."

A. RANKING OF THE PERCENTAGES OF CLIENTS WHO ENROLLED
IN OR COMPLETED AN ACADEMIC TRAINING PROGRAM

Genesis II ranked third behind Project Newgate for Women and P.O.R.T. projects in percentage of clients enrolling in or completing an academic training program (such as an adult education program). Table 37 shows that Project Newgate for Women had 3 times as many clients enroll in or complete academic training programs as did Genesis II. Compared to Genesis II, about twice as many P.O.R.T. clients enrolled in academic training programs. Overall, Project Newgate for Women ranked first in percentage of clients enrolling in or completing academic training programs; P.O.R.T. projects ranked second; Genesis II ranked third; and halfway houses ranked fourth.

B. RANKING OF THE PERCENTAGES OF CLIENTS WHO ENROLLED
IN OR COMPLETED A VOCATIONAL TRAINING PROGRAM

Project Newgate for Women and P.O.R.T. projects maintained the 1-2 ranking in relation to percentages of clients enrolling in or completing a vocational training program. Genesis II ranked fourth, behind the former two (kinds of) projects and the halfway houses. More than 4 times as many Newgate clients as Genesis II clients enrolled in or completed vocational training programs. More than 2 times as many P.O.R.T. project clients enrolled in or completed vocational training programs as compared

to Genesis II clients. Finally, twice as many halfway house clients as Genesis II clients enrolled in or completed a vocational training program (Table 37).

C. RANKING OF THE PERCENTAGES OF CLIENTS EMPLOYED ON A FULL-TIME OR PART-TIME BASIS

When they left the projects, 61.2 percent of the P.O.R.T. project clients were employed--the highest percentage of clients employed across the treatment programs/rehabilitation modes compared. Project Newgate ranked second, with 45.1 percent of its clients employed by point of termination from the program. Genesis II was tied with halfway houses in percentages of clients employed at termination--37.2 percent and 37.6 percent of clients employed either full time or part time at termination.

D. TOTAL CLIENT ACTIVITY/SUMMARY AND CONCLUSIONS ABOUT RELATIVE EFFECTIVENESS

Table 38 provides an easily interpretable mechanism for summarizing results of analyses of relative effectiveness. In total, the performance of Project Newgate for Women was superior to the performance of any of the treatment programs or projects with which it was compared. Project Newgate for Women had: 1) the highest percentage of clients enroll in or complete an academic school/program; 2) the highest percentage of clients enroll in a vocational training program; 3) the second highest percentage of clients employed full time or part time at point of termination from the program; and, consequently, 4) the highest total activity index among the programs/projects compared.

Overall, P.O.R.T. projects ranked second to Project Newgate for Women on all measures, with the exception of percentage of clients

TABLE 37

COMPARISONS OF VOCATIONAL STRATEGIES ADOPTED BY AND TOTAL ACTIVITY LEVELS OF GENESIS II CLIENTS
AND CLIENTS OF SELECT TREATMENT PROGRAMS/REHABILITATION MODES

| MEASURES OF VOCATIONAL STRATEGIES ADOPTED/TOTAL ACTIVITY | TERMINATION STATUS ^a | PERCENT OF INCREASE BY TREATMENT PROGRAM/REHABILITATION MODE | | | | | |
|---|--|--|--|-----------------------------|--------------------------------|------------------------|--------------------------------------|
| | | Genesis II | Project Newgate for Women ^b | Halfway Houses ^c | P.O.R.T. Projects ^d | Probation ^e | Workhouse Incarceration ^f |
| Percentage of Clients Who Enrolled in or Completed Academic Training Program ^g | S | -0- (0/7) | 48.5 (16/33) | 21.9 (42/192) | 36.7 (22/60) | | |
| | N | 21.0 (3/14) | 62.5 (5/8) | 8.9 (11/124) | 35.2 (6/17) | | |
| | U/LC + U/RA | 16.0 (4/26) | 37.5 (6/16) | 8.2 (21/255) | 21.3 (20/94) | | |
| | TOTAL: | 15.0 (7/47) | 47.4 (27/57) | 13.0 (74/571) | 28.1 (48/171) | | |
| | SCALED TOTAL: ^h RANK: ⁱ | 15.0 (7/47) 3 | 47.4 (22.3/47) 1 | 13.0 (6/47) 4 | 28.1 (13.2/47) 2 | No data available. | No data available. |
| Percentage of Clients Who Enrolled in or Completed Vocational Training Program ^j | S | -0- (0/7) | 13.3 (4/30) | 12.4 (24/194) | 12.7 (7/55) | | |
| | N | 7.0 (1/14) | 37.5 (3/8) | 7.2 (9/125) | 25.0 (4/16) | | |
| | U/LC + U/RA | 3.8 (1/26) | 18.8 (3/16) | 6.4 (16/252) | 8.6 (8/93) | | |
| | TOTAL: | 4.3 (2/47) | 18.5 (10/54) | 8.5 (49/571) | 11.6 (19/164) | | |
| | SCALED TOTAL: RANK: | 4.3 (2/47) 4 | 18.5 (8.7/47) 1 | 8.5 (4/47) 3 | 11.6 (5.4/47) 2 | No data available. | No data available. |
| Percentage of Clients Who Were Employed Full Time or Part Time ^k | S | 83.0 (5/6) | 70.0 (21/30) | 65.6 (126/192) | 89.6 (52/58) | | |
| | N | 31.0 (4/13) | 16.7 (1/6) | 30.7 (39/127) | 61.1 (11/18) | | |
| | U/LC + U/RA | 29.2 (7/24) | 6.7 (1/16) | 19.4 (48/248) | 43.6 (41/94) | | |
| | TOTAL: | 37.2 (16/43) | 45.1 (23/51) | 37.6 (213/567) | 61.2 (104/170) | | |
| | SCALED TOTAL: RANK: | 37.2 (17.5/47) 3.5 | 45.1 (21/47) 2 | 37.6 (17.7/47) 3.5 | 61.2 (28.8/47) 1 | No data available. | No data available. |
| TOTAL ACTIVITY INDEX ^l | S | 83.0 (5.8/7) | 82.1 (23/28) | 77.1 (131/170) | 97.9 (47/48) | | |
| | N | 61.5 (8.6/14) | 100.0 (6/6) | 42.0 (42/100) | -- -- | | |
| | U/LC + U/RA | 48.5 (12.6/26) | 64.3 (9/14) | 27.1 (54/199) | 62.4 (48/77) | | |
| | TOTAL: | 57.4 (27/47) | 79.2 (38/48) | 48.4 (227/469) | 78.0 (110/141) | | |
| | SCALED TOTAL: RANK: | 57.4 (27/47) 3 | 79.2 (37.2/47) 1 | 48.4 (22.7/47) 4 | 78.0 (36.7/47) 2 | No data available. | No data available. |

^a Coding Scheme:

S: Successful Termination.

N: Neutral Termination.

U/LC: Unsuccessful Termination, Lack of Cooperation/Failure to Participate.

U/RA: Unsuccessful Termination, Recidivated/Absconded.

^b Minnesota, Crime Control Planning Board, Evaluation Unit, *Newgate for Women: An Evaluation of a Community Corrections Program for Women Offenders*, by Mark Sadacca (St. Paul: Crime Control Planning Board, 1977), pp. 32-41.

^c The term "halfway house" refers to a "residential facility designed to facilitate the transition of paroled adult ex-offenders who are returning to society from institutional confinement." Probationers are accepted as clients, but parolees constitute the largest proportion of these resident populations. Male and female clients, i.e., residents, are accepted. Results presented in this table were derived from data from 8 halfway houses: Alpha House, Anishinabe Longhouse, Anishinabe Waki-igan, Freedom House, Pi House, Retreat House, Reshape, and 180 Degrees (Minnesota, Governor's Commission on Crime Prevention and Control, Evaluation Unit, *Residential Community Corrections Programs in Minnesota* [St. Paul: Governor's Commission on Crime Prevention and Control, 1976]).

^d P.O.R.T. is an acronym for "Probationed Offenders Rehabilitation and Training" projects. Clients of this type of residential project are, primarily, adult offenders who have been placed in a project as a condition of probation. (Completion of the residential treatment program offered is the condition of probation.) P.O.R.T. projects serve as alternatives to incarceration and supervised probation. Data from 6 P.O.R.T. projects are reported here. The projects are Nexus, Portland House, Project ELAN, Bremer House, P.O.R.T. of Crow Wing County, and Hillcrest House. Refer to Governor's Commission on Crime Prevention and Control, *Residential Community Corrections in Minnesota*.

^e Probation supervised by the Hennepin County Department of Court Services, District Court Division.

^f Incarceration in the Hennepin County Adult Correctional Facility, Women's Section.

^g Includes clients enrolled in public/private elementary schools; high schools; college; adult education programs; or GED preparation courses.

^h Ratios have been scaled so they are proportional to the number of clients who have been terminated from Genesis II. This has been done to facilitate direct comparison of percent increases in clients who adopted each vocational strategy, and percent increases in activity levels across treatment programs/rehabilitation modes.

ⁱ Ranks range from "1" to "4," indicating "greatest percent change--greatest treatment effect" to "smallest percent change--smallest treatment effect," respectively.

^j Includes clients enrolled full time or part time in vocational training programs and clients who completed vocational training programs.

^k Percentages of clients employed full time or part time have been used as proxy measures of percentage increases in the numbers of clients employed. This has been done because there is evidence that clients were not accepted into some programs/projects unless they were employed. Preplacement activities of these programs/projects included assisting potential clients to obtain jobs. Individuals were admitted into the projects after they secured a position. Unless total number of clients employed is used as a proxy, the change in client employment would be underestimated.

^l Includes all clients employed full time or part time; attending or completing academic training programs; or attending or completing vocational training programs.

TABLE 38

SUMMARY OF RANKINGS FOR VOCATIONAL STRATEGIES ADOPTED BY AND TOTAL
ACTIVITY LEVELS OF GENESIS II CLIENTS AND CLIENTS
OF COMPARISON TREATMENT PROGRAMS

| VOCATIONAL STRATEGY ADOPTED/TOTAL ACTIVITY INDEX | RANK ^a | | | |
|--|------------------------------|------------------------------|-------------------------------|----------------|
| | 1 | 2 | 3 | 4 |
| Enroll in or Complete an Academic Training Program ^b | Project Newgate for Women | P.O.R.T. Projects | Genesis II | Halfway Houses |
| Enroll in or Complete a Vocational Training Program | Project Newgate for Women | P.O.R.T. Projects | Halfway Houses | Genesis II |
| Secure/Retain Full-Time or Part- Time Employment | P.O.R.T. Projects | Project Newgate for Women | Genesis II/ Halfway Houses | |
| TOTAL ACTIVITY INDEX | Project Newgate for Women | P.O.R.T. Projects | Genesis II | Halfway Houses |

^a Ranks range from "1" to "4." A "1" indicates:

- greatest percentage increase in number of clients enrolling in/completing an academic training program;
- greatest percentage increase in number of clients enrolling in/completing a vocational training program;
- highest percentage of clients employed full time or part time; or
- highest level of total client activity.

A rank of "1" represents "greatest treatment effect observed." A rank of "4" represents "smallest treatment effect observed." A "4" indicates:

- smallest percentage increase in number of clients enrolling in/completing an academic training program;
- smallest percentage increase in number of clients enrolling in/completing a vocational training program;
- smallest percentage of clients employed full time or part time; or
- lowest level of total client activity.

^b Includes adult education programs, high school, or college.

employed at project termination. P.O.R.T. projects demonstrated the highest percentage of clients employed across the treatment programs and projects that were compared.

Genesis II and halfway houses alternated between third and fourth place on the measures compared, although Genesis II ranked third overall. Genesis II had a higher percentage of clients enroll in an academic school or program than halfway houses had; but, halfway houses had more clients enroll in vocational training programs. Genesis II and halfway houses were virtually identical in terms of the percentages of clients who were employed on a full-time or part-time basis at points of termination.

The final ranking of treatment programs/projects looked like this in decreasing order of effectiveness in facilitating client adoption of vocational strategies and total client activity:

1. Project Newgate for Women
2. P.O.R.T. Projects
3. Genesis II
4. Halfway Houses

E. DISCUSSION

What have the results presented immediately above shown?

Genesis II, the corrections treatment program of primary interest in this evaluation, has exhibited low to intermediate levels of program performance in facilitating client adoption of any of the vocational strategies identified and in facilitating client attainment of sanctioned vocations. Genesis II consistently ranked third behind Project Newgate for Women and P.O.R.T. projects (all residential community-based corrections treatment programs). On the other hand, Genesis II ranked higher

overall than halfway houses, also residential community-based corrections treatment programs. (The relative effectiveness of supervised probation and workhouse incarceration on client/inmate acquisition of academic or vocational training, employment, and total activity were not assessed. Relevant data were not available.)

Obviously, the questions that now have to be answered are: *Why did Genesis II rank third overall?* and *What variables or factors affected program performance, and, ultimately, the ranks that were assigned the treatment programs/projects compared?*

1. Variables Affecting Evaluation of Relative Effectiveness

As with all treatment programs, the results observed and subsequent rankings were functions of:

- a. Program/project goals and objectives,
- b. Program structure (e.g., treatment models employed, phasing of or implementation of objectives),
- c. Program policy, and
- d. Demographic and socioeconomic characteristics, legal status, and correctional histories of client populations.

Analyses of the influence of each variable (which itself may be a set of variables), as well as the *interactive* effects of the variables, on program performance require qualitative and quantitative program-based and client-based data. Much of the necessary data have not been collected, thus prohibiting conduct of analyses within and across programs/projects. Further, the actual kinds and total numbers of analyses that would be necessary to correlate the variables with indices of program performance exceed the intended scope of this evaluation.

Nevertheless, it is crucial to provide the reader with some notion about how any of the variables mentioned above affected program performance (treatment outcome), and, in turn, evaluation of absolute and relative effectiveness. Therefore, a limited discussion follows which illustrates the impact of differences in program structure on implementation of program objectives, and, ultimately, upon attainment of program goals. Specifically, the impact of program structure on client adoption of a vocational strategy is explored.

2. Comparison of Genesis II and Project Newgate for Women

While all the programs/projects compared maintained goals and objectives related to client adoption of vocational strategies and achievement of sanctioned vocations, they differed in the extent to which the goals and objectives were stressed or pursued. They also differed in terms of temporal phasing or implementation of objectives.

Project Newgate for Women emphasized a career development goal, encouraging clients to prepare for their GED's; enroll in college or in a vocational training program; and/or obtain on-the-job training.¹ Program policy dictated that clients: 1) choose among career-track options, and 2) pursue the strategy selected *as soon as possible after entering the program*. The program was not phase structured. Objectives (i.e., activities, counseling, services) were executed concurrently so that clients were able to pursue a vocational strategy (e.g., attend school) while receiving other treatment and services offered by the program.² Clients who completed the program were enrolled in Newgate for

¹Sadacca, *Newgate for Women: An Evaluation of a Community Corrections Program for Women Offenders*, pp. 2-8.

²Project Newgate for Women is now defunct.

approximately 7 months.

Genesis II, in contrast, is a phase-progression program. Consistent with program policy, clients were required to complete Phase I (Screening and Intake) and Phase II (Acquisition of Nonvocational Skills and Information) prior to entering the phase of the program that addressed vocational development (Phase III). It took 9-12 months for a client to complete the 4 phases of the Genesis II program.

Given lack of evidence to the contrary, assume that client cohorts within the two programs were similar in terms of demographic and socioeconomic characteristics; correctional histories, and legal status. Then, on an *a priori* basis, equal numbers of clients would have been expected to chose the same vocational strategy: enroll in or complete an academic training program. If client cohorts had the same degree of "tolerance" or motivation to remain in their respective programs,¹ then differences in program structures would have *directly affected* the numbers of clients who enrolled in academic training programs.

Project Newgate for Women clients who intended to enroll in an academic training program did so and remained in Newgate (if not the school or program) for an average of 6 months. Genesis II clients, on average, enrolled in the program and stayed in long enough to complete Phases I and II (nonvocational phases); but left the program *before* advancing to Phase III and subsequently enrolling in an academic school or program. Although this example has been presented for illustrative purposes, it reflects exactly what happened. *Three times as many Newgate clients as*

¹There was evidence to support this contention. The average duration of enrollment for Genesis II clients; Project Newgate for Women clients; and halfway house clients was approximately 6 months.

Genesis II clients enrolled in academic training programs.

The Genesis II phase progression program structure served, in attaining a given program objective in a given sequence, to attenuate goal attainment (achievement of a sanctioned vocational outcome through adoption of a particular strategy). In delaying implementation of its objective pertaining to client acquisition of vocational/educational skills, Genesis II delayed implementation of a vocational strategy. In turn, the magnitude or extent of client attainment of sanctioned vocations was probably reduced. This information suggests that Genesis II consider modifying its strategy for implementing objectives, that is, consider modifying program structure. Possible modification could involve collapsing two phases of the program (Phases II and III) so that core courses, counseling, and related services addressing vocational development are offered concurrently.

Of course, it is also highly probable that differences in client characteristics (such as age of client) and a variety of other variables affected the numbers of clients who elected to adopt the vocational strategy of enrolling in or completing an academic training program. Because much of the relevant data are unavailable, it is not possible to appraise relative effectiveness of the treatment programs *after* par-tailing out: 1) effects attributable to demographic and socioeconomic characteristics, correctional histories, and legal statuses of clients; 2) effects attributable to program policy; 3) effects attributable to other social, psychological, legal, medical, and/or economic variables; and 4) interaction effects involving any or all of the other variables identified.

3. Conclusions, Policy and Planning Recommendations

The immediately preceding discussion comparing and contrasting Genesis II and Project Newgate for Women should have provided the reader with a notion of the complexity of evaluation of relative effectiveness. Although available data were sufficient to compare and contrast 2 programs, similar data on program structure, program policy, and phasing of objectives and goals were not readily available for the other programs/projects examined.

As a consequence, analyses of relative effectiveness pertaining to client vocational outcome were not partitioned into: 1) effects directly attributable to change in client behavior; 2) effects associated with, or which varied as a function of, socioeconomic and demographic characteristics, legal status, and/or correctional histories; and 3) effects which were associated with differences in program goals and objectives, program policy, and with program structure.

At the levels of analyses which were executed, it was not possible to reliably identify and explain the factors which ultimately resulted in observed rankings of effects--the *relative effectiveness* of treatment programs and projects in facilitating client adoption of vocational strategies and total client activity (client attainment of sanctioned vocations). Therefore, no conclusions have been drawn about *why* rankings were observed across corrections treatment programs/projects.

Now, the questions posed at the beginning of this chapter must be answered. *In general, community-based corrections treatment programs do effect increases in the proportions of clients who attain sanctioned vocations. The issue more to the point from a criminal justice system*

perspective, however, is the magnitude of the postintervention problems of unemployment.

For simplicity of comparison, assume all male and all female clients of community-based corrections treatment programs are heads of household. Also assume that the percentages of male and of female heads of household in the general population who are: 1) eligible for inclusion in the civilian labor force, and, 2) who are employed, is distributed the same as the corresponding percentages in the populations of male and of female clients in community-based corrections treatment programs.

If there is no residual unemployment problem with male or female clients after they have participated in a community-based corrections treatment program, then the following will hold. The percentage of male (or female) heads of household in the general population who are eligible for inclusion in the civilian labor force and who are employed¹ will equal the percentage of male (or female) clients in community-based corrections treatment programs who are eligible for inclusion in the civilian labor force and who are employed at point of termination from a program.

The percentage of male heads of household in the general population

¹Percentage of Male (or Female) Heads of Household in the General Population Eligible for Inclusion in the Civilian Labor Force and Who Are Employed = (Proportion of Male [or Female] Heads of Household Who Are Eligible for Inclusion in the Civilian Labor Force x [1.00 - Proportion of Male (or Female) Heads of Household Who Are Unemployed]) x 100.

U.S., Department of Labor, Bureau of Labor Statistics, *Employment and Unemployment Trends During 1977, Special Labor Force Report 212*, p. A-13. Reprinted from February, 1978, *Monthly Labor Review* with supplementary tables.

who were eligible for inclusion in the civilian labor force and who were employed in 1977 was 78.9 percent. The percentage of female heads of household in the general population who were eligible for inclusion in the civilian labor force and who were employed in 1977 was 51.0 percent. In comparison the percentages of female clients of community-based corrections treatment programs who were employed at point of termination from the programs ranged from 37.2 percent (Genesis II) to 45.1 percent (Project Newgate for Women). Finally, the percentages of male clients of community-based corrections treatment programs who were employed at termination ranged from 37.6 percent (halfway houses) to 61.2 percent (P.O.R.T. projects).¹

These data indicate that the posttreatment employment rates for female clients of community-based corrections treatment programs were 6-14 percent *lower* than the employment rate for female heads of household in the general population. The posttreatment employment rates for male clients of community-based corrections treatment programs were 18-41 percent *lower* than the employment rate for male heads of household in the general population. *The postintervention employment rates indicate significant residual unemployment problems existed for clients after they took part in corrections treatment programs/projects that maintained goals related to reduction in client unemployment/vocational outcome.*

¹The employment rates presented are those for male and female clients of halfway houses and P.O.R.T. projects. Since approximately 90.5 percent of the clients in these residential community-based corrections treatment programs were male, the employment rates which have been used here are proxy measures of the employment rates of male clients. Because the employment rates for males are usually higher than employment rates for females, the proxy measures are underestimates of the actual employment rates for male clients.

As far as Genesis II and other community-based corrections treatment programs/projects are concerned, *these data point to the existence of problems and needs which have not been met by corrections treatment programs as the programs have been structured.*

The variables affecting employability are complex, perhaps even more complicated in the case of offender populations. Appraisal and evaluation of vocational assets and liabilities of offenders, as well as subsequent development of action plans for offenders to achieve chosen vocations (given their assets and liabilities), require training and expertise *exceeding* those possessed by staff in nearly all the community-based corrections treatment programs/projects compared. *Therefore, it is recommended to the Department of Corrections that a task force be formed to examine current policy and programming which provide for vocational assessment, vocational evaluation, vocational counseling, and vocational development of offender populations. The role of the task force should then be extended to investigate cost-effective methods of meeting the vocational needs of the offender populations. The policy and action plans deemed most suitable to meet the vocational needs of offenders who are clients in community-based corrections treatment programs should be implemented as recommended by the task force.*

CHAPTER XV

PERFORMANCE EVALUATION: FINANCIAL DEPENDENCE ON PUBLIC MONIES

A. GENERAL TREATMENT EFFECTS

Have the treatment and services offered through Genesis II promoted reduction of client dependence on public sources of financial support? Has Genesis II achieved the associated program goal?:

To minimize client dependence on public monies.

The answer is "No." A significantly greater number of Genesis II clients were dependent on public monies when they left the program (Table 39). The general treatment effect observed was a negative treatment effect, an effect opposite to the *anticipated* treatment effect.

Examination of Table 39 reveals that the increased dependence on public monies was accounted for by clients who were unsuccessfully terminated from the program. Clients who were unsuccessfully terminated for lack of cooperation or failure to take part in program activities exhibited the greatest proportional increase (.14, or 14 percent) in dependence on public sources of financial support. One additional client (.08, or 8 percent) from the group of clients who recidivated or absconded was dependent on public monies at termination.

Clients who were terminated for neutral reasons showed no change in reliance on public sources of financial support between points of intake and termination from Genesis II. Finally, and in contrast, clients

TABLE 39
GENESIS II CLIENTS: FINANCIAL DEPENDENCE ON PUBLIC MONIES AS A FUNCTION
OF TERMINATION STATUS

| TERMINATION STATUS | NUMBER OF CLIENTS | NUMBER DEPENDENT ON PUBLIC MONIES | | PROPORTION DEPENDENT ON PUBLIC MONIES ^{a, b} | | NET CHANGE ^{c, d} ($p_I - p_T$) |
|---|----------------------|--------------------------------------|-------------|--|-------------|---|
| | | Intake | Termination | Intake | Termination | |
| Successful Termination (S) | 7 | 3 | 2 | .43 | .29 | .14 ^e |
| Neutral Termination (N) | 14 | 10 | 10 | .71 | .71 | -0- ^e |
| Unsuccessful Termination, Lack of Cooperation/Failure to Participate (U/LG) | 14 | 8 | 10 | .57 | .71 | -.14 ^f |
| Unsuccessful Termination, Re- cided/absconded (U/RA) | 12 | 6 | 7 | .50 | .58 | -.08 ^e |
| TOTAL: | 47 | 27 | 29 | | | |
| AVERAGE: | | | | .57 | .62 | -.05 ^g |

^aPublic monies include those obtained from all governmental agencies/departments or other public sources, such as AFDC, general assistance, or the Department of Corrections.

^bProportion dependent on public monies (p) = Number of clients within a group dependent on public monies ÷ Number of clients within a group.

^cNet change ($p_I - p_T$) = Proportion of clients within a group dependent on public monies at program intake (p_I) - Proportion of clients within a group dependent on public monies at termination from the program (p_T).

^dA positive net change indicates an overall decrease in the proportion of clients within a group dependent on public monies at termination. A negative net change indicates an overall increase in the proportion of clients within a group dependent on public monies at termination.

^eThere were too few shifts in the numbers of clients within a group who: 1) were dependent on public monies at intake but not dependent on public monies at termination, and 2) were not dependent on public monies at intake but were dependent on public monies at termination, to allow computation of McNemar's test for correlated proportions. (See James V. Bradley, *Distribution-Free Statistical Tests* [Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1968], pp. 183-184.) A statistical test of the null hypothesis of no change in the proportions of clients within a group who were dependent on public monies at intake and at termination cannot, therefore, be conducted.

^fMcNemar's test for correlated proportions with $r = 4$ and $n = 6$ is significant, $p \leq .05$ (two-tailed); r = number of clients within a group who relied on private sources of financial support at intake but were dependent on public monies at termination; n = number of clients within a group who relied on private sources of financial support at intake but were dependent on public monies at termination + number of clients who were dependent on public monies at intake but relied on private sources of financial support at termination. The null hypothesis of no change in proportions of clients within a group who were dependent on public monies is rejected. More clients within a group were dependent on public monies at termination than had been dependent on public monies at intake.

^gMcNemar's test for correlated proportions with $r = 8$ and $n = 14$ is significant, $p \leq .05$ (two-tailed). The null hypothesis of no change in proportions of clients dependent on public monies is rejected. More clients were dependent on public monies at termination than had been dependent on public monies at intake.

who were successfully terminated from Genesis II demonstrated a 14 percent *decrease* in dependence on public monies. Results of analysis of financial dependence on public monies are depicted in Figure 6.

Genesis II has not been effective in reducing client dependence on public forms of financial support. *Why?* The reason is obvious. Clients who did not attain a sanctioned vocation (e.g., secure employment) or who were not preparing for entry into a field were, in the majority, dependent on public money when they left Genesis II. The proportions of clients who were financially dependent on public monies at termination were inversely related to the proportions of clients who achieved a sanctioned vocational outcome (Tables 39 and 34, respectively).¹

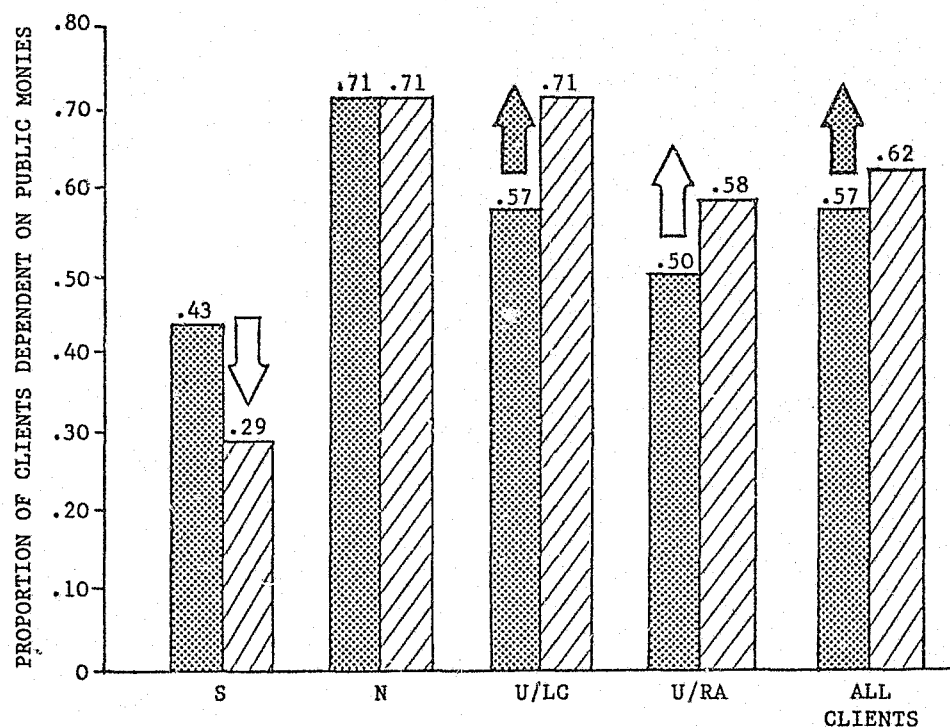
¹The proportions are not complementary, a fact partially attributable to the operational definition of successful, or sanctioned, vocation which has been used in this evaluation. Regardless of vocational status or employment status, a client had to have a *private source of financial support* in order to be judged successful in achieving a sanctioned vocation. The exception to this decision rule occurred for clients who were *employed* but who still received government assistance (for example, a client with 2 dependent children who was employed half time and received AFDC). In this kind of situation a client's vocational status was judged "successful" because she was at least partially self-supporting. On the other hand, if a client received *any* public money at termination she was, for the purposes of analysis of financial dependence on public monies, considered dependent.


The result of adopting this analytic strategy was that: 1) the estimates of the proportions of clients who were reliant on public monies are accurate, but 2) the proportions of clients achieving a sanctioned vocational outcome are slightly overestimated.


Thus, for any termination status group, if you add the proportion of clients who attained a sanctioned vocation and the proportion of those same clients who were dependent on public money at termination, the total could exceed 1.00 (unity). The percentage of clients accounted for within a termination status group could exceed the total of 100 percent. Mathematically, this means results of the two kinds of analyses are inversely related but not complementary. As one proportion increases (e.g., proportion of clients attaining a sanctioned vocational outcome) the second proportion decreases (proportion of clients financially dependent on public monies) but the sum of the proportions may not equal 1.00 (100 percent of the clients).


FIGURE 6


PROPORTIONS OF GENESIS II CLIENTS WITHIN TERMINATION STATUS GROUPS
DEPENDENT ON PUBLIC MONIES AT INTAKE AND AT TERMINATION
FROM THE PROGRAM




 Proportion of clients dependent on public monies at intake.

 Proportion of clients dependent on public monies at termination.

 Nonsignificant decrease in proportion of clients dependent on public monies.

 Significant increase in proportion of clients dependent on public monies.

 Nonsignificant decrease in proportion of clients dependent on public monies.

Coding Scheme:

S: Successful Termination ($n_S = 7$).

N: Neutral Termination ($n_N = 14$).

U/LC: Unsuccessful Termination, Lack of Cooperation/Failure to Participate ($n_{U/LC} = 14$).

U/RA: Unsuccessful Termination, Recidivated/Absconded ($n_{U/RA} = 12$).

B. CHECK FOR SELECTION BIAS

Did Genesis II treat clients who were reliant on public monies at intake differently than it treated clients who did not depend on public money for support? Was a client who relied upon public sources of financial support at intake more likely than other clients to be terminated unsuccessfully? Table 40 indicates absence of selection bias. Financial dependence on public financial sources at intake was not related to program termination status. Clients who were supported by public money at intake were not more likely to be successfully terminated than they were to be terminated unsuccessfully or neutrally. A smaller proportion of clients who were successfully terminated were dependent on public monies at intake; but, the differences between this proportion and the proportions of clients within each of the other termination status groups who were reliant on public monies at intake were not statistically significant.

C. ANALYSIS OF DIRECT TREATMENT EFFECTS

Nonsignificant values of the Z test statistic in Table 41 show there were no direct treatment effects observed. There was no association between *program completion* (successful termination) and reduction in dependence on public sources of financial support.

D. SUMMARY, CONCLUSIONS, AND DISCUSSION

In the majority, clients who did not attain a sanctioned vocation (e.g., secure employment) or were not preparing for entry into a field were dependent on public monies when they were terminated from Genesis II. Successful completion of the Genesis II program was associated

TABLE 40

GENESIS II CLIENTS: COMPARISONS OF THE PROPORTIONS
OF CLIENTS DEPENDENT ON PUBLIC MONIES AT INTAKE
ACROSS TERMINATION STATUS GROUPS

| TERMINATION STATUS GROUP ^a | | PROPORTION DEPENDENT ON PUBLIC MONIES AT INTAKE (p) | | DIFFERENCE OF PROPORTIONS TEST, Z ^{b,c,d} |
|--|---------|---|---------|--|
| Group 1 | Group 2 | Group 1 | Group 2 | |
| S | N | .43 | .71 | - 1.22 |
| S | U/LC | .43 | .57 | - .61 |
| S | U/RA | .43 | .50 | - .29 |
| N | U/LC | .71 | .57 | .78 |
| N | U/RA | .71 | .50 | 1.11 |
| U/LC | U/RA | .57 | .50 | .35 |

^a Coding Scheme:

S: Successful Termination ($n_S = 7$).

N: Neutral Termination ($n_N = 14$).

U/LC: Unsuccessful Termination, Lack of Co-
operation/Failure to Participate
($n_{U/LC} = 14$).

U/RA: Unsuccessful Termination, Recidivated/
Absconded ($n_{U/RA} = 12$).

$$b_Z = \frac{p_{\text{Group 1}} - p_{\text{Group 2}} - 0}{\hat{\sigma} \sqrt{p_{\text{Group 1}} - p_{\text{Group 2}}}}$$

$$\hat{\sigma} \sqrt{p_{\text{Group 1}} - p_{\text{Group 2}}} = \sqrt{\hat{p}_u \hat{q}_u} \sqrt{\frac{n_{\text{Group 1}} + n_{\text{Group 2}}}{n_{\text{Group 1}} n_{\text{Group 2}}}}$$

$$\hat{p}_u = \frac{n_{\text{Group 1}} p_{\text{Group 1}} + n_{\text{Group 2}} p_{\text{Group 2}}}{n_{\text{Group 1}} + n_{\text{Group 2}}}$$

$$\hat{q}_u = 1 - \hat{p}_u$$

^c A Z value equal to or greater than 1.65 is necessary to reject the null hypothesis of equality of proportions of clients dependent on public monies at intake;

$$H_0: p_{\text{Group 1}} = p_{\text{Group 2}}$$

$$H_1: p_{\text{Group 1}} > p_{\text{Group 2}}$$

Refer to Hubert M. Blalock, *Social Statistics*, Second Edition (New York: McGraw-Hill Book Company, 1972), pp. 228-230.

^d The difference of proportions test is a check for selection bias. A nonsignificant value of Z indicates absence of a statistically discernible selection bias.

TABLE 41

GENESIS II CLIENTS: RELATIONSHIP BETWEEN PROGRAM COMPLETION AND
FINANCIAL DEPENDENCE ON PUBLIC MONIES AT TERMINATION

| TERMINATION STATUS GROUP ^a | | DIFFERENCE OF PROPORTIONS OF CLIENTS DEPENDENT ON PUBLIC MONIES ^{b,c} ($p_I - p_T$) | | DIFFERENCE OF DIFFERENCES OF PROPORTIONS, TEST, $Z^{d,e,f}$ |
|---------------------------------------|-----------------|---|---------|--|
| Group 1 | Group 2 | Group 1 | Group 2 | |
| S ^g | N + U/LC + U/RA | .14 | -.08 | .73 |
| S | N | .14 | -.0- | .42 |
| S | U/LC | .14 | -.14 | .85 |
| S | U/RA | .14 | -.08 | .67 |

^aCoding Scheme:

- S: Successful Termination ($n_S = 7$).
N: Neutral Termination ($n_N = 14$).
U/LC: Unsuccessful Termination, Lack of Cooperation/
Failure to Participate ($n_{U/LC} = 14$).
U/RA: Unsuccessful Termination, Recidivated/Absconded
($n_{U/RA} = 12$).

^bProportion of clients within a group dependent on public monies at program intake = p_I ; Proportion of clients within a group dependent on public monies at termination from the program = p_T .

^cDifference of proportions of clients within a group dependent on public monies = Proportion of clients within a group dependent on public monies at program intake (p_I) - Proportion of clients within a group dependent on public monies at termination from the program (p_T).

^dDifference of differences of proportions test,

$$Z = \frac{(p_{T, \text{Group 1}} - p_{I, \text{Group 1}}) - (p_{T, \text{Group 2}} - p_{I, \text{Group 2}})}{\sqrt{\frac{p_{I, \text{Group 1}} q_{I, \text{Group 1}}}{n_{I, \text{Group 1}}} + \frac{p_{T, \text{Group 1}} q_{T, \text{Group 1}}}{n_{T, \text{Group 1}}} + \frac{p_{I, \text{Group 2}} q_{I, \text{Group 2}}}{n_{I, \text{Group 2}}} + \frac{p_{T, \text{Group 2}} q_{T, \text{Group 2}}}{n_{T, \text{Group 2}}}}$$

$q = 1 - p$. Refer to Hubert M. Blalock, *Social Statistics*, Second Edition (New York: McGraw-Hill Book Company, 1972), pp. 228-230. *The difference of differences in proportions test is a test for direct treatment effect.*

^eA nonsignificant value of Z indicates successful completion of Genesis II was not associated with a significant decrease in the proportions of clients within a group who were financially dependent on public monies at intake and at termination.

^fA Z value equal to or greater than 1.65 is necessary to reject the null hypothesis of no difference in the proportions of clients who were dependent on public monies at program intake and at termination:

$$H_1: (p_{T, \text{Group 1}} - p_{I, \text{Group 1}}) \neq (p_{T, \text{Group 2}} - p_{I, \text{Group 2}}) \\ H_1: (p_{T, \text{Group 1}} - p_{I, \text{Group 1}}) > (p_{T, \text{Group 2}} - p_{I, \text{Group 2}})$$

^gClients who were successfully terminated comprised the only termination status group completing the Genesis II program.

with *reduced dependence on public monies*, but the reduction was not significantly different from the changes in dependence on public monies observed for clients in other termination status groups. Overall, there was a significant *increase* in the proportion of clients who were reliant on public sources of financial support after participating in Genesis II. *What happened during the time clients participated in Genesis II to result in an increase in the number of clients reliant on public monies?*

The answer is relatively simple. The increase in dependence on public money observed for clients who recidivated or absconded is explained by the fact that 1 client (who represented the 8 percent increase in dependence on public monies for that client termination status group) was incarcerated at termination. The Department of Corrections, a public agency, maintained financial responsibility for support of this client. The other increases in client reliance on public monies were, in the main, attributable to clients who moved to depend on public monies after a period of *no source* of financial support. (At intake, these clients were not employed and had *no other source of support*.)

The increase in reliance on public monies, in large part, was an artifact of the movement of some clients from no source of financial support at intake to a public source of financial support at termination. The increase was not attributable to more clients being reliant on public monies both at intake and at termination. Nevertheless, Genesis II has not attained the program goal "To minimize client dependence on public monies."

Given the facts that the average Genesis II client terminated: 1) was a single parent with 1 or more minor children; 2) had not completed

high school; 3) had not completed any kind of vocational training and was an unskilled worker; and 4) was unemployed, the finding that she was also financially dependent on public monies at termination was not surprising.

CHAPTER XVI

EVALUATION OF RELATIVE EFFECTIVENESS: FINANCIAL DEPENDENCE ON PUBLIC MONIES

This chapter has been included to provide information about change in financial dependence on public monies occurring in conjunction with client participation in community-based corrections treatment programs/projects.

The proportions of clients who were reliant on public sources of financial support at intake and at termination are presented in Table 42, as are net changes in dependence which occurred as a result of therapeutic intervention, treatment. Ranks have been assigned to the net changes in financial dependence that occurred *across* treatment programs/projects. Ranks ranged from "1"—"largest reduction in number of clients dependent on public monies, greatest treatment effect observed"; to "3"—"smallest reduction (or increase) in number of clients dependent on public monies, smallest treatment effect observed."

A. RANKING OF NET CHANGE IN FINANCIAL DEPENDENCE ON PUBLIC MONIES

Project Newgate for Women demonstrated the greatest proportional reduction (.39, or 39 percent) in number of clients dependent on public monies between points of intake and termination. Halfway houses ranked second in effectiveness. Twenty-four percent fewer halfway house clients were reliant on public sources of financial support at termination from these projects. Finally, Genesis II ranked third. Genesis II

CONTINUED

2 OF 3

TABLE 42

PROPORTIONS OF CLIENTS/OFFENDERS FINANCIALLY DEPENDENT ON PUBLIC MONIES
AT INTAKE/ENTRY AND AT TERMINATION/RELEASE^{a, b}

| | | GENESIS II | | | PROJECT NEWGATE FOR WOMEN | | | | | | | | |
|--|---------------------------------|------------------------|------------------------|-----------------------------------|---------------------------|----------------------|-----------------------------|--------------------|-------------------------|-----------------------------|--------------------|------------------|-----------------------------|
| MEASURE | TERMINATION STATUS ^c | Intake P_I^d | Termination P_T^d | Net Change $(P_I - P_T)^{e,f}$ | Intake P_I | Termination P_T | Net Change $(P_I - P_T)$ | | | | | | |
| Proportion of Clients Financially Dependent on Public Monies | S | .43 (3/7) ^b | .29 (2/7) | .14 (1/7) | .62 (21/33) | .33 (10/33) | .33 (11/33) | | | | | | |
| | N | .71 (10/14) | .71 (10/14) | -.0- (0/14) | .78 (7/9) | -.0- (0/9) | .78 (7/9) | | | | | | |
| | U/LC + U/RA | .54 (14/26) | .65 (17/26) | -.11 (-3/26) | 1.00 (14/14) | .71 (10/14) | .29 (4/14) | | | | | | |
| | TOTAL: | .57 (27/47) | .62 (29/47) | -.05 (-2/47) | .75 (39/52) | .34 (17/50) | .39 (22/56) | | | | | | |
| SCALED TOTAL: ^g | RANK: ^h | .57 (27/47) | .62 (29/47) | -.05 (-2/47) | .75 (35/47) | .34 (16/47) | .39 (19/47) | | | | | | |
| | | | | | 3 | | 1 | | | | | | |
| <hr/> | | | | | | | | | | | | | |
| | | HALFWAY HOUSES | | | P.O.R.T. PROJECTS | | PROBATION | | WORKHOUSE INCARCERATION | | | | |
| MEASURE | TERMINATION STATUS ^c | Intake P_I | Termination P_T | Net Change $(P_I - P_T)$ | Intake P_I | Termination P_T | Net Change $(P_I - P_T)$ | Entry P_I | Dis-charge P_T | Net Change $(P_I - P_T)$ | Entry P_I | Release P_T | Net Change $(P_I - P_T)$ |
| Proportion of Clients Financially Dependent on Public Monies | S | .41 (80/194) | .12 (23/194) | .29 (57/194) | | | | | | | | | |
| | N | .61 (76/125) | .13 (16/125) | .48 (60/125) | | | | | | | | | |
| | U/LC + U/RA | .47 (118/252) | .39 (98/252) | .08 (20/252) | | | | | | | | | |
| | TOTAL: | .48 (274/571) | .24 (137/571) | .24 (137/571) | | | | | | | | | |
| SCALED TOTAL: ^g | RANK: ^h | .48 (22.6/47) | .24 (11.3/47) | .24 (11.3/47) | No data. ⁱ | | | No data available. | | | No data available. | | |
| | | | | | 2 | | | | | | | | |

^aPublic monies include those obtained from all governmental agencies or sources or other public sources; e.g., general assistance, AFDC, or the Department of Corrections.

^bProportion dependent on public monies (p) = Number of clients/offenders within a group dependent on public monies ÷ Number of clients/offenders within a group.

^cCoding Scheme:

S: Successful Termination.

N: Neutral Termination.

U/LC: Unsuccessful Termination, Lack of Cooperation/Failure to Participate.

U/RA: Unsuccessful Termination, Recidivated/Absconded.

^dProportion of clients within a group dependent on public monies at program intake = P_I ; Proportion of clients within a group dependent on public monies at termination from the program (P_T).

^eNet change ($P_I - P_T$) = Proportion of clients within a group dependent on public monies at program intake (P_I) - Proportion of clients within a group dependent on public monies at termination from the program (P_T).

^fA positive net change indicates an overall decrease in the pro-

portion of clients within a group dependent on public monies at termination. A negative net change indicates an overall increase in the proportion of clients within a group dependent on public monies at termination.

^gRatios (proportions) have been scaled so they are proportional to the number of clients who have been terminated from Genesis II. This has been done to facilitate direct comparison of net changes in financial dependence on public monies across corrections treatment programs/projects.

^hRanks range from "1"-"largest reduction in number of clients dependent on public monies, greatest treatment effect observed"; to "3"-"smallest reduction (or increase) in number of clients dependent on public monies, smallest treatment effect observed."

ⁱNo data are presented on proportions of P.O.R.T. clients dependent on public monies at intake and at termination. Examination of the data set for P.O.R.T. projects suggested that data on primary source of financial support were confounded. Specifically, in cases where source of financial support actually was the Department of Corrections (a public source of support) the reported source of financial support was recorded as "self" (i.e., the client). Also, clients with no source of financial support were listed as self-supporting.

exhibited a 5 percent *increase* in the number of clients who were dependent on public sources of financial support when they were terminated from the program. *Of the treatment programs/projects compared, Genesis II was least effective in reducing client dependence on public monies.*

B. DISCUSSION

Two points should be discussed. First, clients who were dependent on public monies at termination from these programs/projects were reliant because: 1) they were unemployed; 2) they were unskilled and, therefore, could not support families on the wages they were able to earn; and/or 3) they were incarcerated. Second, because a majority of clients in these corrections treatment programs/projects were heads of household, figures presented in Table 42 are *underestimates of actual levels of financial support provided by public agencies*. For example, the average Genesis II client who was terminated maintained financial responsibility for 1-2 dependent children. At termination, 62 percent (29 clients) of the Genesis II clients were financially dependent on some form of public money. This, in effect, means that a *minimum* of 58 people within the 29 family units relied on public sources of financial support. The actual number of people receiving some form of government assistance was underestimated by at least 50 percent.

What does this discussion serve to prove? From 25 percent to 62 percent of the clients who have participated in community-based corrections treatment programs were financially dependent on some form of public money *after* they took part in the programs/projects. The *total numbers* of people who were financially dependent on public monies because

the heads of household (i.e., clients) were unemployed, incarcerated, and/or not earning a living wage were *underestimated*. (The total number of people who were dependent on public monies may be more than 50 percent higher than identified.)

Since clients, on average, were enrolled in the corrections treatment programs 6 or more months, it appears that reliance on public monies *was not a temporary situation* for substantial proportions of client populations. *The factors which contribute to long-term dependency on public sources of financial support within offender (client) populations should be appraised.*

Obviously, *this job is one that is appropriately handled by agencies such as the Department of Public Welfare and the Department of Vocational Rehabilitation. Thus, a system-level planning recommendation is that these agencies conduct needs assessments to: 1) identify factors contributing to dependency on public monies; 2) formulate policy and program plans to reduce or prevent financial dependency; and 3) cooperate with the Crime Control Planning Board and the Department of Corrections to develop corrections treatment programs structured according to the policy and program plans formulated.*

CHAPTER XVII

PERFORMANCE EVALUATION: SIX-MONTH "AT-RISK" CLIENT RECIDIVISM RATE, CLIENT LEGAL STATUS, AND JUVENILE AND ADULT CORRECTIONAL HISTORIES

This chapter deals with assessment of the impact of Genesis II, a corrections treatment program, in reducing client recidivism. The question of major concern is: *Did Genesis II achieve its program goals pertaining to client recidivism?:*

To ensure that a minimum of 75 percent of all program participants will not be convicted of a new felony for a period of 1 year following program entry.

To ensure that a minimum of 75 percent of all program participants will not be convicted of a new misdemeanor or gross misdemeanor for a period of 1 year following program entry.

Concurrently, legal status at intake and at termination is reviewed to examine the movement of Genesis II clients *within* the criminal justice system during the time they were enrolled in the program. Finally, the chapter scrutinizes juvenile and adult correctional histories as they related to termination status. This has been done to ascertain if data about prior involvement of clients with the juvenile justice or criminal justice systems can be used to gauge or predict program performance.

A. CLIENT RECIDIVISM

Two methods were used to track client recidivism:

1. Reports by Genesis II program staff, and
2. Bureau of Criminal Apprehension (BCA) files; Hennepin County Municipal Court files; and Ramsey County Municipal Court files.

Reports of client convictions were recorded by program staff and transmitted to the Crime Control Planning Board with other client-based data submitted after clients had been terminated from Genesis II. These data were unofficial. *Official recidivism data were gathered by the Crime Control Planning Board Evaluation Unit from BCA files and municipal court files.*

1. Official 6-Month "At-Risk" Client Recidivism Rate

Both unofficial and official recidivism data are reported in Table 43. *The official Genesis II client recidivism rate for a 6-month "at-risk" period was 4.3 percent.*¹ None of the Genesis II clients has been convicted of a new misdemeanor or gross misdemeanor. The 2 Genesis II clients who have recidivated were convicted of felonies.

*What is the conclusion? To date, Genesis II is achieving both program goals related to reduction in client recidivism.*²

2. Unofficial 6-Month "At-Risk" Client Recidivism Rate

The *unofficial* 6-month "at-risk" client recidivism rate was 23.4

¹The start of the "at-risk" period for any client was the date of entry into Genesis II.

²As discussed in an earlier chapter, clients were not always unsuccessfully terminated from Genesis II if they recidivated *while enrolled* in the program. In at least 1 instance, a client who was terminated for a *neutral reason* was convicted of a new offense during the time she was enrolled in Genesis II. Recidivism is not a necessary condition of unsatisfactory termination from Genesis II.

TABLE 43
GENESIS II CLIENTS: SIX-MONTH "AT-RISK" RECIDIVISM RATES AND NUMBER
OF CLIENTS ABSCONDING WHILE IN PROGRAM^{a, b}

| VARIABLE OR MEASURE | TERMINATION STATUS ^c | | | | | |
|--|---------------------------------|-------|-------|--------|--------------|---------------|
| | S | | N | | U/LC | U/RA |
| Percentage of Clients Who Absconded while in Program ^d | -0- | (0/7) | -0- | (0/14) | -0- (0/14) | 83.3% (10/12) |
| Reported Percentage of Clients Convicted of 1 or More Misdemeanors or Gross Misdemeanors while in Program ^e | 14.3% | (1/7) | 14.3% | (2/14) | 14.3% (2/14) | 25.0% (3/12) |
| Percentage of Clients Convicted of 1 or More Misdemeanors or Gross Misdemeanors ^f | -0- | (0/7) | -0- | (0/14) | -0- (0/14) | -0- (0/12) |
| Reported Percentage of Clients Convicted of 1 or More Felonies while in Program ^e | -0- | (0/7) | 7.1% | (1/14) | -0- (0/14) | 16.7% (2/12) |
| Percentage of Clients Convicted of 1 or More Felonies while in Program ^f | -0- | (0/7) | 7.1% | (1/14) | -0- (0/14) | 8.3% (1/12) |
| SIX-MONTH "AT-RISK" CLIENT RECIDIVISM RATE: ^g 4.3% (2/47) | | | | | | |

^a Adult recidivism is defined as a new felony conviction, new misdemeanor conviction, or revocation of probation or parole. This definition of recidivism was adopted by the Minnesota Department of Corrections under the Community Corrections Act of 1973. The same definition is used by the National Advisory Commission on Criminal Justice Standards and Goals.

^b Absconding refers to a situation in which: 1) an offender fails to maintain scheduled contact with corrections personnel, e.g., probation officer; or, 2) does not attend or return to a corrections treatment program.

^c Coding Scheme:

S: Successful Termination ($n_S = 7$).

N: Neutral Termination ($n_N = 14$).

U/LC: Unsuccessful Termination, Lack of Cooperation/Failure to Participate ($n_{U/LC} = 14$).

U/RA: Unsuccessful Termination, Recidivated/Absconded ($n_{U/RA} = 12$).

^d Percentage of clients who were terminated because they absconded. Probation/parole was revoked for 3 clients who absconded. The revocations occurred within 6-12 months of entry into Genesis II.

^e Conviction reported by Genesis II program staff.

^f Conviction recorded in Bureau of Criminal Apprehension (BCA) files; Hennepin County Municipal Court files; or Ramsey County Municipal Court files.

^g Recidivism rate (RR) = $\left(\frac{\text{[Number of clients convicted of a new misdemeanor or gross misdemeanor + Number of clients convicted of a new felony + Number of clients for whom probation/parole was revoked]}}{\text{Number of clients}} \right) \times 100$.

percent. *The unofficial recidivism rate cannot be used to appraise program effectiveness because the recidivism data were not derived from legal records or files.*

The unofficial recidivism rate has been presented to suggest that a systematic bias *may* exist in the recidivism data set. The bias may be due to any number of factors, such as: 1) client convictions occurring in counties in which the Crime Control Planning Board Evaluation Unit does *not* collect recidivism data; 2) Genesis II staff reporting arrest data rather than conviction data; 3) delays in adjudication; and/or 4) delays in entering arrest and/or conviction data into the municipal and district court information systems, subsequently resulting in delays in retrieval of the data.

The Crime Control Planning Board Evaluation Unit is studying the possibility that these and other factors may be responsible for bias in the direction of underestimation of the Genesis II client recidivism rate.

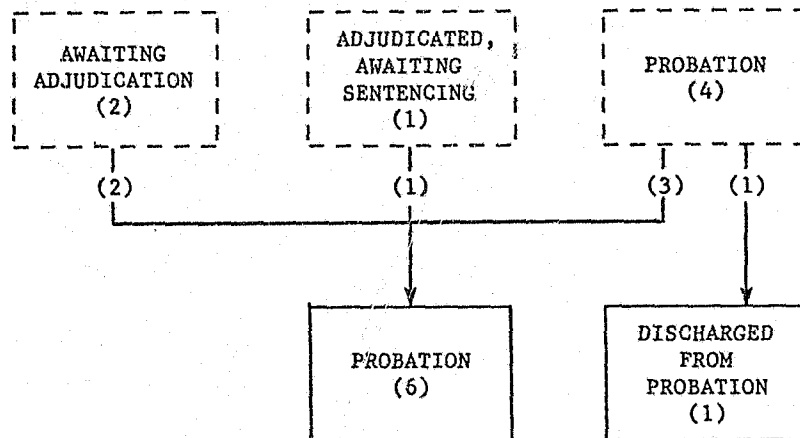
B. CLIENT LEGAL STATUS AT INTAKE AND AT TERMINATION

Figures 7-10 have been prepared to illustrate legal status of Genesis II clients (by termination status group) at intake and at termination, and to depict *change* in legal status.

Figures 7-10 indicate: 1) clients who were on probation at intake remained on probation after an average of more than 6 months in Genesis II; 2) clients who were awaiting adjudication or awaiting sentencing at intake were on probation at the time they left the program; and 3) in the case of clients who recidivated or absconded, legal status had not,

FIGURE 7

LEGAL STATUS AT INTAKE AND AT TERMINATION FOR:
CLIENTS SUCCESSFULLY TERMINATED FROM GENESIS II
($n_s = 7$)

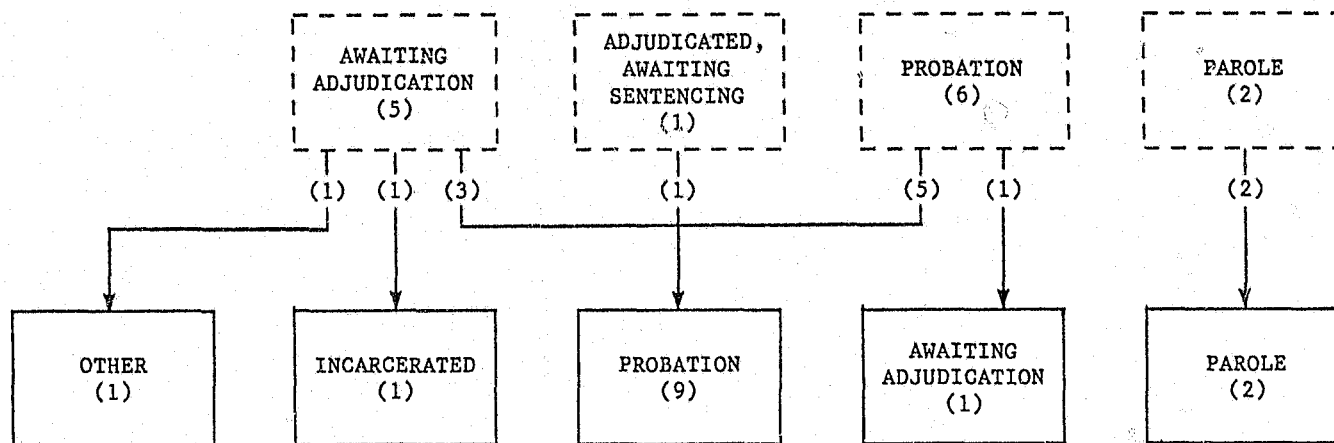


 = Legal Status at Intake.

 = Legal Status at Termination.

FIGURE 8

LEGAL STATUS AT INTAKE AND AT TERMINATION FOR:
CLIENTS TERMINATED FROM GENESIS II FOR NEUTRAL REASONS
($n_N = 14$)

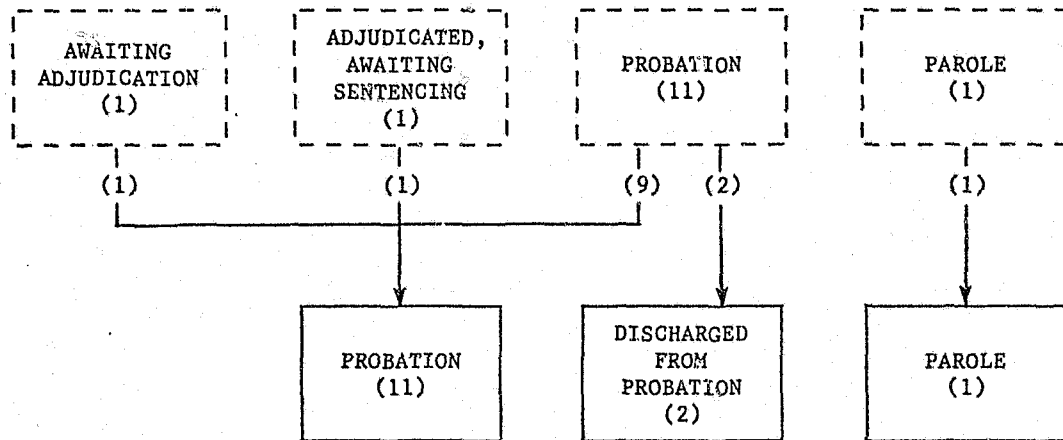


 = Legal Status at Intake.

 = Legal Status at Termination.

FIGURE 9

LEGAL STATUS AT INTAKE AND AT TERMINATION FOR:
CLIENTS UNSUCCESSFULLY TERMINATED FROM GENESIS II
FOR LACK OF COOPERATION/FAILURE TO PARTICIPATE
($n_{U/LC} = 14$)

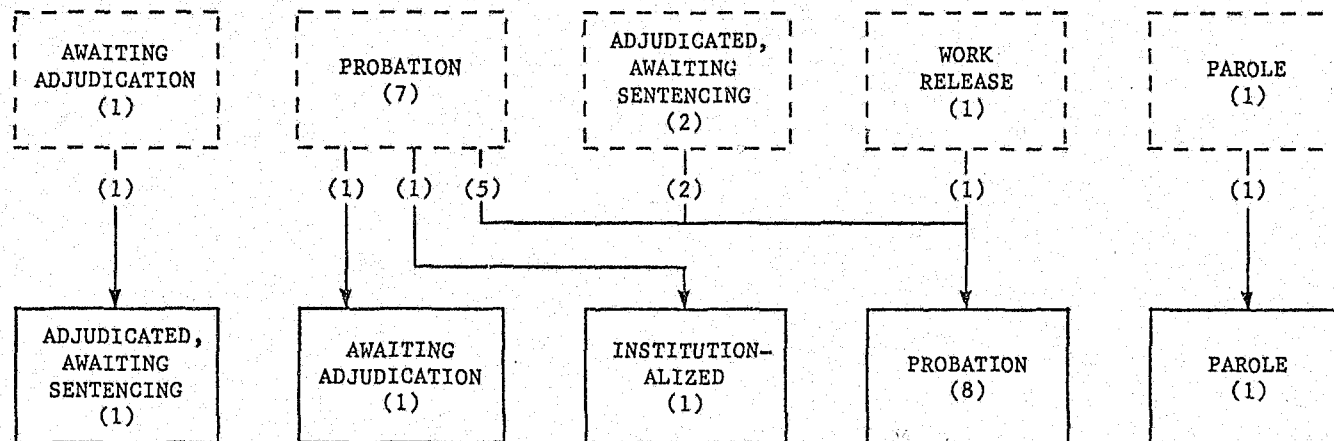


 = Legal Status at Intake.

 = Legal Status at Termination.

FIGURE 10

LEGAL STATUS AT INTAKE AND AT TERMINATION FOR:
CLIENTS UNSUCCESSFULLY TERMINATED FROM GENESIS II
BECAUSE THEY RECIDIVATED OR ABSCONDED
($n_{U/RA} = 12$)



 = Legal Status at Intake.

 = Legal Status at Termination.

for the majority, changed by the time these clients were terminated from Genesis II.

Two comments are germane. First, many of the clients who were awaiting adjudication or awaiting sentencing at intake were referred to Genesis II to optimize the probability they would be placed on probation. *Participation in Genesis II, or in other community-based corrections treatment programs, may be a factor which directly affects dispositions of cases.*

Second, 10 of the 12 clients (83.3 percent) who were unsuccessfully terminated because they recidivated/absconded actually *absconded* from Genesis II and/or from probation supervision. The client's legal status on the last day the client attended Genesis II was the termination legal status. In the short run, the termination legal status would not differ from what it was during the period of program participation. Obviously, subsequent legal action initiated in response to a client's absconding would not be reflected in termination legal status.

Did the legal status of clients who absconded from Genesis II eventually change? Data about legal action initiated and change in legal status following termination were available for several of the clients who absconded. Legal action, such as the issue of an arrest and detain warrant or revocation of probation, was taken in 3 cases *within 12 months of termination*. In at least 1 other case, no judicial action was initiated. Available data, although not comprising a complete data set, suggest that revocation of probation is a consequence of a client's absconding; but, the revocation may not be immediately reflected as change in legal status because of the operation of factors such as

delays in adjudication.

C. JUVENILE AND ADULT CORRECTIONAL HISTORIES AS FUNCTIONS OF TERMINATION STATUS

The juvenile and adult correctional histories and intake legal status of Genesis II clients are presented by program termination status in Tables 44 and 45.

Data were not conclusive but tended to show:

1. Juvenile correctional history was not predictably related to termination status (Table 44).

| TABLE 44 GENESIS II CLIENTS: JUVENILE AND ADULT CORRECTIONAL HISTORIES AS A FUNCTION OF TERMINATION STATUS | | | | |
|---|---------------------------------|-------------|-------------|--------------|
| VARIABLE OR MEASURE | TERMINATION STATUS ^a | | | |
| | S | N | U/LC | U/RA |
| 1. PROPORTION ADJUDICATED DELIN- QUENT, STATUS OFFENSE ^b | .14 (1/7) | .36 (5/14) | .29 (4/14) | .08 (1/12) |
| 2. PROPORTION ADJUDICATED DELIN- QUENT, NONSTATUS OFFENSE ^c | -0- (0/7) | -0- (0/14) | .14 (2/14) | .17 (2/12) |
| 3. MEAN AGE, FIRST JUVENILE AD- JUDICATION | 15.0 years | 14.2 years | 15.5 years | 15.0 years |
| 4. MEAN AGE, FIRST ADULT CONVIC- TION | 21.1 years | 24.0 years | 20.9 years | 23.7 years |
| 5. PROPORTION FIRST CONVICTED AT 18-20 YEARS OF AGE | .29 (2/7) | .36 (5/14) | .71 (10/14) | .45 (5/11) |
| 6. PROPORTION CONVICTED OF 1 OR MORE MISDEMEANORS OR GROSS MIS- DEMEANORS | .71 (5/7) | .43 (6/14) | .57 (8/14) | .33 (4/12) |
| 7. PROPORTION CONVICTED OF 1 OR MORE FELONIES | .71 (5/7) | .86 (12/14) | .69 (10/14) | 1.00 (12/12) |
| ^a Coding Scheme: S: Successful Termination (n _S = 7). N: Neutral Termination (n _N = 14). U/LC: Unsuccessful Termination, Lack of Cooperation/ Failure to Participate (n _{U/LC} = 14). U/RA: Unsuccessful Termination, Recidivated/Absconded (n _{U/RA} = 12). | | | | |
| ^b A status offense is an act that is an offense only because of a juvenile's status as a minor, e.g., truancy. | | | | |
| ^c A nonstatus offense is an act that is illegal regardless of the offender's age, e.g., auto theft. | | | | |

2. If a client was adjudicated delinquent for a status offense, the probability that she would be terminated for a neutral reason or unsuccessfully terminated was .91. If a client was adjudicated delinquent

for a nonstatus offense, the probability that she would successfully complete Genesis II was 0. Only 23 percent of the Genesis II clients had been adjudicated delinquent for status offenses and only 9 percent had been adjudicated delinquent for nonstatus offenses, however. Therefore, *it is not warranted to conclude that clients who were adjudicated delinquent will not successfully complete the Genesis II program.*

3. There was evidence to suggest that clients who were older than 23 years at first adult conviction would terminate for neutral reasons, recidivate, or abscond. Mean ages at first adult conviction were not significantly different across termination status groups. Consequently, all that can be said is that *Genesis II staff should look for a trend as more clients terminate. If the observation is reliable that clients older than 23 years at first adult conviction do not successfully complete the program, then potential clients who were that age or older at first adult conviction should be referred to other corrections treatment programs which have been successful with older clients.*

The critical relationship actually may be between age and correctional history. Older female offenders often have extensive correctional histories, including multiple periods of incarceration. Thus, they "know the system," and may realize that they will not be incarcerated if they do not participate in Genesis II or cooperate with program staff as long as they do not recidivate. Perhaps more important from a correctional perspective, however, is that as repeat offenders, they may require intensive therapy to alter patterns of criminal behavior. Genesis II has not been structured, nor is it staffed, to provide intensive therapy. Thus, the recommendation for policy change presented

above should be modified. *Genesis II* staff should look for a trend based on the relationship of termination status with age and correctional history. If clients older than 23 years at offense for most recent conviction have an extensive correctional history and if they ultimately do not, as a group, successfully complete the program, then potential clients of similar ages and correctional histories should be referred to other corrections treatment programs.

4. Although relevant data have not been presented, there was no relationship between severity of crimes committed or kinds of crimes committed and termination status.

5. Fourteen clients, 30 percent of the clients terminated, were awaiting adjudication or awaiting sentencing at intake. Eleven (79 percent) of these clients were terminated for neutral reasons or were unsuccessfully terminated (Table 45). *Genesis II* program staff report that clients who were awaiting adjudication or sentencing at intake required substantial amounts of nonprogram-related staff time. For example, once the individuals were accepted as clients, *Genesis II* staff were required to accompany them to court and to negotiate conditions of probation with the court or with court services personnel. In addition, many of these clients needed assistance to find living quarters, locate their children, and obtain some type of financial support. The amounts of staff time required to provide nonprogram-related services were estimated and judged to be prohibitive. Further, staff time utilized to resolve problems of clients awaiting adjudication or sentencing was foregone by clients who were on probation and ready to participate in the *Genesis II* program.

Based on these data, a change in Genesis II policy is recommended. *Genesis II should not admit offenders into the program who are awaiting adjudication or awaiting sentencing at time of referral.*

| TABLE 45 | | | | |
|--|---------------------------------|-----|------|------|
| GENESIS II CLIENTS: LEGAL STATUS AT INTAKE AS A FUNCTION OF TERMINATION STATUS | | | | |
| LEGAL STATUS | TERMINATION STATUS ^a | | | |
| | S | N | U/LC | U/RA |
| Awaiting Adjudication | 1 | 5 | 1 | 1 |
| Awaiting Sentencing | 1 | 1 | 1 | 2 |
| Probation | 4 | 6 | 11 | 7 |
| Work Release | --- | --- | --- | 1 |
| Parole | --- | 2 | 1 | 1 |
| TOTAL: | 7 | 14 | 14 | 12 |
| ^a Coding Scheme: | | | | |
| S: Successful Termination (n _S = 7). | | | | |
| N: Neutral Termination (n _N = 14). | | | | |
| U/LC: Unsuccessful Termination, Lack of Cooperation/Failure to Participate (n _{U/LC} = 14). | | | | |
| U/RA: Unsuccessful Termination, Recidivated/Absconded (n _{U/RA} = 12). | | | | |

D. SUMMARY, CONCLUSIONS, AND DISCUSSION

The Genesis II 6-month "at-risk" client recidivism rate was 4.3 percent (2 clients). The 2 clients who recidivated were convicted of new felonies. Too few Genesis II clients have recidivated to permit in-depth analyses of recidivism as a function of termination status. To date, Genesis II has been successful in achieving program goals pertaining to client recidivism.

Data related to client legal status indicate clients who were on probation at intake *remained*, in the majority, on probation after an average of more than 6 months in Genesis II. This finding, of course, reinforces the finding that the 6-month "at-risk" client recidivism rate was 4.3 percent (i.e., most clients did not become reinvolved with

the criminal justice system, so their legal status did not change).

A majority of clients who were awaiting adjudication or awaiting sentencing at intake were on probation at termination. Most of these clients were referred to Genesis II (according to the Genesis II program director) to optimize the probability they would be placed on probation. Participation in Genesis II may or may not have been an explicit condition of probation, but apparently was a factor which affected dispositions of cases.

Clients who were awaiting adjudication or sentencing at intake required prohibitive amounts of staff time to resolve legal, personal, and family-related problems *before* they were ready to participate in Genesis II, however. In addition, 79 percent of these clients were eventually terminated from Genesis II for neutral reasons or were terminated unsuccessfully. Thus, it is recommended that Genesis II not admit offenders who are awaiting adjudication or awaiting sentencing at time of referral to the program.

Finally, Genesis II staff should look for a possible trend based on the relationship of termination status with age *and* correctional history. If clients older than 23 years at offense for most recent conviction have an extensive correctional history; and if, as a group, they ultimately do not successfully complete the program, an additional policy change should be considered. Potential clients who are older than 23 years and have an extensive correctional history should be referred to corrections treatment programs which have been more successful with this kind of client.

CHAPTER XVIII

EVALUATION OF RELATIVE EFFECTIVENESS: CLIENT RECIDIVISM

A. RANKING OF RELATIVE EFFECTIVENESS

As discussed in the preceding chapter, Genesis II observed a low 6-month "at-risk" client recidivism rate (4.3 percent). *How did the 6-month "at-risk" Genesis II client recidivism rate fare when compared with 6-month "at-risk" recidivism rates for clients/probationers in other corrections treatment programs or rehabilitation modes?*

Table 46 readily provides an answer. *Genesis II had the lowest 6-month "at-risk" client recidivism rate among the treatment programs/rehabilitation modes compared.* The ranking of program/project effectiveness in *reducing client/probationer recidivism*, in decreasing order of magnitude, was:

1. Genesis II
2. Project Newgate for Women
3. Supervised Probation
4. Halfway Houses
5. P.O.R.T. Projects

B. RECIDIVISM DISPOSITIONS

Recidivism dispositions, across programs/rehabilitation modes in order of frequency of occurrence, were:

1. Revocation of probation/parole
2. Felony conviction
3. Misdemeanor or gross misdemeanor conviction

TABLE 46

SIX-MONTH "AT-RISK" RECIDIVISM RATES FOR GENESIS II AND COMPARISON
CORRECTIONS TREATMENT PROGRAMS AND REHABILITATION MODES^a

CORRECTIONS TREATMENT PROGRAMS/REHABILITATION MODES

| DISPOSITION | GENESIS II | | PROJECT NEW-GATE FOR WOMEN ^b | | HALFWAY HOUSES ^c | | P.O.R.T. PROJECTS ^d | | PROBATION ^{e,f,g} | | WORKHOUSE INCARCERATION | |
|--------------------------------|---|----------------|---|-------------|-----------------------------|----------|--------------------------------|----------|----------------------------|----------------------|-------------------------|--------------------|
| | RR ^h | P ⁱ | RR | p | RR | p | RR | p | RR | p | RR | p |
| | Misdemeanor or Gross Misdemeanor Conviction | -0-% (0/47) | | -0-% (0/46) | | 4.8% | (20/416) | 3.7% | (6/162) | | | No data available. |
| Felony Conviction | 4.3 (2/47) | | 2.2 (1/46) | | 6.0 | (25/416) | 6.2 | (10/162) | | | No data available. | |
| Revocation of Probation/Parole | -0- (0/47) | | 6.5 (3/46) | | 7.7 | (32/416) | 9.9 | (16/162) | | | No data available. | |
| TOTAL: ^k | 4.3% (2/47) | | 8.7% (4/46) | | 18.5% | (77/416) | 19.8% | (32/162) | 25.9% | (14/54) ^j | | |
| SCALED TOTAL: ^k | 4.3% (2/47) | | 8.7% (4.1/47) | | 18.5% | (8.7/47) | 19.8% | (9.3/47) | 13.0% | (6/47) | | |
| RANK: ^l | 1 | | 2 | | 4 | | 5 | | 3 | | | |

^a A 6-month "at-risk" period is the 180 days from point of client entry into a corrections treatment program.

^b Recidivism data for Project Newgate for Women clients covered the program period October 24, 1974, to December 31, 1976, the first 2 years of program operation.

^c Recidivism data were for clients from the following half-way houses: Alpha House, Anishinabe Longhouse, Freedom House, 180 Degrees, and Retreat House. Recidivism data used were 6-month "at-risk" recidivism data for the first 2 respective program years.

^d Recidivism data were for clients of the following P.O.R.T. projects: Nexus, Portland House, and Bremer House. Recidivism data were 6-month "at-risk" recidivism data for the first 2 respective project years.

^e Hennepin County (Minnesota), Department of Court Services, District Court Probation Division, *Research Project Notebook, Report No. 1: An Evaluation of Probation Supervision*, by Clifton A. Rhodes (Minneapolis: Department of Court Services, 1978), pp. 26-32.

^f Recidivism data for female probationers supervised by Hennepin County Department of Court Services, District Court Division, were for a 12-month "at-risk" period.

^g Recidivism data were not broken down by felony convictions,

by misdemeanor convictions, and/or by revocations for female probationers, i.e., recidivism data were not broken down by sex.

^h Recidivism rate (RR) = $p \times 100$.

ⁱ Proportion of clients/probationers recidivating (p) = (Number of clients/probationers convicted of a felony + Number of clients/probationers convicted of a misdemeanor or gross misdemeanor + Number of clients/probationers who had probation/parole revoked) ÷ Number of clients/probationers.

^j A proxy 6-month "at-risk" recidivism rate has been estimated for probationers. The proxy 6-month "at-risk" recidivism rate was computed as one-half of the 12-month "at-risk" recidivism rate which was 25.9 percent.

^k Recidivism rates have been scaled so they are proportional to the number of clients who have been terminated from Genesis II through June 30, 1978. This has been done to facilitate direct comparisons of the numbers of clients/probationers who recidivated during a 6-month "at-risk" period.

^l Recidivism rates have been ranked from "1"—"lowest 6-month 'at-risk' recidivism rate, greatest treatment effect observed," to "3"—"highest 6-month 'at-risk' recidivism rate, smallest treatment effect observed."

During the 6-month "at-risk" periods, clients were most likely to have their probation/parole revoked, although the reasons for revocation are not known. Felony convictions outnumbered misdemeanor convictions for all treatment programs/projects and rehabilitation modes compared (Table 46).

C. SUMMARY, CONCLUSIONS, AND DISCUSSION

Among the community-based corrections treatment programs/projects and rehabilitation modes compared, Genesis II had the lowest 6-month "at-risk" client recidivism rate. The ranking of treatment programs/projects and rehabilitation modes in decreasing order of effectiveness in reducing client recidivism was:

1. Genesis II (4.3 percent recidivism rate)
2. Project Newgate for Women (8.7 percent recidivism rate)
3. Supervised Probation (13.0 percent recidivism rate)
4. Halfway Houses (18.5 percent recidivism rate)
5. P.O.R.T. Projects (19.8 percent recidivism rate)

During the first 6-months "at-risk," i.e., during the first 6 months after program entry (or start of probationary period), clients were *more likely to have their probation/parole revoked than they were to be convicted of a new offense*. Clients who were convicted of new offenses were more likely to have been convicted of *felonies* rather than misdemeanors or gross misdemeanors.

More detailed analyses of client recidivism have not been conducted because of concern that the recidivism rate for Genesis II may have been

underestimated. As a result, caution has been exercised in drawing conclusions about the relative effectiveness of corrections treatment programs and projects, as well as supervised probation, in reducing client/probationer recidivism. Nevertheless, *on a preliminary basis, it appears that a nonresidential community-based corrections treatment program is an effective mode for reducing client recidivism.*

CHAPTER XIX

PERFORMANCE EVALUATION: OUTPUT COSTS, COSTS PER CASE

Corrections treatment programs are designed to achieve goals--to achieve particular outcomes, such as reduction in client recidivism. The methods utilized to attain goals have been conceptualized as sub-goals, objectives, intermediate products, or program outputs.¹ The treatment and services delivered are intermediate products--program outputs. They reflect *what* a corrections treatment program does to facilitate change in client behavior, to attain program goals. The variable which indicates the *total* cost of providing treatment and services to 1 client is termed *cost per case*. Cost per case is an output cost.

Although cost per case estimates are sometimes used to rank corrections treatment programs *exclusively* on the basis of the total cost per client of providing treatment and services, the indices are subject to two shortcomings:

- Cost per case estimates do not account for levels of treatment effect achieved. For example, two treatment programs might have cost \$3,000 per case, although one program achieved a 3 percent reduction in client recidivism while the other achieved a 12 percent reduction in client recidivism. Obviously, the latter program achieved a

¹Minnesota, Governor's Commission on Crime Prevention and Control, Evaluation Unit, *Cost-Effectiveness of Residential Community Corrections: An Analytical Prototype* (St. Paul: Governor's Commission on Crime Prevention and Control, 1977), pp. 4-6.

greater treatment effect per dollar expended, but that effect was not accounted for in the output cost estimate, the cost per case.

- Cost per case indices do not identify the treatment program (or other rehabilitation mode) which is *consistently* least expensive. Cost per case estimates are based on average duration of enrollement (average length of stay). Therefore, *differences* in costs per case across treatment programs/rehabilitation modes can change (sometimes dramatically) if the average length of client stay in a program or rehabilitation mode either increases or decreases.

Preferred cost measures are computed as *cost per unit of outcome*, e.g., \$5,000 to achieve a 1 percent reduction in client recidivism. Yet, the state of the art is such that straightforward measurement is difficult or sometimes impossible to carry out. Therefore, cost per case indices are used as proxy outcome estimates--yielding intermediate information about total cost *minus or without* information about effect.

On a cost per case basis, how expensive was Genesis II in relation to the treatment programs/projects and rehabilitation modes with which it has been compared in this evaluation?

The ranking of the treatment programs/rehabilitation modes in terms of total cost of providing treatment and services was (Table 47):

1. Probation (least expensive at \$1,385.33 per case)
2. Workhouse Incarceration (\$1,674.00)
3. Genesis II (\$2,502.90)
4. Halfway Houses (\$5,206.76)
5. P.O.R.T. Projects (\$7,062.21)
6. Project Newgate for Women (\$7,525.01, the most expensive rehabilitation mode)

On a cost per case basis, Genesis II was more expensive than probation or workhouse incarceration, but less expensive than residential community-based corrections treatment programs/projects.

| TABLE 47 | | | |
|--|---|--|------------------|
| OUTPUT COSTS: COST PER CASE FOR GENESIS II AND COMPARISON CORRECTIONS TREATMENT PROGRAMS/REHABILITATION MODES | | | |
| TREATMENT PROGRAM/ REHABILITATION MODE | COST PER CLIENT PER DAY ^a | AVERAGE LENGTH OF STAY (in days) | COST PER CASE |
| Genesis II | \$16.20 | 155 ^b | \$2,502.90 |
| Project Newgate for Women | 54.53 | 138 | 7,525.01 |
| Halfway Houses | 41.99 | 124 | 5,206.76 |
| P.O.R.T. Projects | 36.03 | 196 | 7,062.21 |
| Probation | 3.80 ^c | 365 | 1,385.33 |
| Workhouse Incarceration | 31.00 | 54 | 1,674.00 |

^aCost per client per day estimates are expressed in May, 1978, dollars. That is, all cost per client per day estimates have been adjusted for inflation.

^bBased on a 20-day program month.

^cLong run per capita daily cost. (See: Minnesota, Governor's Commission on Crime Prevention and Control, Evaluation Unit, *Cost-Effectiveness of Residential Community Corrections: An Analytical Prototype* [St. Paul: Governor's Commission on Crime Prevention and Control, 1977], p. 15.) The estimate is a proxy measure for the long run per capita daily cost of probation supervised by the Hennepin County Department of Court Services, District Court Division.

Fortunately, it has been possible in this evaluation to extend output cost analyses to estimate *treatment effects achieved per dollar expended*. The cost-effectiveness of Genesis II in relation to residential community-based corrections treatment programs and/or supervised probation is estimated in the following chapter.

CHAPTER XX

PERFORMANCE EVALUATION: COST-EFFECTIVENESS

One of the ultimate goals of corrections treatment programs is to ensure the safety of the public by reducing their exposure to crime. Public safety is an ultimate benefit of reduction in crime.

Benefits are best quantified in terms of averted costs--costs averted by the public, and costs averted by public agencies and systems, e.g., the criminal justice system. For example, a decrease in violent crime can be interpreted as an increase in public safety, a decrease in the public victimization rate. Benefits of decreased victimization include decreased social costs--decrease in the amounts of money required to compensate victims for loss or damage to their persons and to their property; and decrease in costs to the criminal justice system for apprehending, adjudicating, and rehabilitating offenders.

The *optimal* appraisal of the benefits accruing to the public and public agencies or systems as a result of the operation of corrections treatment programs would involve estimation of the social costs averted both by the public and by public segments of society such as the criminal justice system. Since the data necessary to conduct economic analyses of averted social costs are difficult to identify and quantify, and thus (more often than not) unavailable, *proxy measures* of social costs are used. The proxy measures most frequently utilized are intermediate measures based upon indices of program effectiveness--*outcome*

indices, such as cost per reduced arrest for violent crimes or cost per client securing employment as a result of program intervention.

Certain implicit or explicit assumptions are operational in the selection of proxy measures. As illustration, selection of a measure such as cost per reduced arrest might be interpreted as a proxy measure of cost per unit increase in public safety, or, alternately, as a proxy measure of average savings to the public per violent crime averted. Another example of a proxy measure is cost per client obtaining employment while enrolled in a corrections treatment program. The rationale for selecting this latter proxy measure is based on the economic literature which shows a positive correlation between unemployment and crime--as unemployment increases, crime increases. The cost per client obtaining employment can be conceptualized as the cost of minimizing the potential that one person will engage in illegal activity as a source of financial support. The rationale is that if the needs which might promote criminal behavior are met, the criminal behavior will decrease or cease.

Utilizing proxy measures of benefits accruing to society as a result of the impact of corrections treatment programs, cost-effectiveness analyses can be used to answer two of the most important queries posed within this report:

How much did it cost to elicit specific amounts of change in client behavior?

Could similar treatment effects have been achieved using less expensive rehabilitation modes?

Three cost-effectiveness analyses have been carried out for Genesis II and comparison treatment programs and rehabilitation modes. Per

capita costs were computed and ranked (Table 48) for:

1. Number of clients securing employment *while* in a program/project.
2. Number of clients employed full time or part time, or enrolling in/completing an academic training program, or enrolling in/completing a vocational training program (total client activity).
3. Number of clients *not* recidivating during a 6-month "at-risk" period.

A. COST PER CLIENT SECURING EMPLOYMENT WHILE ENROLLED IN
A COMMUNITY-BASED CORRECTIONS TREATMENT PROGRAM/PROJECT

Cost per client obtaining employment while enrolled in the community-based corrections treatment programs/projects compared ranged from \$33,550 (Project Newgate for Women) to \$46,581 (Genesis II).¹ Figure 11 depicts the results of this first cost-effectiveness analysis. Project Newgate for Women was the least costly on a per capita basis for each position secured, followed by halfway houses, P.O.R.T. projects, and Genesis II.

¹The ranked cost estimates do not correspond to results presented in Tables 37 and 38 where the percentages of clients securing/retaining full-time or part-time employment were employed as *proxy measures* of the percentages of clients obtaining employment *while enrolled* in programs/projects. The percentages of clients employed were *overestimates* of the percentages of clients actually securing jobs while they were enrolled in the corrections treatment programs/projects. On the other hand, the actual numbers of clients obtaining employment after point of intake were utilized as measures for the cost-effectiveness analysis. For several projects (Project Newgate for Women, P.O.R.T. projects), the numbers of clients securing employment after intake were underestimates of effects of project intervention because of job placement services provided potential clients *prior* to intake. Consequently, some of the cost estimates presented in the cost-effectiveness analysis may be *overestimates* of costs incurred in facilitating per capita client employment.

TABLE 48
COST-EFFECTIVENESS OF GENESIS II AND ALTERNATIVE TREATMENT PROGRAMS/
REHABILITATION MODES

| VARIABLE OR MEASURE | TREATMENT PROGRAM/REHABILITATION MODE | | | | | |
|---|---------------------------------------|------------------------------|----------------|-------------------|--------------------------|----------------------------|
| | Genesis II | Project Newgate for Women | Halfway Houses | P.O.R.T. Projects | Probation | Workhouse Incarceration |
| Total Expenditures Expressed in May, 1978, Dollars | \$326,064 | \$637,447 | \$5,034,139 | \$3,287,907 | \$1,395,500 ^a | --- |
| Total Number of Clients Securing Full-Time or Part-Time Employment while in Program/Project | 7 | 19 | 133 | 72 | No data available. | No data available. |
| Cost per Client "Success," Cost per Client Employed Full Time or Part Time while in Program/Project | \$ 46,581 | \$ 33,550 | \$ 37,851 | \$ 45,665 | --- | --- |
| RANK: ^b | 4 | 1 | 2 | 3 | | |
| Total Number of Clients Employed Full Time or Part Time or Enrolling in/Completing an Academic Training Program or Enrolling in/Completing a Vocational Training Pro- gram (Total Client Activity) | 27 | 38 | 227 | 110 | No data available. | No data available. |
| Cost per Client "Success," Cost per Client Employed Full Time or Part Time, or Enrolling in/Completing an Aca- demic Training Program, or Enrolling in/Completing a Vocational Training Program | \$ 12,076 | \$ 16,775 | \$ 22,177 | \$ 29,890 | --- | --- |
| RANK: ^b | 1 | 2 | 3 | 4 | | |
| Number of Clients Not Recidivating during a 6-Month "At-Risk" Period | 45 | 42 | 354 | 131 | .110 ^c | No data available. |
| Cost per Client "Success," Cost per Nonrecidivous Client for a 6-Month "At-Risk" Period | \$ 7,246 | \$ 15,177 | \$ 14,221 | \$ 25,099 | \$ 12,686 | --- |
| RANK: ^d | 1 | 4 | 3 | 5 | 2 | --- |

^a 1978 budget.

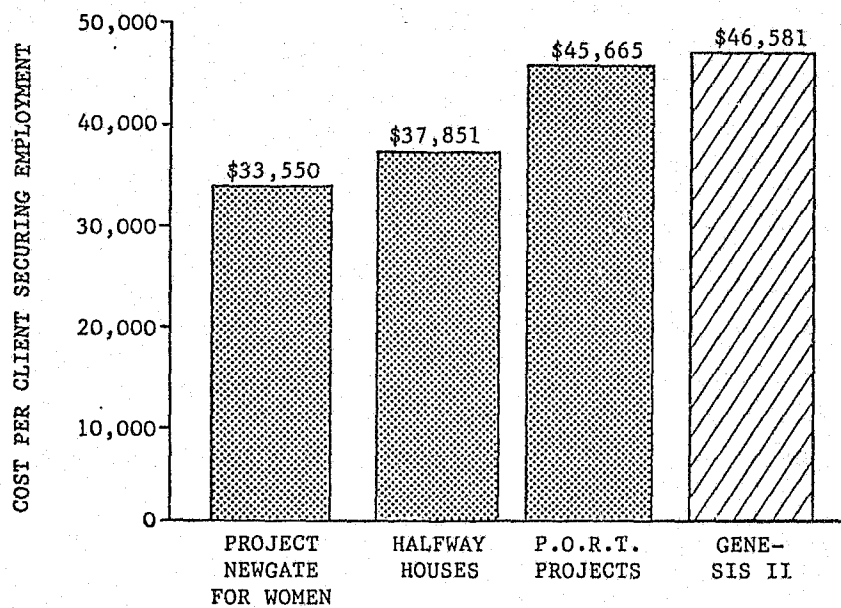
^b Ranks range from "1" to "4," with a "1" indicating "lowest per capita (per client) cost--most cost-effective"; and a "4" indicating "highest per capita (per client) cost--least cost-effective."

^c Estimated number of nonrecidivous probationers, both male and female, during a 6-month "at-risk" period. Number of nonrecidivous proba- tioners was calculated as one-half of the number of nonrecidivous male and female probationers "at-risk" for 12 months. (see Hennepin County [Minnesota], Department of Court Services, District Court Probation Division, *Research Project Notebook, Report No. 1: An Evaluation of Probation Supervision*, by Clifton A. Rhodes [Minneapolis: Department of Court Services, 1978], p.32).

^d Ranks range from "1" to "5," with a "1" indicating "lowest per capita (per client) cost--most cost-effective"; and a "5" indicating "highest per capita (per client) cost--least cost-effective."

FIGURE 11

COST-EFFECTIVENESS ANALYSIS: COST PER CLIENT SECURING EMPLOYMENT WHILE ENROLLED IN A COMMUNITY-BASED CORRECTIONS TREATMENT PROGRAM/PROJECT



— DECREASING MAGNITUDE OF COST-EFFECTIVENESS —→

The costs per client securing employment (per capita costs) were extreme and lead to the conclusions that:

- *Regardless of numbers of clients obtaining employment, the per capita costs indicate none of the corrections treatment programs/projects compared were cost-effective in facilitating client job acquisition.*
- *Had the corrections treatment programs/projects compared provided only job placement services and employment services, program/project resources might have been more effectively utilized in providing clients with salaries for doing specific jobs.*

B. COST PER CLIENT EMPLOYED FULL TIME OR PART TIME, OR ENROLLING IN/COMPLETING AN ACADEMIC TRAINING PROGRAM, OR ENROLLING IN/COMPLETING A VOCATIONAL TRAINING PROGRAM

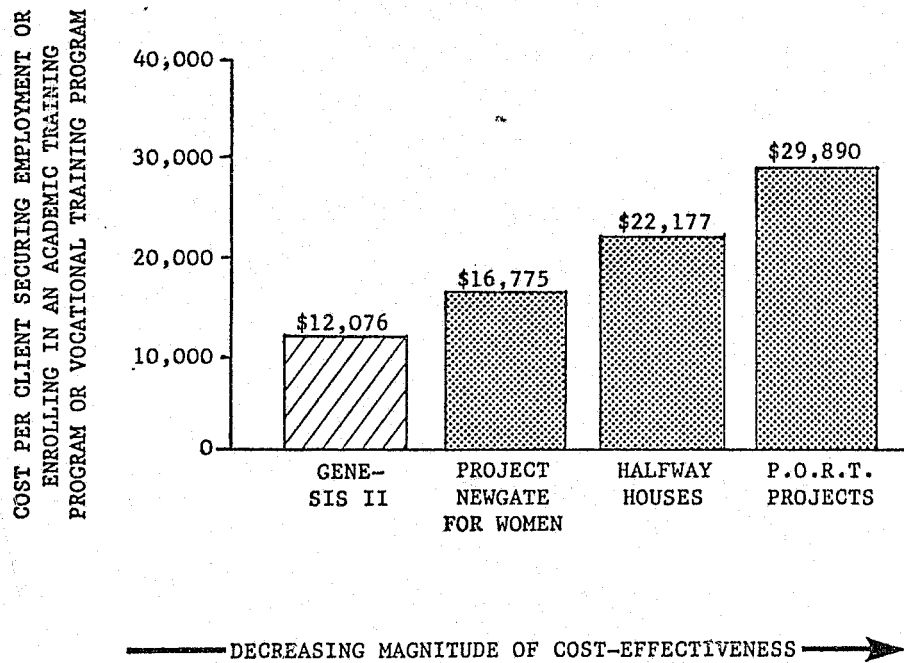
In terms of what has been called "total activity,"¹ Genesis II expended the least amount of resources on a per capita basis: \$12,076 (Table 48). That is, Genesis II was the most cost-effective of the treatment programs/projects compared where the measure of treatment effect was number of clients employed, or enrolling in/completing an academic training program, or enrolling in/completing a vocational training program.

Project Newgate ranked second in per capita cost for total client activity (\$16,775), followed by, in order of increasing costs, halfway houses (\$22,177), and P.O.R.T. projects (\$29,890). Results of the cost-effectiveness analysis for total client activity are presented in Figure 12.

¹Refer to Chapter XIV.

FIGURE 12

COST-EFFECTIVENESS ANALYSIS: COST PER CLIENT SECURING EMPLOYMENT, OR ENROLLING IN AN ACADEMIC TRAINING PROGRAM, OR ENROLLING IN A VOCATIONAL TRAINING PROGRAM WHILE ENROLLED IN A COMMUNITY-BASED CORRECTIONS TREATMENT PROGRAM/PROJECT



C. COST PER NONRECIDIVOUS CLIENT FOR A SIX-MONTH "AT-RISK" PERIOD

For a 6-month "at-risk" period, Genesis II required the least amount of resources, on a per capita basis, to avert client contact with the criminal justice system. The cost per client *not* becoming re-involved with the criminal justice system for 6 months following point of program entry was \$7,246. As Table 48 reveals, Genesis II was the most cost-effective of the treatment programs/rehabilitation modes compared. *Most pointedly, Genesis II may be a less expensive method of reducing client recidivism than supervised District Court probation.* (The per capita cost per probationer "success" during a 6-month "at-risk" period was \$12,686.) Halfway houses, Project Newgate for Women, and P.O.R.T. projects (in decreasing order of cost-effectiveness) required from \$14,221 to \$25,099 on a per capita basis to avert client reinvolverment with the criminal justice system for a period of 6 months (Figure 13).

D. COST-EFFECTIVENESS: SUMMARY AND CONCLUSIONS

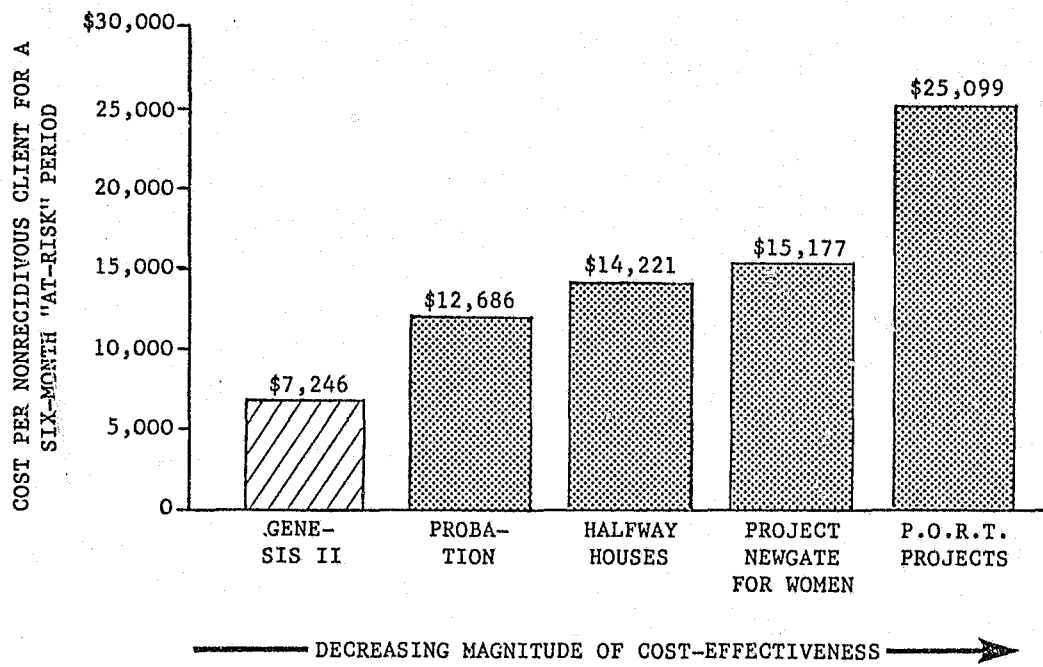
For the amount of resources allocated and expended, Genesis II achieved the greatest treatment effects per dollar expended in facilitating client activity and in reducing client recidivism. By summing the ranks assigned in the cost-effectiveness analyses (Table 49), the *overall* ranking in decreasing order of treatment effect per dollar expended was:

1. Genesis II
2. Project Newgate for Women
3. Halfway Houses
4. P.O.R.T. Projects¹

¹District Court probation was not ranked because it was not a unit of analysis in all 3 cost-effectiveness analyses.

FIGURE 13

COST-EFFECTIVENESS ANALYSIS: COST PER NONRECIDIVOUS CLIENT
FOR A SIX-MONTH "AT-RISK" PERIOD



| TABLE 49 | | | | | |
|--|---------------------------|---------------------------|-------------------|---------------------------|-------------------|
| SUMMARY OF COST-EFFECTIVENESS ANALYSES FOR GENESIS II AND ALTERNATIVE TREATMENT PROGRAMS/REHABILITATION MODES | | | | | |
| MEASURE | RANK ^a | | | | |
| | 1 | 2 | 3 | 4 | 5 |
| Cost per Client Securing Full-Time or Part-Time Employment while in Program | Project Newgate for Women | Halfway Houses | P.O.R.T. Projects | Genesis II | -- |
| Cost per Client Employed Full Time or Part Time, or Enrolling in/Completing an Academic Training Program, or Enrolling in/Completing a Vocational Training Program | Genesis II | Project Newgate for Women | Halfway Houses | P.O.R.T. Projects | -- |
| Cost per Nonrecidivous Client for a 6-Month "At-Risk" Period | Genesis II | Probation | Halfway Houses | Project Newgate for Women | P.O.R.T. Projects |
| ^a Ranks range from "1"--"lowest per capita cost, most cost-effective," to "5"--"highest per capita cost, least cost-effective." | | | | | |

Available cost-effectiveness indices indicate that treatment effects equivalent to those realized by Genesis II were not achieved at less expense by comparison corrections treatment programs/projects or supervised probation.

CHAPTER XXI

POLICY AND PLANNING RECOMMENDATIONS

The policy and planning recommendations made here address 2 levels of decision-makers: 1) Genesis II program staff and the Genesis II Advisory Board; and 2) funding agents, planning units, and sponsoring units of government. The policy and planning recommendations directed at the Genesis II staff and its Advisory Board are intended to suggest changes in program operation. The changes appear warranted on the basis of results of analyses of both the effort and performance evaluation components of this report. Policy and planning recommendations made at the criminal justice system level (funding agents, planning units, and sponsoring units of government) are intended to prompt actions which may benefit Genesis II and other nonresidential community-based corrections treatment programs, as well as the population of female offenders in the state of Minnesota.

A. PROGRAM-LEVEL POLICY AND PLANNING RECOMMENDATIONS

By and large, the policy and planning recommendations applicable at the program level (client-based and program-based recommendations) have been introduced in previous chapters. They are reviewed here primarily as a mechanism of consolidation for the reader. Furthermore, a majority of the recommendations have been implemented by Genesis II--some following consultation with Crime Control Planning Board staff, but most resulting from an internal evaluation system implemented by

the program.

1. Client-Based Policy and Planning Recommendations

The client-based policy recommendations made here pertain to criteria for admission, continuation, and termination from Genesis II. First, it is recommended that initial screening of potential clients be immediately followed by vocational assessment and evaluation. Potential clients (or *clients*) who are adjudged, by the end of the Screening and Intake phase (Phase I) not to be socially, psychologically, and/or physically able to utilize Genesis II counseling and services to prepare for or attain a vocation while enrolled in the program should not be accepted as clients or permitted to continue in the program. These individuals should be referred to social service agencies which *can* provide the intensive rehabilitative and habilitative treatment and services required to assist them to attain a vocation.

Second, those clients and potential clients who have not completed high school or earned a GED, or cannot pass a proficiency test, should be required to enroll in the adult education component of the Genesis II program. Participation in the adult education program should be a *condition of admission* for potential clients who have not completed high school (or the equivalent) by the time they are referred to Genesis II.

Third, behavioral contracting should be established with clients. The contracts should specify *what* the client intends to accomplish while in Genesis II and *when* each goal will be reached. Genesis II does employ a client-based management information system to monitor client progress, and staff appraisal of performance is fed back to clients on a monthly basis. The behavioral contracting should *supplement* the

client-based MIS. Specifically, as a client proceeds through the program, a contract delineating her duties, rights, and responsibilities would permit the client to function as an "active consumer." That is, the client would be actively involved in directing personal progress and assuming responsibility for that progress or lack thereof. It is also thought that a contract would facilitate client understanding of program phasing and comprehension of how accomplishments in one area (e.g., completion of a high school education) anticipate accomplishments in other areas (e.g., enrollment in vocational training programs). Furthermore, the average Genesis II client did remain in the program for more than 6 months, but dropped out before completing the 4 phases of Genesis II. Assuming the average client elects to enroll for reasons not exclusively related to legal status, it is logical to speculate that ambiguity of direction (program or personal) contributes to dissatisfaction and, thus, to attrition. Contracting and renegotiation of contracts over time is a viable method for clients and staff to minimize ambiguity, evaluate progress, gain perspective, and set new direction.

One of the final two recommendations for client-based policy change is derived from data pertaining to unexcused absences and client termination status. It was seen that clients compiling more than 40 days of unexcused absences ultimately did not successfully complete the Genesis II program. Therefore, it is suggested that Genesis II terminate clients if they miss 40 program days.

Finally, clients who were awaiting adjudication or awaiting sentencing at intake reportedly required prohibitive amounts of staff time to solve legal, personal, and family-related problems *before* they were ready to participate in Genesis II program activities. In addition, 79

percent of these clients were eventually terminated from Genesis II for neutral reasons, or were terminated unsuccessfully. Thus, the final recommendation for client-based policy change is that Genesis II not admit offenders who are awaiting adjudication or awaiting sentencing at time of referral to the program.

2. Program-Based Policy and Planning Recommendations

There are 9 major program-based policy and planning recommendations to be made.

a. Incorporation of the Adult Education Program within the Core Curriculum. First, adult education program classes should be incorporated as "core courses" within the second phase of the Genesis II program (Acquisition of Nonvocational Skills and Information). Enrollment in the adult education program should be a condition of admission or a condition of continuation for potential clients and clients, respectively, who have not completed a high school education. This is important because a high school education is considered minimum qualification for entry into most vocational training programs and entry into the public sector job market.

b. Planning for Client Vocational Development. Genesis II should formulate or revise policy for client vocational development and implement novel programming based on knowledge about the vocational needs of the female offender gained during its first 2 years of operation. Whatever the program plan entails should be clearly delineated. Depending upon the role Genesis II adopts, then the program should, for example, consider hiring a full-time vocational rehabilitation counselor. The counselor should maintain responsibility for client vocational

assessment, evaluation, and counseling. The counselor should work with staff of public and private agencies and programs to facilitate client vocational development, including job placement. In short, Genesis II should hire a vocational rehabilitation counselor to assume the duties and responsibilities currently maintained by the DVR vocational counselor and the Genesis II program coordinator.

c. Selection of Clients on the Basis of Vocational "Readiness"/Phasing of Vocational Assessment and Evaluation. The third and fourth respective program-level policy recommendations are that vocational assessment and evaluation begin when a probationer/parolee is referred to the program and continue during Phase I--Screening and Intake; and, potential clients or clients continue through the program *only* if they are evaluated as ready to maximally utilize Genesis II programming to train for a first vocation or prepare for a new vocation.

d. Establishment of an On-Site Job Training Program. Since lack of work experience has been cited as a barrier to clients' securing employment, Genesis II should pursue plans to establish an on-site training program in conjunction with interested business leaders. If structured properly, the training program will be an ideal mechanism to help clients learn skills needed to retain jobs in the public sector.

e. Increasing Average Daily Client Population. In order to operate at 90 percent of design capacity, and, thus, be considered to be operating at an efficient level, Genesis II should increase the average daily client population to a minimum of 41 clients.¹

¹Based on a program design capacity of 45 clients.

f. Study of Reasons for Client Attrition. Genesis II should, in cooperation with the Crime Control Planning Board Evaluation Unit, seek to identify reasons for client attrition since the average client remained in the program over 6 months, but did not successfully complete the program. Interviews with former clients are a viable mechanism for understanding why clients left Genesis II and for providing direction to program staff to ameliorate contributory factors.

g. Modification in Program Structure. Genesis II should be restructured. Phase II (Acquisition of Nonvocational Skills and Information) and Phase III (Vocational Development) should be collapsed and merged into a time frame not exceeding 6 months. Core courses, vocational counseling, adult education, individual counseling, and group counseling should be provided concurrently.

h. Institutionalization of Policy and Programming Changes. As a final aspect, it is recommended that Genesis II *institutionalize* modifications in programming and program policy. Genesis II, in cooperation with its Advisory Board, should formally incorporate revisions by:

- 1) Preparing a new mission statement, formulating new or revised program goals, preparing a new work plan, and revising the Genesis II bylaws.
- 2) Transmitting revised bylaws, goals, mission statement, work plan, and all related documents to funding agencies and sponsoring units of government.

Without updated documents, there is always a possibility that the program output *expected by decision-makers* will substantially differ from the program output *intended by Genesis II and its Advisory Board.*

Decision-makers rely upon data on expected program output to make decisions about allocation or reallocation of scarce resources. Consequently, Genesis II should expend sufficient effort to ensure that the documentation it produces for funding agents and sponsoring units of government transmits *exact* information. That is to say, Genesis II should seek to ensure that intended program output corresponds with expected or anticipated program output.

If program policy and goals were revised, Genesis II might offer clients a variety of treatment and services, but not offer all treatment and services to all clients. Some clients, for example, might receive vocational assessment and evaluation services, but not need or be able to utilize the remainder of treatment and services provided through Genesis II. The program would be credited with providing vocational assessment and evaluation services (or any other treatment and services) if it maintained appropriate *short-run* program goals. In other words, if Genesis II maintained program goals addressing short-run intervention, it could devote specific amounts of program resources toward achieving the short-run goals. The remaining resources would be directed at long-term goals (e.g., reduction in client recidivism). Decision-makers would expect data on short-run program performance and expect data on long-run program performance. Furthermore, decision-makers would then evaluate achievement of both the short-run and long-run goals. The decision-makers would make funding decisions based on appropriate types of output or outcome data.

B. SYSTEM-LEVEL POLICY AND PLANNING RECOMMENDATIONS

The system-level policy and planning recommendations address:

1. Need for changes in the responses of the judiciary and of court services personnel to client failure to fulfill conditions of probation/parole.
2. Expediency of continuation of funding of Genesis II.
3. Expediency of expanding the use of nonresidential community-based corrections treatment programs.
4. Actions which should be taken by the Crime Control Planning Board, the Department of Corrections, and sponsoring units of government to meet needs of the female offender.

1. Utilizing the Judiciary and Court Services Personnel to Maximize Probability of Client Program Completion

Genesis II staff members have reported that numerous difficulties have been encountered in encouraging client program participation. Further, there have been few negative consequences for lack of cooperation on the part of the client. As a result, if mediation sessions among staff, client, and probation/parole officers did not alter client behavior, then Genesis II staff had little recourse except to terminate the client.

While it is always true that some clients just will *not* actively participate in a treatment program, it is also true that maximum client cooperation can be induced through agile management. *What can be done to ensure that a majority of Genesis II clients successfully complete the program?*

Genesis II staff and the program's Advisory Board should devise a multistage plan to:

- a. *Share information* with judges and with court services personnel about:

- Psychosocial and economic needs of the female offender (e.g., needs for independent living skills, needs for vocational training).
 - Policy and programming which have evolved within Genesis II in an attempt to meet certain of the needs of the female offender.
 - Anticipated long-term benefits accruing to the female offender as a result of effective utilization of Genesis II program resources.
- b. Secure the cooperation of judges and court services personnel to *devise contingency plans to facilitate and encourage successful program completion by Genesis II clients*. The contingency plans developed should enumerate negative sanctions to be imposed with clients who do not actively participate in their treatment program or fail to successfully complete the program.
 - c. Secure the cooperation of the judges and court services personnel to *implement the contingency plans*, that is, to encourage clients to effectively utilize the treatment and services available through Genesis II and successfully complete the program.
 - d. *Devise a mechanism* for judges, court services personnel, and clients to *provide feedback to Genesis II* about the factors and conditions which facilitate or hinder active participation in, or successful completion of, the program.
 - e. *Devise a strategy to modify components of the Genesis II program* which may serve to restrict active program participation and successful completion of Genesis II.

2. Recommendations for Continuation of Funding of Genesis II

Has Genesis II exhibited a level of program effectiveness that warrants continued funding?

Based on results of the cost-effectiveness analyses and analyses of program performance, as well as information about the changes in policy and programming instituted upon program recognition of unmet client needs, *the answer is "Yes."* The recommendation requires qualification,

however. Continued funding is legitimate if the Genesis II staff and Advisory Board engage in efforts to implement the changes in policy and programming which have been suggested. Central to the recommendation for continuation of funding is explicit commitment by the Genesis II program, the judiciary, and court services personnel to coordinate policy to ensure that clients who are admitted into the program effectively utilize program resources.

3. Recommendations for Expanded Use of Nonresidential Community-Based Corrections Treatment Programs

An across-the-board recommendation pertaining to expanded use of non-residential community-based corrections treatment programs is not warranted on the basis of existing data. Genesis II has demonstrated that a nonresidential corrections treatment program *is a viable mechanism for client rehabilitation when program performance is compared with the performance of residential community-based corrections treatment programs or supervised probation.* On this basis, a recommendation can be made to *continue funding Genesis II and continue evaluation of program performance.* When all client-based data from the first 3 years of program operation are available and analyzed, a final assessment can be made.

At least as far as women's corrections programming is concerned, continued use of nonresidential community corrections treatment programs is warranted; but recommendations about expanded usage will not be made until the complete Genesis II program data set has been gathered and analyzed.

4. Recommendations to the Crime Control Planning Board, Department of Corrections, and Sponsoring Units of Government

Genesis II has, in a period of two years, developed what appears to

be a workable program plan for a particular offender population. The program *began* with the assumption that treatment and specialized services could be *most effectively* delivered by a skilled staff operating within a single treatment environment. Program philosophy has changed so that the treatment programming currently provided represents the *integrated effort of multiple agencies and programs*. In addition to *directly providing treatment and services*, Genesis II has evolved as a *liaison for female offenders and as a mechanism for integration and coordination of human services delivery*. The Genesis II experience has served to illustrate that *systematic* corrections planning is necessary to achieve effective, or potentially effective, corrections programming for the female offender.

In general, however, women's corrections program planning has not been addressed extensively at a systems level. Therefore, a final recommendation is that the Crime Control Planning Board, Department of Corrections, and sponsoring units of government establish a *permanent* task force to devise system-level planning, policy, and programming guidelines in the area of women's corrections programming. The task force should be comprised of staff from each of the departments/agencies that fund, administer, plan, monitor, evaluate, and implement corrections treatment programs/projects. The task force should, as primary directives:

1) identify the service needs of female offenders; and 2) mobilize private and public resources to meet the varied needs of the female offender; while 3) minimizing related social and economic costs. This evaluation report should be referred to the task force as a major source document.

END