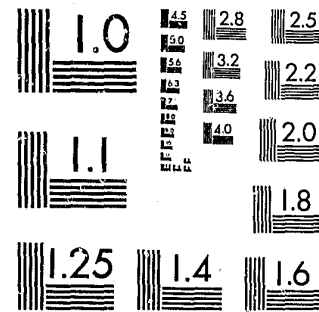


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CRIME CONTROL PLANNING BOARD

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NEWGATE FOR WOMEN:
AN EVALUATION OF A
COMMUNITY CORRECTIONS
PROGRAM FOR WOMEN OFFENDERS

NCJRS
EVALUATION
REPORT

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An Evaluation Report
Produced by the

EVALUATION UNIT

of the

Crime Control Planning Board
444 Lafayette Road
St. Paul, Minnesota 55101

December, 1977

by
Mark Sadacca

NEWGATE FOR WOMEN:
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COMMUNITY CORRECTIONS
PROGRAM FOR WOMEN OFFENDERS

NCJRS

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ACQUISITIONS

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Newgate for Women

A. INTRODUCTION

This report provides a summary of data on Project Newgate for Women, a residential community corrections program for women offenders. Located in Saint Paul, Minnesota, the program predominantly accepts adult women who are either on probation or parole at the time of referral. The report covers the period of October 24, 1974, when Newgate for Women began accepting referrals, through June 30, 1977. For comparative purposes, data are generally presented for the entire period, for the one-year period of July 1, 1976-June 30, 1977 (i.e., the most recent year), and for the period between program start-up and July 1, 1976.

The format of this report allows one to compare the program results of Newgate for Women with those of other residential programs in Minnesota that have been evaluated by the Crime Control Planning Board (formerly the Governor's Commission on Crime Prevention and Control). However, such comparisons must be made cautiously. First, unlike other adult residential programs evaluated by the Crime Board, Newgate for Women is, strictly speaking, neither a "halfway house" for offenders on parole, nor a "P.O.R.T." (Probationed Offenders Rehabilitation and Training) program used as an alternative to incarceration. Rather, Newgate combines features of both, since it accepts probationers as well as parolees. Second, while the majority of residential programs examined by the Crime Board have been for male clients, this Newgate program was designed specifically for female offenders. As a consequence of such differences, comparisons made between Newgate for Women clients and clients

of other residential programs are not intended to indicate that Newgate clients have been more or less "successful" than the clients of any of the other adult residential programs discussed.

The comparisons which are made in this report contrast Newgate clients with those of some P.O.R.T. programs and halfway houses in the Twin Cities area. The P.O.R.T. programs included in these comparisons are Nexus (formerly P.O.R.T. Alpha) and Portland House in Minneapolis, and Bremer House in St. Paul. The halfway house clients in the comparisons are from Alpha House, Anishinabe Longhouse, Freedom House, and 180 Degrees in Minneapolis; and Retreat House in St. Paul. Of these, only Freedom House and 180 Degrees served some female clients.

B. PROGRAM GOALS

Newgate for Women, like other community corrections programs, was funded to achieve specific goals. This section of the report presents an overview of the goals of Newgate for Women and of the treatment program which has been developed to achieve those goals.

There are two purposes for discussing the goals of this project. First, statements of the goals provide a basis for describing what the project is attempting to accomplish. Second, and more important, goals are the standards by which projects are held accountable. The LEAA program is based on a management-by-objective approach. This approach requires grantees to focus on and to articulate what they plan to accomplish, rather than simply stating what they plan to do. Thus, the accountability of recipients of LEAA funds is based, in part, upon their achievement of stated goals.

As operationalized by the Crime Control Planning Board, the management-by-objective approach requires each funded project to list its goals. In this context, the term "goal" refers to a statement of the impact or effect, such as a reduction in recidivism, the project should accomplish if it is successful. Furthermore, each treatment program is also required to formulate a work plan stating the specific efforts or activities the project will undertake to achieve its goals.

Newgate for Women has served as a halfway house for some of its clients. Halfway houses are designed to serve adult clients who have been incarcerated in county or state correctional institutions. Thus, they are organized to aid the clients' transition from an institutional to a noninstitutional environment. Although there are a number of differences among halfway houses, they generally share the following goals:

- (A) To reduce the recidivism rate of the client population.
- (B) To increase (i) employment, (ii) the educational level, and/or (iii) vocational skills of their clients.
- (C) To rehabilitate ex-offenders placed in their projects.
- (D) To demonstrate that ex-offenders can be effective staff members of halfway houses.

As previously mentioned, Newgate for Women has also served as a residential, community alternative to incarceration in county or state correctional facilities. Thus, for some of its clients, Newgate for Women has functioned like a P.O.P.T. program. In contrast with halfway houses, P.O.R.T. projects usually admit clients directly from the courts without a period of incarceration. The P.O.R.T. programs attempt to work with the probationer while retaining him or her in the community. Generally, such programs share the following goals:

- (A) To reduce the recidivism rate of the client population.
- (B) To reduce the proportion of the target population that is incarcerated.
- (C) To rehabilitate offenders while retaining them in the community.
- (D) To demonstrate that paraprofessionals can be effective staff members of the projects.
- (E) To provide a treatment program at a cost equivalent to or less than that of traditional incarceration.
- (F) To increase (i) employment, (ii) the educational level, and/or (iii) vocational skills of their clients.

The two sets of goals stated above were used as the basis for the evaluation of halfway houses and P.O.R.T. projects in Residential Community Corrections Programs in Minnesota.¹ Individual halfway houses and P.O.R.T. projects, however, often have their own specific goals. This evaluation of Newgate for Women focuses on two goals which are specific to that project. The following are the major goals of Newgate for Women, as articulated by its project director.

- (A) By termination from the project, at least 50% of the clients will be involved in or will have completed one of the following: G.E.D.; at least one quarter or semester of college education; an on-the-job training program; or a vocational training program.
- (B) At least 75% of the clients will not be convicted of a (new) felony within one year after release from the project.

To achieve these goals, the program staff felt it would first be necessary to:

- (1) Establish a supervised community residence.
- (2) Develop a therapeutic program.

¹Governor's Commission on Crime Prevention and Control, Residential Community Corrections Programs in Minnesota: An Evaluation Report (St. Paul, November, 1976).

- (3) Provide occupational, educational, and on-the-job training opportunities (career-track resources) for program clients and create an environment in the project in which each client is encouraged to pursue such activities.
- (4) Provide the positive support of a group of peers to enable each client to learn to live and communicate with others, to deal with her individual problems and her responsibilities as a mother.
- (5) Provide clients and their dependent, minor children with regular nutritious meals, and clean, healthful living conditions.
- (6) Initiate a child development program aimed at promoting the development of a healthy, trusting, and loving relationship between the mother and child, and at fostering the mental, physical, and emotional growth of the child.
- (7) Initiate a parental training program to make it possible for program mothers to gain the knowledge and skills necessary to be effective parents.
- (8) Establish a community placement plan.¹

Program planners at Newgate for Women proposed initiating these measures as the means to fulfill the program goals. They argued that Newgate's program for women offenders would provide clients with a coordinated combination of services essential to successful reintegration into society. Newgate's group interaction therapy program was seen as providing the opportunity to deal with the social and personal problems that allowed or resulted from the offender's participation in illegal activity. The career path program would give each participant the opportunity for an economic stake in the future through a self-satisfying and financially acceptable career. Newgate's community placement plan, providing each participant with a satisfactory, independent living situation upon leaving the program, was viewed as a means of

¹From discretionary grant #76-ED-05-0028, "A Community Corrections Program for Women Offenders," awarded to the Department of Corrections for Newgate for Women by the U.S. Department of Justice Law Enforcement Assistance Administration.

enabling the client to continue her career-track plan. The parental training was designed to help clients overcome fears and concerns relating to their mothering roles. The Newgate planners argued that feelings of inadequacy or failure as a mother can contribute significantly toward the offender's negative self-image.

During the first year of its grant,¹ the Newgate for Women program initiated all eight goal-oriented measures listed above and in the original proposal for the project. Temporarily located on Ontario Street in Minneapolis, the program had moved by December 1974 into a large residential facility located at 341 Dayton Avenue in St. Paul. Since that time the program, in need of additional space, has moved to several other locations. In November 1976 the program moved to 827 Mound Street, St. Paul. As of July 30, 1977, the program has been located at 581 Portland Avenue, St. Paul.

A group interaction therapy program was established and has become a central part of the overall Newgate approach. The therapy program is based on a "positive peer culture" model which is intended to provide the offender with peer assistance, support, and insight she may need to deal with personal problems or inadequacies. One and one-half hour group sessions are held four times each week.

Women choose among several career-track options. The project has linked-up with a number of career training resources. Vocational/technical training of clients has been conducted through the following area schools: St. Paul Area Technical/Vocational Institute; Dakota County Area Vocational/Technical

¹The beginning date of the first year grant for Newgate for Women was May 22, 1975. The program, however, had begun to accept referrals as early as October 24, 1974.

Institute; 916 Area Vocational/Technical Institute; and North Hennepin Vocational/Technical Education Center. For those women who have wished to pursue higher education, the University of Minnesota in cooperation with the Newgate program has provided testing, counseling, and financial assistance (with the exception of summer sessions). To date, area community colleges have been utilized only to a small extent by the Newgate program, although they plan to develop greater ties with such institutions. Students who have been enrolled full time in higher education and who have made successful progress toward a degree have been given continued financial assistance for tuition and books after leaving the program. An on-the-job training program was also developed by the Newgate program in cooperation with the Control Data Corporation. During its second year, however, the Control Data on-the-job training program was discontinued due to unsatisfactory results. In the first grant year, four women had been referred to that training program. Of those four, two quit their jobs with Control Data, one was laid off, and only one did well on her job.

Newgate for Women has established a parental training program in which a "mothers meeting" is held once a week. A Ramsey County nurse is present to provide information or to assist the mothers. A child development program has also been established. This program provides each participating child with his own schedule for learning, playing, and assistance. Since a large number of children entering the program have been pre-schoolers, the program staff found it necessary to also provide a day-care program for them while their mothers were at school or work. The Newgate staff consider the parental training and child development/child-care programs to be perhaps the most successful aspect of the entire Newgate program.

Although Newgate for Women has no formal follow-up of clients after termination from project, some women have returned from time-to-time on an informal basis for information or assistance. The program, however, does provide job placement assistance to the client prior to termination. In addition, the staff provides clients who are about to leave the program with help in finding suitable housing and day-care services if needed.

This evaluation report attempts to determine the extent to which the services and activities instituted have been successful in achieving the Newgate program's goals.

C. NEWGATE FOR WOMEN CLIENTS

1. Demographic Characteristics

The Newgate program considered in this report was designed to serve an all female clientele. Between October 24, 1974 (i.e., project start-up) and June 30, 1977, a total of 66 women had been admitted to the residential program. In the one-year period of July 1, 1976-June 30, 1977, 21 clients entered Newgate for Women.

The mean age of the program clients at intake is 22.6 years. Ages range from 16 through 32 years with 84.8% of the clients between the ages of 18 and 30. The median age of clients is 21.9 years. The 21 clients who entered the program between July 1, 1976, and June 30, 1977, have a mean age of 23.3 years, a median age of 22.8 years, and range in age from 16 to 31. Thus, recent program entrants have had age characteristics similar to those of earlier Newgate for Women clients.

The data show that 60.0% (39) of the Newgate for Women clients are White,

23.1% (15) are Black, 12.3% (8) are American Indian, 3.1% (2) are Chicano, and 1.5% (1) are Puerto Rican (N=65).¹ Table 1 summarizes data on the ethnic backgrounds of project clients admitted before and after July 1, 1976.

As can be seen in Table 1, the percentage of non-White women entering the program has been on the decline. Prior to July 1976 one-half of the program clients were non-Whites, while only 19.1% of those clients admitted between July 1, 1976, and June 30, 1977, were non-Whites.

TABLE 1 ETHNIC BACKGROUNDS OF NEWGATE FOR WOMEN CLIENTS			
	ADMITTED PRIOR TO JULY 1976	ADMITTED JULY 1, 1976- JUNE 30, 1977	TOTAL ADMISSIONS
White	50.0%	81.0%	60.0%
Black	27.3	14.3	23.1
Indian	15.9	4.8	12.3
Chicano	4.5	-0-	3.1
Puerto Rican	2.3	-0-	1.5
TOTAL:	100.0%	100.1%	100.0%
NUMBER:	44	21	65

The majority of Newgate for Women clients were residents of Hennepin (33 clients or 50.8%) and Ramsey (23 clients or 35.4%) Counties at time of their entry into the program. In addition, one client (1.5%) resided at intake in each of the following counties: Anoka, Carver, Scott, Washington, Fillmore, Lyon, St. Louis, Stearns, and Cass. Of those women who entered the program between July 1, 1976, and June 30, 1977, 9 (42.9%) resided in Hennepin County at intake, 10 (47.6%) in Ramsey County, and 1 (4.8%) in Scott County, and 1 (4.8%) in Washington County.

¹Sample sizes (N's) vary at times throughout this section depending on the number of missing cases for the variables. In this instance, for example, ethnic background data were available on 65 of the 66 clients.

Most project clients are single at the time they enter Newgate. The data show that 46 clients (70.8%) were single at intake, 8 (12.3%) were married, 3 (4.6%) were separated, and 8 (12.3%) were divorced (N=65). Three of the single women were living with a man in a non-legal association prior to entering Newgate.

Newgate clients are permitted to enter the project with their dependent children. Of the 66 women who were admitted to Newgate between start-up and June 30, 1977, 28 (42.4%) brought one or more children into the project with them. During that period, a total of 42 children entered Newgate for Women to reside with their mothers and to participate in the child development program.

2. Socioeconomic Characteristics

The socioeconomic characteristics of Newgate clients are analyzed using the following set of indicators: educational and training backgrounds, employment, and living situations prior to intake.

Of the 63 Newgate clients on whom data are available, the mean number of years of academic school completed at intake is 11.0. The range in the educational level of these clients is from 8th grade through four years of college, but more clients (27 clients or 42.9%) have 12th grade (high school) as their highest academic grade completed than any other educational level. The median grade level of the clients at intake is 11.3. As indicated in Table 2, most (51 of 63 clients, or 81.0%) of Newgate women were not attending any school at the time they entered the program. Only 4.8% of the clients were attending school or college on a full-time basis; only 7.9% were attending on a part-time basis; and 6.3% were enrolled in G.E.D. programs.

TABLE 2 ACADEMIC SCHOOL ATTENDANCE OF NEWGATE FOR WOMEN CLIENTS AT INTAKE			
	ADMITTED PRIOR TO JULY 1976	ADMITTED JULY 1976- JUNE 30, 1977	TOTAL ADMISSIONS
Full-time college	4.8%	-0-	3.2%
Part-time college	7.1	9.5%	7.9
Full-time grades 1-12	2.4	-0-	1.6
Part-time grades 1-12	-0-	-0-	-0-
G.E.D. Preparation	7.1	4.8	6.3
None	78.6	85.7	81.0
TOTAL:	100.0%	100.0%	100.0%
NUMBER:	42	21	63

For only those clients admitted during the year period of July 1, 1976-June 30, 1977, the mean number of years of academic school completed at intake was 11.6, with a median grade level of 11.8. Most of those clients (18 of 21, or 85.7%) were not attending any school at time of intake. Furthermore, none were attending school or college on a full-time basis; 9.5% were attending part-time; and 4.8% were enrolled in G.E.D. programs. Thus, in terms of level of education at intake, the more recent clients of Newgate for Women have a slightly higher level than clients admitted prior to July 1976. On the other hand, a higher percentage of clients admitted between July 1, 1976, and June 30, 1977, were not enrolled in any academic classes (85.7%) than was true of the clients admitted before them (78.6%).

Of 64 Newgate clients on whom the data are available, most (68.8%) had no vocational training prior to intake. Only 12.5% of the clients had earned a certificate or degree for completing vocational training programs, while 18.8% had attended vocational training courses, but had not earned a certificate or degree. In addition, all but one (98.4%) were not enrolled in vocational classes at time of intake (N=63). The one client attending vocational classes at intake was enrolled on a full-time basis. Table 3 summarizes

vocational program attendance of Newgate for Women clients at intake. As can be seen in that table, there is practically no difference between recent clients and clients admitted prior to July 1976 in terms of enrollment in vocational classes at intake. None of the 21 clients admitted after June 30, 1977, were enrolled in vocational training courses upon entry into Newgate. One client admitted prior to that period had been enrolled in such training courses.

TABLE 3 VOCATIONAL CLASS ATTENDANCE OF NEWGATE FOR WOMEN CLIENTS AT INTAKE			
	ADMITTED PRIOR TO JULY 1976	ADMITTED JULY 1976- JUNE 30, 1977	TOTAL ADMISSIONS
Full-time	2.4%	-0-	1.6%
Part-time	-0-	-0-	-0-
None	97.6	100.0%	98.4
TOTAL:	100.0%	100.0%	100.0%
NUMBER:	42	21	63

One-half of the clients admitted to Newgate between July 1, 1976, and June 30, 1977, had no vocational training prior to intake, 15.0% had earned a certificate or degree for completing a vocational training program, and 35.0% had attended vocational training classes, but had not earned a certificate or degree (N=20). In comparison, 77.3% of the clients admitted prior to July 1976 had no vocational training before entry into Newgate; 11.4% had earned a vocational certificate or degree; and 11.4% had attended training classes, but had not earned a certificate or degree (N=44). Thus, a greater proportion of clients entered the program with some vocational training background among those admitted to Newgate after June 30, 1976, than was the case among previously admitted clients.

The employment situation among Women's Newgate clients at the time of intake is poor. For example, 92.4% of project clients were unemployed at intake, 4.6% worked part time, and only 3.0% worked on a full-time basis (N=66). The types of occupations held by the few employed women at intake are: clerical and sales workers (2 clients), and machine operators and semi-skilled employees (3 clients). Furthermore, as can be seen in Table 4, there is little difference between the employment status of recent program entrants and that of earlier entrants. Both display a very similar level of employment at intake.

TABLE 4 EMPLOYMENT OF NEWGATE FOR WOMEN CLIENTS AT INTAKE			
	ADMITTED PRIOR TO JULY 1976	ADMITTED JULY 1976- JUNE 30, 1977	TOTAL ADMISSIONS
Full-time	2.2%	4.8%	3.0%
Part-time	4.4	4.8	4.6
None	93.3	90.5	92.4
TOTAL:	99.9%	100.1%	100.0%
NUMBER:	45	21	66

Table 5 summarizes the overall activity status of Newgate for Women clients at intake. A client is considered "active full time" at intake if she is enrolled full time in academic school (grades 1-12 or college) or full time in a vocational training program or if she is employed full time. A client is "active part time" if she is involved on a part-time basis in academic school (including G.E.D. courses) or vocational training program or if she is employed part time, but not in any of these activities full time. A client is "inactive" at intake if she is neither active full time nor active part time.

TABLE 5 SUMMARY: ACTIVITY STATUS OF NEWGATE FOR WOMEN CLIENTS AT INTAKE			
	ADMITTED PRIOR TO JULY 1976	ADMITTED JULY 1976- JUNE 30, 1977	TOTAL ADMISSIONS
Active, full time	9.5%	4.8%	7.9%
Active, part time	16.7	19.0	17.5
Inactive	73.8	76.2	74.6
TOTAL:	100.0%	100.0%	100.0%
NUMBER:	42	21	63

As can be seen in table 5, almost three-quarters (74.6%) of Newgate for Women clients were inactive at intake. Thus, a large majority of women enter the Newgate program unemployed and not involved in any academic or vocational programs. Only 25.4% of the clients are active at intake, 7.9% of a full-time basis and 17.5% on a part-time basis. Furthermore, there appears to be very little difference between the activity status at intake of recent program clients and the activity status of earlier program clients. The proportion of inactive incoming clients has consistently hovered around three-quarters. For example, while 73.8% of clients admitted to Newgate prior to July 1976 were inactive at intake, 76.2% of the clients admitted during the following year had that status at intake.

Other data support the need for assistance with economic matters among clients of the Newgate for Women program. A majority of those clients had some form of financial problems at intake. Of 39 clients on whom data were available, 33.3% reported major financial problems (i.e., large debts or a large number of small debts) and 41.0% reported minor financial problems (i.e., some debts) at time of intake. Only about one-quarter (25.6%) of the residents reported having no financial problems at intake. Among those

clients who entered the program prior to July 1976, 34.8% reported major financial problems, 34.8% reported minor financial problems, and 30.4% reported no financial problems at intake (N=23). In comparison, among clients who entered Newgate between July 1, 1976, and June 30, 1977, 31.3% reported major financial problems, 50.0% reported minor financial problems at intake, and only 18.8% viewed themselves as being free of financial problems (N=16). Thus, there has been an increase since July 1976 in the percentage of clients reporting some financial problems upon entry into Newgate.

Further evidence of economic difficulties among incoming program clients can be found in data on sources of support. Table 6 provides a list of the clients' primary sources of support prior to entering Newgate. As can be seen in the table, a large plurality (46.6%) of 58 clients on whom the data were available relied on governmental assistance as their primary source of support prior to intake. An additional 27.6% relied on correctional institutions as their primary source of support. Only 10.3% of the clients consider themselves to be their own primary source of support, a fact which is not surprising considering the very high percentage of women who enter the program without a job and with some financial problems. In addition, while around 12.0% of the Newgate clients are married at intake, only 5.2% of the women cited spouses as their main source of support. The remainder of the clients listed various other principal sources of financial support including parents (1.7%), friends/relatives (1.7%), and scholarships/training grants (1.7%).

TABLE 6 PRIMARY SOURCE OF SUPPORT OF NEWGATE FOR WOMEN CLIENTS PRIOR TO INTAKE			
	ADMITTED PRIOR TO JULY 1976	ADMITTED JULY 1976- JUNE 30, 1977	TOTAL ADMISSIONS
Governmental assistance ^a	64.1%	10.5%	46.6%
Correctional institution	12.8	57.9	27.6
Self support ^b	10.3	10.5	10.3
Spouse/partner	5.1	5.3	5.2
Parents	2.6	-0-	1.7
Friends/relatives	-0-	5.3	1.7
Scholarships/ training grants	2.6	-0-	1.7
Other	2.6	10.5	5.2
TOTAL:	100.1%	100.0%	100.0%
NUMBER:	39	19	58

^aIncludes Welfare and Social Security benefits.
^bIncludes clients with no sources of income.

As can also be seen in table 6, there is practically no difference between the percentage of clients who were self-supporting prior to intake (10.5%) among women who entered the program between July 1, 1976, and June 30, 1977, and the percentage who were self-supporting prior to intake (10.3%) among clients admitted prior to that period. The principal difference between the two groups of clients appears to be the fact that while 64.1% of those admitted prior to July 1976 listed governmental assistance as their primary source of support, only 10.5% of clients admitted in the following year did so. On the other hand, while 12.8% of the former group listed correctional institutions as their primary source of support, 57.9% of the latter group did so. Thus, the majority of recent program clients have relied on correctional institutions for support prior to intake, and the majority of previously admitted clients have relied on governmental assistance and much less so on correctional institutions for support prior to intake. In either case, it is clear that the overwhelming majority of clients depend on the

government, either in the form of correctional institutions, welfare, social security, or other direct governmental financial assistance, for support prior to entering the Newgate program. Consequently, economic difficulties form one of the principal areas of concern of Newgate clients upon admission.

A majority (52.3%) of the clients were not supporting anyone (other than self) at intake (N=65). Almost one-quarter (24.6%) of the women were supporting one person, 16.9% were supporting two persons, and 6.2% were supporting three persons. The fact that 47.7% of the program clients were supporting one or more persons at intake, while the great majority were both single and unemployed, serves as another indicator of their economic problems. It also makes understandable the high percentage of women who depended on governmental assistance as primary source of support prior to intake. It is interesting to note that only 14.3% of 21 clients admitted between July 1, 1976, and June 30, 1977, were supporting one or more persons at intake compared to 63.6% of 44 clients admitted prior to July 1976 who were doing so. The fact that a lower percentage of recently admitted clients were supporting persons other than themselves may, in part, account for the reason that only 10.5% of those clients listed governmental assistance as their primary source of support at intake, while 64.1% of the clients admitted prior to July 1976 relied predominantly on governmental assistance.

About half of the residents entered Newgate for Women from correctional institutions (30.5%), jails or workhouses (16.9%), or from another residential treatment program (3.4%) (N=59). Among the remaining clients, 27.1% lived by themselves prior to intake; 10.2% lived with their spouse or partner; 10.2% lived with parents, relatives, or friends; and 1.7% resided at a state hospital. The fact that a large number of clients resided in correctional

facilities or treatment programs immediately prior to intake suggests that finding suitable post-residence living situations may be a major concern for Newgate clients. Table 7 provides a summary of the living situations of Newgate clients prior to intake.

TABLE 7 LIVING SITUATIONS OF NEWGATE FOR WOMEN CLIENTS PRIOR TO INTAKE			
	ADMITTED PRIOR TO JULY 1976	ADMITTED JULY 1, 1976- JUNE 30, 1977	TOTAL ADMISSIONS
Correctional institution	25.6%	40.0%	30.5%
Self	33.3	15.0	27.1
Jail/workhouse	7.7	35.0	16.9
Spouse/partner	15.4	-0-	10.2
Friends/ relatives	7.7	5.0	6.8
Parents	5.1	-0-	3.4
Other treatment program	5.1	-0-	3.4
State hospital	-0-	5.0	1.7
TOTAL:	99.9%	100.0%	100.0%
NUMBER:	39	20	59

As table 7 shows, three-quarters (75.0%) of the clients admitted to Newgate since July 1, 1976, lived in correctional institutions, jails, or workhouses prior to intake. In comparison, only one-third of the clients admitted in the period before July 1976 lived in such correctional facilities prior to entering the program. While almost one-half (48.7%) of the clients admitted before July 1976 lived alone or with their spouse or partner prior to intake, only 15.0% of the clients who entered Newgate between July 1, 1976 and June 30, 1977, had such a living situation prior to intake. Thus, the more recently admitted Newgate clients appear to display the greatest need for post-program readjustment into the community and into noninstitutional living situations.

3. Correctional Histories¹

The correctional histories of Newgate for Women clients are described in terms of involvement with the criminal justice system as juveniles and as adults, and in terms of information related to the clients' most recent offense and legal status at intake. Table 8 presents a summary of the juvenile correctional histories of Newgate clients.

As is shown in table 8, Newgate for Women clients generally have not had extensive involvement with the criminal justice system as juveniles. The mean number of juvenile apprehensions is 2.4. Over half (51.9%) of the women on whom data were available had not been apprehended as juveniles and 18.5% had only one juvenile apprehension. Thus, less than one-third (29.6%) of the clients had juvenile records of two or more apprehensions. On the average, a Newgate client was adjudicated delinquent for 1.5 status offenses and 0.5 nonstatus offenses. The median numbers of status and nonstatus offenses are 0.3 and 0.2, respectively. Residents have spent an average of 3.9 months in juvenile correctional institutions. Half of the clients served 0.2 months or less in a juvenile correctional institution. Thus, the median number of months served in juvenile institutions is considerably less than the mean number of months served, with nearly three-quarters (74.0%) of 50 Newgate clients having been in such facilities for less than one month. Clients were first adjudicated, on the average, at 19.0 years of age, with half being 18.5 years of age or less at first adjudication/conviction.²

¹Correctional history data were provided by Newgate staff on intake forms. Sources of these data included, in some cases, clients' recollections and/or admissions of correctional histories. Verification of these data is extremely difficult and accuracy cannot be determined.

²Includes age at first conviction as adult, if individual had not been adjudicated as a juvenile.

VARIABLE	MEAN	MEDIAN	RANGE	N=
Number of juvenile apprehensions	2.4	0.5	0-20	54
Number times adjudicated delinquent, status offenses	1.5	0.3	0-15	52
Number times adjudicated delinquent, nonstatus offenses	0.5	0.2	0- 5	53
Age at first adjudication, conviction ^a	19.0	18.5	8-32	52
Number months in juvenile correctional facilities	3.9	0.2	0-45	50

^aIncludes age at first conviction as adult, if individual had not been adjudicated as a juvenile.

Data on adult correctional histories, presented in Table 9, indicate that Newgate for Women clients have, on the average, 2.5 adult arrests. The median number of adult arrests is 1.5. The mean number of misdemeanor convictions for Newgate clients is 0.9, with a median of 0.3 such convictions, while the mean number of gross misdemeanor and felony convictions is 1.3, with a median of 1.1.

Newgate clients have spent an average of 2.7 months in jails and workhouses and 3.4 months in state or federal adult correctional institutions. The median values for these variables are 0.8 months in jails and workhouses and 0.3 months in state or federal institutions as adults.

VARIABLE	MEAN	MEDIAN	RANGE	N=
Number adult arrests	2.5	1.5	0-15	60
Number misdemeanor convictions	0.9	0.3	0- 6	60
Number gross misdemeanor and felony convictions	1.3	1.1	0-10	61
Number months in jails and workhouses	2.7	0.8	0-30	46
Number months in adult correctional facilities	3.4	0.3	0-66	56
Number offenses for present conviction	1.4	1.2	0- 4	65
Number months in correctional facility for present convictions	3.0	1.0	0-24	60

The average number of offenses for the present conviction is 1.4, with a median of 1.2 offenses. Before being sent to Newgate for Women, clients had served an average of 3.0 months in a correctional facility for the present conviction, with a median of 1.0 months in the correctional facility.

These data on correctional histories show that Newgate for Women clients have also not had extensive involvement with the criminal justice system as adults. The majority of clients have spent little time in jails, workhouses, or correctional institutions as adults. Furthermore, many of the women are first time adult offenders. For example, 63.3% of the clients come to Newgate with no record of misdemeanor convictions and 16.7% with a record of only one such conviction (N=60); and 18.0% come to Newgate with no record of gross misdemeanor and felony convictions and 55.7% with a record of only one gross misdemeanor or felony conviction.

There were only minor differences between the correctional histories of clients admitted between July 1, 1976, and June 30, 1977, and those admitted prior to that period. The largest difference between the two groups appears to be in terms of time spent as adults in correctional facilities. The more recently admitted clients have spent more time (i.e., in terms of mean number of months and median number of months) in adult correctional facilities and more time in correctional facilities for the present conviction than have those clients admitted prior to July 1, 1976. The two groups appear to be quite similar, however, in terms of number of adult gross misdemeanor and felony convictions. Table 10 presents correctional history data of clients admitted during the two time periods.

TABLE 10 JUVENILE AND ADULT CORRECTIONAL HISTORIES OF NEWGATE FOR WOMEN CLIENTS BY TIME OF INTAKE								
VARIABLE	CLIENTS ADMITTED PRIOR TO JULY 1976				CLIENTS ADMITTED JULY 1, 1976-JUNE 30, 1977			
	Mean	Median	Range	N=	Mean	Median	Range	N=
<u>JUVENILE STATUS</u>								
Number juvenile apprehensions	2.5	0.6	0-15	35	2.2	0.4	0-20	19
Number times adjudicated delinquent, status offenses	1.7	0.3	0-15	35	1.1	0.3	0-10	17
Number times adjudicated delinquent, nonstatus offenses	0.5	0.2	0-5	35	0.4	0.2	0-3	18
Age at first adjudication, conviction	18.6	18.6	8-32	33	19.6	18.3	13-30	19
Number of months in juvenile correctional facilities	3.3	0.1	0-45	33	5.2	0.3	0-36	17
<u>ADULT STATUS</u>								
Number adult arrests	2.2	1.5	0-12	39	3.0	1.6	0-15	21
Number misdemeanor convictions	0.7	0.2	0-6	40	1.2	0.4	0-6	20
Number gross misdemeanor and felony convictions	1.4	1.1	0-10	41	1.2	1.0	0-5	20
Number months in jails and workhouses	2.9	0.8	0-30	26	2.4	0.8	0-12	20
Number months in adult correctional facilities	2.2	0.2	0-24	37	5.6	0.5	0-66	19
Number offenses for present conviction	1.3	1.2	0-4	44	1.4	1.3	1-3	21
Number months in correctional facility for present conviction	2.2	0.4	0-12	39	4.4	2.9	0-24	21

Newgate clients were convicted of a wide variety of specific offenses. Table 11 presents data on the types of offenses for which Newgate clients were most recently adjudicated or convicted. As can be seen in the table, the majority (55.4%) of clients were convicted of property offenses, while only 7.7% were convicted of offenses against persons (N=65). In addition, 15.4% were convicted of narcotics offenses, 10.8% of prostitution, 7.7% of juvenile offenses, and 3.1% of other offenses. The offense data presented in Table 11 also show that a majority (52.4%) of clients admitted to Newgate between July 1, 1976, and June 30, 1977, and a majority (56.8%) of clients admitted prior to that period, were convicted of property offenses. Among clients who entered the program during the one year period, however, 28.6% were convicted of narcotics offenses compared to 9.1% who were convicted of such offenses among the earlier admitted clients.

TABLE 11						
OFFENSE TYPE OF MOST RECENT CONVICTION						
<u>OF NEWGATE FOR WOMEN CLIENTS</u>						
<u>OFFENSE CLASSIFICATION</u>	<u>ADMITTED PRIOR TO JULY 1976</u>		<u>ADMITTED JULY 1, 1976- JUNE 30, 1977</u>		<u>TOTAL ADMISSIONS</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Against person	4	9.1%	1	4.8%	5	7.7%
Property	25	56.8	11	52.4	36	55.4
Narcotics	4	9.1	6	28.6	10	15.4
Prostitution	5	11.4	2	9.5	7	10.8
Juvenile offenses	4	9.1	1	4.8	5	7.7
Other	2	4.5	0	-0-	2	3.1
TOTAL:	44	100.0%	21	100.1%	65	100.1%

Thus, Newgate for Women tends to take offenders who have few adult arrests or convictions, who have seldom been convicted of crimes against persons, and who do not have long histories of institutionalization in either juvenile or adult correctional facilities. The correctional histories profile also

indicates that Newgate clients tend to have only one offense for the present conviction and that in many cases they are first time offenders.

Newgate for Women serves as an alternative to straight probation or incarceration for some of its clients, and as a halfway house for clients coming from correctional institutions. Thus, the program accepts probationers as well as parolees. A majority of the clients were on probation at intake. The legal status of 64 Newgate for Women clients at intake was distributed as follows: 54.7% on probation, 25.0% on parole or discharged from institutions but not on parole, 9.4% convicted but awaiting sentencing, 3.1% on work release, 1.6% awaiting trial, and 6.3% on other legal statuses. Some of the clients on probation served a short time in the Hennepin County Workhouse prior to entering Newgate.

Among 20 clients who entered Newgate between July 1, 1976, and June 30, 1977, 40.0% were on probation, 20.0% were on parole or discharged from institutions but not on parole, 20.0% were convicted but awaiting sentencing, 5.0% were on work release, and 15.0% were on other legal statuses. In comparison, of 44 clients who entered the program prior to July 1976, 61.4% were on probation, 27.2% were on parole or discharged from institutions but not on parole, 4.5% were convicted but awaiting sentencing, 2.3% were on work release, 2.3% were awaiting trial, and 2.3% were on other legal statuses. Thus, in each of the two periods, clients on probation outnumbered clients on parole or discharged from institutions but not on parole by at least two-to-one.

A plurality (42.2%) of Newgate clients were referred to the program by the courts. In addition, 21.9% were referred to Newgate by parole board/parole officers or probation officers, 17.2% by institution staff (e.g., case

workers), 6.3% by defense attorneys, 3.1% by clergy, 3.1% by friends, and 6.3% by other sources (N=64).

The percentage of clients referred to Newgate directly by the courts has decreased over time while the percentage referred by probation or parole officers and by institutional staff has increased. Among 42 clients admitted to Newgate between program start-up and June 30, 1976, 60.5% were referred by the courts, 16.3% by parole board/parole officers or probation officers, and 11.6% by institutional staff. In comparison, among 21 clients admitted in the following year, only 4.8% were referred by the courts, while 33.3% were referred to Newgate by parole board/parole officers or probation officers and 28.6% by institutional staff.

D. ANALYSIS OF EFFECTS

1. Program Completion

The first measure of the effectiveness of Newgate for Women is the proportion of clients who satisfactorily complete the program. Clients who have "satisfactorily completed program" are those women who, in the judgment of Newgate staff, have achieved the objectives with which they began residence or who, at least, actively participated in the program.

But satisfactory completion is only one reason for which a client may be terminated from the program. Some reasons for termination imply, at least to some degree, failure in the program. "Lack of cooperation/poor adjustment" refers to those cases in which clients have been asked to leave or have been evicted because they refused to participate in the program, were disruptive,

or failed to abide by program rules. "Absconded"¹ refers to those clients who left the program without staff permission or knowledge. Other reasons for termination from program that imply failure in the program are "rearrested," and "convicted of a new offense." A client who was terminated from program at Newgate for any one of these four reasons is said to have "failed to satisfactorily complete program."

A number of clients were terminated from the program for reasons which do not indicate that they satisfactorily completed the program, but also do not imply any failure in it. "Voluntary termination" applies to those cases in which the client, the client's parole or probation officer, and project staff agree that the project is not (or is no longer) the appropriate placement for the client. "Withdrawn by committing agency" generally refers to one of two types of cases: in one, the placement agency may have found a more appropriate treatment program or agency for the client; in the other, a client placed in the program under court supervision may have been withdrawn because of outstanding warrants for actions committed prior to program placement. Although such clients have not completed the residential program, they have not "failed" in the program. These two reasons, along with "other," are classified as "neutral reasons" for termination. Neutral reasons for termination are not intended to imply that the client satisfactorily completed the residential program or that the client failed in the residential program.

Based on this classification, there are three general categories of reasons for which a client may have been terminated from the Newgate project:

¹ Clients who are listed as "absconded," have absconded from the program and may not have violated probation or parole by their action. Whether absconding is a violation depends upon the conditions of probation/parole.

satisfactorily completed program; failed to satisfactorily complete program; and neutral reasons. Table 12 presents a summary of the reasons for which Newgate clients were terminated from program during the period between program start-up and June 30, 1977. The data for this table were provided by Newgate for Women staff.

TABLE 12 REASONS FOR TERMINATION FROM THE NEWGATE FOR WOMEN PROGRAM		
REASON FOR TERMINATION	FREQUENCY	PERCENT
SATISFACTORILY COMPLETED PROGRAM		
Satisfactorily completed program	34	55.7%
FAILED TO SATISFACTORILY COMPLETE PROGRAM	34	55.7%
Lack of cooperation/poor adjustment	18	29.5
Absconded	7	11.5
Rearrested	8	13.1
Convicted of new offense	2	3.3
NEUTRAL REASONS	1	1.6
Voluntary termination	9	14.7
Withdrawn by committing agency	6	9.8
Other	2	3.3
TOTAL:	1	1.6
	61	99.9%

The data show that the majority of clients have terminated from Newgate for Women after having satisfactorily completed the residential program. Of 61 clients who have terminated from Newgate, 55.7% satisfactorily completed the program, 29.5% failed to satisfactorily complete the program, and 14.7% were terminated for neutral reasons. The primary reasons for failure to complete the program were "absconded" (13.1%) and "lack of cooperation/poor adjustment" (11.5%). Only one client (1.6%) was terminated due to conviction of a new offense, and only two clients (3.3%) were terminated due to rearrest. In the neutral category, "voluntary termination" (9.8%) was the most frequently cited

reason for termination, followed by "withdrawn by committing agency" (3.3%) and "other" (1.6%). Table 13 presents a comparison between Newgate for Women clients and clients of other residential treatment programs (i.e., P.O.R.T. projects and halfway houses) in the Twin Cities in terms of reasons for termination from program.¹

TABLE 13 CLASSIFICATION OF REASONS FOR TERMINATION: COMPARISON BETWEEN NEWGATE FOR WOMEN AND OTHER RESIDENTIAL TREATMENT PROGRAMS ^a						
CLASSIFICATION OF REASON FOR TERMINATION FROM PROGRAM	NEWGATE FOR WOMEN		P.O.R.T. PROGRAMS		HALFWAY HOUSES	
	Number	Percent	Number	Percent	Number	Percent
Satisfactorily completed program	34	55.7%	59	38.1%	147	37.5%
Failed to satisfactorily complete program	18	29.5	78	50.3	172	43.9
Neutral reasons	9	14.7	18	11.6	73	18.6
TOTAL:	61	99.9%	155	100.0%	392	100.0%

^aThe P.O.R.T. programs include Nexus (formerly P.O.R.T. Alpha) and Portland House in Minneapolis, and Bremer House in St. Paul. The halfway houses include Alpha House, Anishinabe Longhouse, Freedom House, and 180 Degrees in Minneapolis; and Retreat House in St. Paul. Clients in the P.O.R.T. and halfway house samples are those clients who were terminated during the first two years of those programs.

As can be seen from Table 13, the Newgate for Women client group has a higher rate of satisfactory program completion (55.7%) than does either the P.O.R.T. client group (38.1%) or the halfway house client group (37.5%). Moreover, examination of the rates of individual P.O.R.T. projects shows a range of 26.2% to 60.0%, with only one out of three P.O.R.T. projects achieving a higher satisfactory program completion rate than Newgate for Women.

¹Some P.O.R.T. programs include post-residential phases in which clients are permitted to live outside the project house for a period of time. Consequently, for P.O.R.T. clients, data will be presented in terms of reasons for termination from the entire program (i.e., residential and post-residential phases). For clients of Newgate for Women and the halfway houses, "termination from program" generally occurs when residence is terminated.

Rates of satisfactory program completion for the five individual halfway houses ranged from 24.7% to 47.6%, all lower than the Newgate rate. Thus, of nine residential treatment programs examined, Newgate ranked second highest in terms of proportion of clients who have satisfactorily completed the program.

As a group, the P.O.R.T. projects have a considerably higher proportion of clients who failed to satisfactorily complete program (50.3%) than does Newgate for Women (29.5%). The halfway houses, as a group, also have a higher proportion than Newgate of clients who failed to satisfactorily complete program (43.9%). Examination of the rates of the three individual P.O.R.T. projects shows a range from 40.0% to 62.0% for clients who failed to satisfactorily complete program. Individual halfway houses examined range from 26.7% to 56.7% for clients who failed to satisfactorily complete program, with only one of the five halfway houses having a lower rate of unsatisfactory terminations than Newgate for Women. Thus, although in absolute terms nearly a third of the Newgate clients failed to satisfactorily complete the program, the Newgate program has had a lower percentage of such unsatisfactory terminations than all but one of the other residential treatment programs with which it was compared.

Among the Newgate clients, 14.7% were terminated from the program for neutral reasons. Among the P.O.R.T. programs, as a group, 11.6% of the clients were terminated for neutral reasons, while among the halfway houses 18.6% of the clients were terminated for neutral reasons.

Table 14 presents a comparison of reasons for termination from program between Newgate clients admitted from July 1, 1976, through June 30, 1977, and Newgate clients admitted prior to July 1, 1976.

TABLE 14 CLASSIFICATION OF REASONS FOR TERMINATION: COMPARISON BETWEEN NEWGATE CLIENTS ADMITTED PRIOR TO JULY 1976 AND NEWGATE CLIENTS ADMITTED JULY 1, 1976-JUNE 30, 1977				
CLASSIFICATION OF REASON FOR TERMINATION FROM PROGRAM	CLIENTS ADMITTED PRIOR TO JULY 1976		CLIENTS ADMITTED JULY 1, 1976- JUNE 30, 1977 ^a	
	Number	Percent	Number	Percent
Satisfactorily completed program	26	57.8%	8	50.0%
Failed to satisfactorily complete program	11	24.4	7	43.8
Neutral reasons	8	17.8	1	6.3
TOTAL:	45	100.0%	16	100.1%

^aData are for the 16 of 21 clients who were admitted to Newgate for Women July 1, 1976-June 30, 1977. Five clients admitted during that period had not yet terminated from program by June 30, 1977, and are therefore not included.

The data as presented in Table 14 show that there is little difference between clients admitted to Newgate during the one year period of July 1, 1976-June 30, 1977, and clients admitted to Newgate prior to that period as far as proportion satisfactorily completing the program. The clients who entered the program in the earlier time period had a satisfactory program completion rate of 57.8% compared to a 50.0% rate among clients who entered during the more recent time period. There is a greater difference, however, between the groups in terms of proportion who failed to satisfactorily complete the program--24.4% among the earlier time period group and 43.8% among clients admitted to the program July 1, 1976-June 30, 1977. Most of this difference is due to the proportion of clients in each group who absconded from Newgate. While 31.3% of the clients admitted July 1, 1976-June 30, 1977, absconded from the program, only 6.7% of the clients admitted prior to July 1976 absconded. As we have already seen, the overall proportion of absconders

among all clients admitted through June 30, 1977, was 13.1%. Another difference between the groups is the proportion who terminated for neutral reasons--17.8% among the earlier time period group, and 6.3% among those clients admitted between July 1, 1976, and June 30, 1977.

2. Education, Vocational Training, and Employment

The following analysis compares educational and vocational activities and the employment status of clients at intake with those at termination.¹ As we have seen in the section on goals, a central aim of the Newgate program is to get clients on a career-track. Women entering the program have had the opportunity to become involved in either an educational, vocational, or on-the-job training plan. In addition, project staff seek to provide employment counseling and placement assistance to Newgate clients. Because programmatic features of Newgate for Women are specifically directed toward employment, education, and vocational training, it is appropriate to include analysis of client advances in those areas between intake and termination. For purposes of brevity, those clients who satisfactorily completed the program are, at times, referred to in the following analysis as "satisfactory clients," and those clients who failed to satisfactorily complete the program as "unsatisfactory clients."²

Table 15 compares attendance of Newgate clients in academic programs at intake and termination. As shown in that table, 21.1% of the Newgate clients were attending (either full-time or part-time) college, grades 1-12, or G.E.D.

¹Data on Newgate clients in this analysis are for those clients who were terminated from the Newgate program between start-up (i.e., October 24, 1974) and June 30, 1977, unless specified otherwise in the text.

²Note that the group of unsatisfactory clients does not include those clients terminated for "neutral reasons."

preparation courses at intake (i.e., at the time of entry into the Newgate program). However, at termination from program, the proportion of clients that were attending such educational programs rose to 47.4%, an increase in educational activities of 26.3% between intake and termination. Moreover, this increase holds for satisfactory clients, unsatisfactory clients and for clients who terminated for neutral reasons. Although the greatest increase in educational activities occurred among the clients who failed to satisfactorily complete the program--an increase of 31.2% between intake and termination--only 6.3% of them were attending academic programs at intake. Clients who satisfactorily completed the program increased educational activities by 21.2% between intake and termination, but at intake more than one-quarter (27.3%) of them were attending academic classes. Clients who were terminated from the Newgate program for neutral reasons showed an increase of 37.5% between intake and termination, from 21.1% to 47.4% attending academic programs. Thus, it appears that educational objectives are more important to Newgate for Women clients at termination than they were at intake to program.

TABLE 15 ATTENDANCE OF NEWGATE FOR WOMEN CLIENTS IN ACADEMIC PROGRAMS AT INTAKE AND AT TERMINATION ^a			
	INTAKE	TERMINATION	N
Clients who satisfactorily completed program	27.3%	48.5%	33
Clients who failed to satisfactorily complete program	6.3	37.5	16
Clients who terminated from program for neutral reasons	25.0	62.5	8
All clients	21.1	47.4	57
^a Includes clients enrolled full time or part time in college programs, grades 1-12, or G.E.D. preparation courses.			

A further breakdown of the data on changes in educational activities reveals that clients who satisfactorily completed the program show a sizable increase between intake and termination in attendance of college on a full-time basis. For example, among 24 satisfactory clients who were not attending any academic programs at intake, 6 (25.0%) of them were attending college full time at termination. Furthermore, one-half of the 16 satisfactory program completers who were attending academic programs at termination were in full-time college programs, while at intake, only 1 of the satisfactory clients was in college on a full-time basis (1 of 9 satisfactory clients who were attending academic programs at intake). By contrast, of the 15 unsatisfactory clients who were not attending any academic programs at intake, none were attending college on a full-time basis at termination. Only 1 of the 16 clients who failed to satisfactorily complete the program was attending a full-time college program at termination, and that client had been in a part-time college program at intake. Thus, it appears that the educational objectives of program completers may differ from those of the unsatisfactory clients (i.e., of those clients who fail to satisfactorily complete the Newgate program).

There were some dramatic changes between intake and termination in the educational level of those Newgate clients who satisfactorily completed the program. At intake, 15 of 33 (45.5%) satisfactory program completers had completed grade 12 (high school or G.E.D.) or higher, while at termination, 27 of the satisfactory clients (81.8%) had at least a high school education--an increase of 36.3%. Furthermore, only 2 (6.1%) of the satisfactory clients had completed at least one year of college at intake, while 13 (39.4%) had achieved that educational level by termination from Newgate (N=33).

Among those clients who failed to satisfactorily complete the Newgate program, changes in educational level were minimal. For example, at intake, 7 of 16 (43.8%) unsatisfactory clients had at least completed high school, while at termination 8 (50.0%) had attained that level of education--an increase between intake and termination of only 6.2%. None of the unsatisfactory clients had completed at least a year of college at intake. By termination only 1 of the unsatisfactory clients had completed at least a year of college. Educational level changes among clients who terminated Newgate for neutral reasons were similarly minimal.

Thus, it appears that Newgate clients, as a whole, show gains in educational level during the program, and that those who make the greatest advancement are clients who satisfactorily complete the program. On the other hand, one might expect program completers to do better in terms of academic advancement simply because they are in the project for a greater length of time than are those clients who fail to satisfactorily complete the program.

It should be noted that the increase in educational level between intake and termination among Newgate clients was, in general, greater than that of the clients of three P.O.R.T. programs taken as a group and the clients of five halfway houses taken as a group.¹ For example, 45.6% of 57 Newgate clients had an educational level of grade 12 or higher at intake, while 70.2% of the same clients had that educational level at termination--an increase of 24.6%. Among the 155 clients in the P.O.R.T. group, 55.5% had completed at least grade 12 at intake and 63.2% had by termination--an increase of only

¹The P.O.R.T. programs included are Nexus, Portland House, and Bremer House. The halfway houses included are Alpha House, Anishinabe Longhouse, Freedom House, 180 Degrees, and Retreat House. Data is on clients terminated during the first two years of these programs.

7.7%. Among the 362 clients in the halfway house group, those having completed at least grade 12 increased only 2.5%, from 60.8% at intake to 63.3% at termination. Thus, although Newgate clients started out with a lower proportion of clients with at least a high school education, they ended up with a higher proportion at that educational level in terms of status at termination.

Table 16 compares attendance of Newgate for Women clients in vocational training programs at intake and termination. As can be seen from that table, there was an increase of 16.6% between intake and termination in the proportion of clients attending vocational training classes--from 1.9% at intake to 18.5% at termination. The fact that 81.5% of the clients were not attending vocational classes at termination may be, in part, accounted for by those clients who are involved in other sorts of activities (e.g., employment or educational activities) at termination. This may also help explain why satisfactory clients show an increase between intake and termination smaller than that made by the unsatisfactory or neutral groups.

TABLE 16 ATTENDANCE OF NEWGATE FOR WOMEN CLIENTS IN VOCATIONAL PROGRAMS AT INTAKE AND AT TERMINATION ^a			
	INTAKE	TERMINATION	N
Clients who satisfactorily completed program	3.3%	13.3%	30
Clients who failed to satisfactorily complete program	-0-	18.8	16
Clients who terminated from program for neutral reasons	-0-	37.5	8
All clients	1.9	18.5	54
^a Includes clients enrolled full time or part time in vocational training programs.			

Other data point to the fact that although a high percentage of clients were not attending vocational training programs at termination, during the program advancement in vocational skills of Newgate clients was taking place. While in the program 16.7% of the clients earned a vocational training certificate or degree and an additional 21.7% attended vocational training classes, but received no degree (N=60). Furthermore, the most vocational training activity in program took place, as would be expected, among clients who satisfactorily completed the program. While in the program, for example, 26.5% of the 34 satisfactory clients earned a vocational certificate or degree and an additional 20.6% attended some vocational courses without receiving a certificate or degree. On the other hand, among 16 unsatisfactory clients, 18.8% attended some vocational courses while at Newgate, but none earned a certificate or degree.

Again, as was the case with educational activities, Newgate clients appear to do somewhat better than clients of some of the other Twin Cities residential treatment programs in terms of vocational training during program. Thus, for example, while 16.7% of the Newgate clients earned a vocational certificate or degree while in the program, only 3.2% of 154 clients of three P.O.R.T. programs, taken as a group, earned a vocational certificate or degree while in their programs.¹ There was less of a difference between the two sets of clients in terms of those attending vocational classes in program without attaining a certificate or degree--21.7% among the Newgate clients and 19.5% among the P.O.R.T. client group. The halfway house client group trails behind

¹The P.O.R.T. clients included are Nexus, Portland House, and Bremer House clients who terminated from those programs during the first two years of operation.

the Newgate and P.O.R.T. groups in terms of vocational activity in program. Of 365 clients from five Twin Cities halfway houses taken as a group, only 3.0% earned a vocational certificate or degree while in their programs, with an additional 11.8% receiving some training without earning a certificate or degree.¹

In addition to the educational and vocational activities of Newgate clients, and reflecting the employment goal of the program, the data show a very sizable increase in the employment of Newgate clients between intake and termination. Among all clients who terminated from Newgate by June 30, 1977, and on whom the data were available, 7.8% were employed at intake compared to 45.1% who were employed at termination--an increase of 37.3% between intake and termination. Just how successful the Newgate program has been in realizing its employment goal can be further seen by viewing the employment situation among those clients who satisfactorily completed the program. Among those satisfactory clients, there was a dramatic increase in full-time or part-time employment from 6.7% at intake to 70.0% at termination (N=30). On the other hand, among those clients who failed to satisfactorily complete the Newgate program, there was no increase in employment from intake to termination, with only 6.7% employed at each of those times (N=15). There was also no increase in employment among the clients who were terminated for neutral reasons. Table 17 presents a summary of the employment activities of Newgate for Women clients.

¹The halfway house clients included are Alpha House, Anishinabe Longhouse, Freedom House, 180 Degrees, and Retreat House clients who terminated from those programs during the first two years of operation.

TABLE 17 EMPLOYMENT OF NEWGATE FOR WOMEN CLIENTS AT INTAKE AND AT TERMINATION ^a			
	INTAKE	TERMINATION	N
Clients who satisfactorily completed program	6.7%	70.0%	30
Clients who failed to satisfactorily complete program	6.7	6.7	15
Clients who terminated from program for neutral reasons	16.7	16.7	6
All clients	7.8	45.1	51
^a Includes all clients employed on a full-time or on a part-time basis.			

An additional feature of the employment picture should be noted. Newgate for Women is similar to the other Twin Cities residential community corrections programs analyzed in that employment among clients, and especially among satisfactory program completers, increases between intake and termination. The extent of the increase differs, however, among the program types. Clients of three P.O.R.T. programs, taken as a group, show a 48.3% increase in full or part-time employment--from 18.1% employed at intake to 66.4% employed at termination¹ (N=149). Satisfactory P.O.R.T. clients showed the greatest increase, from 21.4% employed at intake to 88.6% employed at termination--an increase of 67.2% (N=70). As we have seen, the increase in employment of Newgate clients between intake and termination was 37.3% among all clients and 63.3% among Newgate program completers. The employment gains made by Newgate clients were therefore not quite as great as those of the clients of three P.O.R.T. programs taken as a group, although the difference between gains of Newgate

¹The P.O.R.T. clients included are Nexus, Portland House, and Bremer House clients who terminated from those programs during the first two years of operation.

program completers and P.O.R.T. program completers was rather small (a difference of only 3.9%).

The clients of halfway houses examined did not show as great an increase in employment as did the Newgate or P.O.R.T. clients.¹ Among 353 clients of five halfway houses taken as a group, 13.3% were employed at intake compared to 38.8% who were employed at termination. There was an increase of 51.8% among halfway house program completers, from 18.0% employed full time or part time at intake to 69.8% so employed at termination (N=139).

Thus, the employment gains of Newgate clients look impressive in absolute terms and also compare favorably with the performance of clients from a number of other residential community corrections programs in the metropolitan area. In this respect, it appears that the Newgate program has been effective in its job training, counseling, and placement activities.

A summary measure of overall changes in academic, vocational, and employment activities of Newgate clients is provided in Table 18. By combining the results of vocational and academic class attendance and employment status, a more accurate determination may be made of the extent to which the clients engage in any of these activities at intake and then at termination. If a client is engaged full time or part time in academic programs or in vocational programs or if the client is employed on a full-time or part-time basis, the client is categorized as "active." If the client is not involved in any of these types of activities full time or part time, the client is considered to be "inactive."

¹The halfway house clients included are Alpha House, Anishinabe Longhouse, Freedom House, 180 Degrees, and Retreat House clients who terminated from those programs during the first two years of operation.

TABLE 18 ACTIVITY STATUS OF NEWGATE FOR WOMEN CLIENTS AT INTAKE AND AT TERMINATION ^a			
	INTAKE	TERMINATION	N
Clients who satisfactorily completed program	39.3%	82.1%	28
Clients who failed to satisfactorily complete program	14.3	64.3	14
Clients who terminated from program for neutral reasons	33.3	100.0	6
All clients	31.3	79.2	48
^a Includes all clients employed or enrolled in academic or vocational programs on a full-time or part-time basis.			

The data in Table 18 indicate that of 48 Newgate clients on whom complete data were available, 31.3% were active at intake compared to 79.2% who were active at termination. Thus, between intake and termination, the proportion of Newgate clients active in employment or in academic or vocational programs rose by 47.9%. It seems clear that the Newgate program has, to a large extent, succeeded in getting its clients involved in full-time or part-time career oriented activities. The greatest single factor contributing to the overall activity increase, as we have seen, has been the rise in employment of clients from intake to termination. One of the principal goals of the Newgate program was to get at least 50.0% of its clients involved in or to complete one of the following activities: G.E.D.; at least one quarter or semester of college education; an on-the-job training program; or a vocational training program. With 79.2% of its clients at least involved in educational, vocational, or employment activities at termination, and with 66.7% of its clients having a high school education or better at termination, it seems likely that this program goal has been more than met.

Among clients who satisfactorily completed the Newgate program, there was an increase in activity between intake and termination of 42.8%, from 39.3% active at intake to 82.1% active at termination. The increase in activity (total full-time and part-time) was somewhat greater among unsatisfactory clients (a rise of 50.0% between intake and termination, with 64.3% active at termination) and among clients who were terminated for neutral reasons (a rise of 66.7% between intake and termination, with all neutral clients active at termination). One should note, however, that the size of the three client groups in this comparison was small, particularly among unsatisfactory clients (N=14) and neutral clients (N=6), making little shifts in numbers of clients appear large when reported in terms of percentages. Thus, a shift of 4 of the 6 neutral clients from inactive at intake to active at termination, although small in terms of number of clients, becomes a large increase when reported as a percentage (i.e., a 66.7% increase). Also, as we have seen, the increase in activity status of unsatisfactory and neutral clients cannot be accounted for by their employment activities, which showed no gains between intake and termination. Furthermore, satisfactory program completers show the greatest gains in full-time activity. At termination 53.6% of the satisfactory clients, 28.6% of the unsatisfactory clients, and 33.3% of the neutral clients were engaged in activities on a full-time basis.

Newgate clients showed gains in activity between intake and termination that were only slightly greater than those of the P.O.R.T. clients examined. While the Newgate clients displayed a 47.9% increase in activity, the P.O.R.T. clients, as a group, showed a 45.8% increase in activity--from 38.0% at intake to 83.8% at termination (N=142).¹ The Newgate clients, however, showed gains

¹The P.O.R.T. clients included are Nexus, Portland House, and Bremer House clients who terminated from those programs during the first two years of operation.

in activity much greater than those of the halfway house clients examined. Of 336 halfway house clients taken as a group, 36.6% were active at intake compared to 47.9% who were active at termination--an increase of only 11.3%.¹ Thus, Newgate for Women appears to be doing as good a job or better in getting clients involved in academic, vocational, or employment activities than a number of other residential community corrections programs in the Twin Cities area. In fairness to the other programs looked at in this analysis, it should be pointed out that not all the programs have identical goals or program foci, background characteristics of clients may vary between projects and project types, and the P.O.R.T. and halfway house clients were analyzed by groups and not by individual project. Nevertheless, it seems reasonable to say that Newgate compares favorably with many roughly similar types of treatment programs in the metropolitan area in terms of getting clients involved in productive, career-oriented activities.

3. Economic Changes

A primary concern of Newgate clients at intake is, as was shown earlier in the report, economic difficulties. One of the tasks of the project is to help clients overcome some of these difficulties. This section of the report examines changes between intake and termination in clients' financial problems, primary source of support, and living situation.

There is some indication that improvement occurs in the perceived financial situation of Newgate residents between intake and termination. Of 24 Newgate clients on whom complete data were available on this variable, 9 (37.5%)

¹ The halfway house clients included are Alpha House, Anishinabe Longhouse, Freedom House, 180 Degrees, and Retreat House clients who terminated from those programs during the first two years of operation.

felt they had minor financial problems at intake and 10 (41.7%) felt they had major financial problems at intake--a total of 79.2% of the clients with some perceived financial difficulties. At termination, however, 11 (45.8%) of the 24 clients felt they had minor financial problems and none felt they had major financial problems. Thus, at least in their own view, clients considered themselves in better financial shape at termination than they had upon entry into Newgate. Furthermore, among clients who satisfactorily completed the program, there was a 42.9% decrease in financial problems from 81.0% at intake to 38.1% at termination (N=21). While 42.9% of the satisfactory clients had major financial problems at intake, none had major financial problems at termination. In contrast, among the few unsatisfactory clients on whom the data were available, perceived minor and major financial problems rose from 66.6% at intake to 100.0% at termination (N=3). Although the data on many of the clients were unavailable (i.e., missing or unknown), what data were obtained suggest that the program is, to some degree, aiding its clients in overcoming financial concerns and difficulties.

Another measure of the extent to which a client's economic concerns are being met during program residence is the client's primary source of support. The data show that at intake only 8.9% of 45 Newgate for Women clients relied primarily on themselves for support, while by termination, 40.0% relied primarily on themselves for support. Thus, the proportion of self-supporting Newgate clients rose by 31.1% between intake and termination. At intake, 73.3% of the Newgate clients relied for support primarily on governmental assistance (e.g., Welfare) or on correctional institutions. By termination, however, only one-third of the Newgate clients primarily relied on governmental assistance or correctional institutions for support. Between intake and termination, therefore, there was a decrease of 40.0% in the proportion of

Newgate clients who were primarily supported by governmental assistance or by correctional institutions. There was little change in the proportion who relied on family or friends for support, which went from 8.9% at intake to 13.3% at termination.

The greatest shift to self-support status occurred among Newgate program completers, with 13.3% of these satisfactory clients primarily reliant on self-support at intake compared to 56.7% who were by termination--an increase of 43.4% (N=30). Among clients who failed to satisfactorily complete the program, by termination only 11.1% were primarily self-supporting while none had been so at intake (N=9). None of the neutral clients were self-supporting at intake or at termination. Satisfactory clients and unsatisfactory clients, however, show a similar decline of 33.3% in the proportion primarily reliant for support on government assistance or correctional institutions (program completers: from 63.3% at intake to 30.0% at termination; unsatisfactory clients: 100.0% at intake to 66.7% at termination).

One of the concerns clients face is finding a suitable living situation after residence. The program staff at Newgate seek to assist clients in making the transition to post-Newgate life in the community. Among all Newgate clients who terminated from program by June 30, 1977, the proportion of clients who lived in correctional facilities or treatment centers decreased from 42.6% prior to intake to 14.9% following termination (N=47). Moreover, there was a small increase in clients living by themselves, from 34.0% prior to intake to 40.4% following termination; and an increase of 21.3% in the proportion of clients living with family and friends--from 23.4% prior to intake to 44.7% following termination.

Among satisfactory clients, the proportion in correctional facilities or treatment centers decreased from 36.7% prior to intake to 0 following termination, while those living on their own increased from 30.0% to 53.3% and those living with family or friends increased from 33.3% to 46.7% (N=30). Among clients who failed to complete the program, however, there was a small increase in proportion living in correctional facilities or treatment centers, from 50.0% prior to intake to 60.0% following termination and there was a decrease in the proportion living by themselves from 40.0% to 10.0% (N=10). There was an increase of 20.0% in the proportion of unsatisfactory clients living with friends or relatives--from 10.0% prior to intake to 30.0% following termination. Thus, on the whole, program completers are more successful than unsatisfactory clients in keeping out of correctional institutions immediately following program residence and in moving into living situations capable of providing them with independent and/or family oriented living skills.

One would expect to find a high percentage of unsatisfactory clients in correctional facilities or other treatment programs following termination from residence. The fact that 40.0% of clients who failed to satisfactorily complete the Newgate program were living by themselves or with friends or relatives following termination means that many clients who are program failures are not being incarcerated following termination. Among unsatisfactory clients, 42.9% were institutionalized and serving a sentence following termination from Newgate, while another 14.3% were on probation and 28.6% were on parole (N=14).

There are several possible reasons why many clients who fail to complete the program are not incarcerated at termination. First, on a case-by-case basis, judges may feel that an individual, even though unsuccessful in the

program, has benefited from the program and no longer requires or deserves incarceration. Second, among persons sent to Newgate are individuals who probably would have been placed on conventional (i.e., straight) probation rather than incarcerated had an alternative like Newgate not been available. When these people fail to complete the program, immediate incarceration may seem too harsh a response.

4. Summary

The data in this section of the report provide clearcut evidence that the Newgate for Women program is having a positive impact on many of its clients. Furthermore, in general, Newgate clients show gains in employment, education, and vocational training equal to or greater than those made by clients of some other residential community corrections programs in the Twin Cities that were examined.

The first measure of program effects was the rate of program completion. The data show that the majority (55.7%) of former Newgate clients satisfactorily completed the residential program, while 29.5% failed to satisfactorily complete the program, and 14.7% were terminated for neutral reasons. These results were compared with the results of clients from three P.O.R.T. projects and five halfway houses in the Twin Cities area who were terminated during the programs' first two years of operation. Of all nine residential treatment programs examined, Newgate ranked second highest in terms of proportion of clients who have satisfactorily completed the program.

The data show that Newgate for Women has been successful in getting many of its clients involved in educational and vocational programs, in jobs, or in on-the-job training programs. In this respect, the Newgate program has been fulfilling one of its principal goals. Newgate clients showed a 26.3%

increase in academic program enrollment between intake and termination. The greatest advances in educational level were made by clients who satisfactorily completed the program. Between intake and termination there was a 36.3% increase in the proportion of program completers with at least a high school education.

There was an increase in vocational training activities among Newgate clients of 16.6% between intake and termination. Newgate clients also displayed a large increase in the proportion employed on a full-time or part-time basis. Between intake and termination, employment of Newgate clients rose by 37.3%. While clients who failed to satisfactorily complete the program experienced no employment gains, the proportion of program completers employed rose from 6.7% at intake to 70.0% at termination--an increase of 63.3%. Thus, the greatest gains in client activities between intake and termination occurred in the area of employment.

A measure of overall activity change among Newgate clients revealed that between intake and termination the proportion of clients active in employment or in academic or vocational programs rose by 47.9% (from 31.3% active full time or part time at intake to 79.2% active full time or part time at termination). Large gains in activity were made by satisfactory and unsatisfactory Newgate clients as well as by those clients who were terminated for neutral reasons, although satisfactory clients (i.e., program completers) showed the greatest gains of the three groups in full-time activities. When gains in full-time and part-time activities of Newgate clients were compared with those made by clients of some other residential community corrections programs in the Twin Cities area, the Newgate performance appeared to be as strong or stronger. Newgate clients showed gains in activity between intake

and termination that were slightly greater than those of the group of P.O.R.T. project clients and that were substantially greater than those of the halfway house client group examined.

The Newgate for Women program also appears to have some impact on the economic situations of its clients. The data show improvement in the perceived financial situation of Newgate residents between intake and termination. Among all Newgate clients there was a decrease in client reported minor or major financial problems between intake and termination of 33.4%, and among program completers only, there was a 42.9% decrease in such problems. The proportion of self-supporting Newgate clients rose by 31.1% between intake and termination. Furthermore, there was a decrease between intake and termination of 40.0% in the proportion of Newgate clients who were primarily supported by governmental assistance or by correctional institutions. The largest increases in self-support occurred among the program completers, an increase of 43.4% between intake and termination.

The living situations of Newgate clients also changed to some degree. The proportion of Newgate clients who lived in correctional facilities or treatment centers decreased from 42.6% prior to intake to 14.9% following termination. No program completers were in such facilities following their termination from Newgate. However, among clients who failed to satisfactorily complete the program, there was a small increase in the proportion living in correctional facilities or treatment centers.

E. RECIDIVISIM ANALYSIS

One of the goals of Newgate for Women is to reduce further involvement of its clients with the criminal justice system. New involvements with the

criminal justice system are referred to as recidivism. While there is no generally accepted definition of "recidivism," convictions for new offenses and revocations of probation or parole are the indicators of recidivism used in this report. Recidivism information is collected on clients at termination from residence and at intervals of 6, 12, and 24 months after termination from residence. However, because few Newgate clients have been terminated from residence for as long as 24 months, this report will not be concerned with recidivism analysis beyond 12 months following termination from residence.

The analysis of recidivism will first entail clients' recidivism while in residence. Recidivism during two sets of follow-up periods will then be presented. Recidivism will be analyzed for the periods of 6 and 12 months following intake to residence, the "at-risk" recidivism follow-up periods. Recidivism for the periods of 6 and 12 months following termination from residence will be discussed. Recidivism measures will be given in terms of the number and percentage of clients who have recidivated in a given follow-up period. Recidivism dispositions will be broken down into the categories of "misdemeanor convictions," "felony convictions," and "revocations" of probation or parole.¹ A client who has recidivated more than one time during a given follow-up period will be classified according to the most serious disposition--with a misdemeanor conviction the least serious and revocation the most serious.² Data will be on Newgate clients who terminated from residence by December 31, 1976.

¹Throughout this analysis of recidivism, all convictions with the exception of traffic offenses are included. However, driving while intoxicated is not considered a traffic offense and, consequently, is included.

²Rationale for this rating may be found on p. 186 of Residential Community Corrections Programs in Minnesota: An Evaluation Report. Also, see Chapter 2 and Appendix F of that report for further information on Crime Control Board methodology for and analysis of adult recidivism.

1. Recidivism While in Residence

The first analysis of recidivism looks at the extent to which Newgate for Women clients were convicted of new offenses or had their probation or parole revoked during residence at Newgate. Table 19 provides a summary of client recidivism during residence.

TABLE 19 RECIDIVISM OF NEWGATE FOR WOMEN CLIENTS DURING RESIDENCE		
RECIDIVISM DISPOSITIONS	NUMBER OF CLIENTS	PERCENT
	0	-0-
Misdemeanor conviction	0	-0-
Felony conviction	0	-0-
Revocation	0	-0-
Total felony conviction and revocation	0	-0-
NO RECIDIVISM	46	100.0%
TOTAL:	46	100.0%

As can be seen in table 19, none of the 46 Newgate clients who terminated residence by December 31, 1976, recidivated during residence. That is, no clients were convicted of new offenses or were revoked between intake and termination from residence.

Comparisons were made between these Newgate results and recidivism during residence of clients from other residential community corrections programs in the Twin Cities.¹ Among 156 clients of three P.O.R.T. projects, taken as a group, recidivism during residence included 4.5% convicted of misdemeanors and

¹P.O.R.T. projects included in this comparison are Nexus, Portland House and Bremer House. Halfway houses included are Alpha House, Anishinabe Longhouse, Freedom House, 180 Degrees, and Retreat House. Clients included in the recidivism analysis are those who terminated from residence during the first two years of these programs.

1.9% convicted of felonies. None of the P.O.R.T. clients had a revocation of probation or parole during residence. Thus, 93.6% of the P.O.R.T. clients did not recidivate while in residence. Among 399 clients of five halfway houses, taken as a group, recidivism during residence included 3.3% convicted of misdemeanors, 4.5% convicted of felonies, and 1.2% revoked. Thus, 91.0% of the halfway house clients did not recidivate while in residence. The data, therefore, show that while recidivism during residence was not high for the P.O.R.T. and the halfway house client groups examined, Newgate clients had the best record of not getting involved with the criminal justice system while in residence.

2. At-Risk Recidivism

At-risk recidivism analysis looks at the recidivism of Newgate for Women clients measured from their time of entry (i.e., intake) into the Newgate residence. As can be seen in table 20, during the first six months following intake to residence, a total of 8.7% (4) of the 46 Newgate clients recidivated, with 2.2% (1) of the clients being convicted of felonies and 6.5% (3) being revoked. None of the Newgate clients were convicted of misdemeanors during the six-month at-risk period. Thus, 91.3% of the Newgate for Women clients did not recidivate during the first six months following intake.

TABLE 20 COMPARISON OF RECIDIVISM OF NEWGATE FOR WOMEN CLIENTS AND OF CLIENTS OF OTHER RESIDENTIAL PROGRAMS IN SIX-MONTH AT-RISK PERIOD			
	NEWGATE FOR WOMEN CLIENTS ^a	P.O.R.T. PROJECT CLIENTS ^b	HALFWAY HOUSE CLIENTS ^c
<u>RECIDIVISM DISPOSITIONS</u>	8.7%	19.8%	18.5%
Misdemeanor conviction	-0-	3.7%	4.8%
Felony conviction	2.2%	6.2	6.0
Revocation	6.5	9.9	7.7
Total felony conviction and revocation	8.7	16.1	13.7
<u>NO RECIDIVISM</u>	<u>91.3</u>	<u>80.2</u>	<u>81.5</u>
TOTAL:	100.0%	100.0%	100.0%
NUMBER:	46	162	416

^aIncludes clients who terminated residence at Newgate by December 31, 1976.
^bIncludes clients of Nexus, Portland House, and Bremer House who terminated from residence during the first two years of the programs.
^cIncludes clients of Alpha House, Anishinabe Longhouse, Freedom House, 180 Degrees, and Retreat House who terminated from residence during the first two years of the programs.

Table 20 also provides a six-month at-risk recidivism comparison between Newgate for Women clients and clients from other Twin Cities residential community corrections projects. As can be seen from this table, recidivism of Newgate clients in the six-month at-risk period was lower than the recidivism of clients from the other residential programs examined. While only 8.7% of the Newgate clients recidivated during that period, 19.8% of 162 P.O.R.T. clients, taken as a group, and 18.5% of 416 halfway house clients, taken as a group, recidivated. Also, while 8.7% of the Newgate clients had felony convictions or revocations, 16.1% of the P.O.R.T. clients an 13.7% of the halfway house clients had felony convictions or revocations during the six-month at-risk period.

Table 21 provides recidivism data for the twelve-month at-risk period (i.e., the first twelve-months following intake). During that period a total of 14.0% (6) of the Newgate clients recidivated--4.7% (2) were convicted of misdemeanors, 2.3% (1) were convicted of felonies, and 7.0% (3) were revoked. Thus, 86.0% of the Newgate clients had not recidivated during the first year following intake.

TABLE 21 COMPARISON OF RECIDIVISM OF NEWGATE FOR WOMEN CLIENTS AND OF CLIENTS OF OTHER RESIDENTIAL PROGRAMS IN TWELVE-MONTH AT-RISK PERIOD			
	NEWGATE FOR WOMEN CLIENTS ^a	P.O.R.T. PROJECT CLIENTS ^b	HALFWAY HOUSE CLIENTS ^c
<u>RECIDIVISM DISPOSITIONS</u>	14.0%	21.6%	22.8%
Misdemeanor conviction	4.7%	6.8%	7.0%
Felony conviction	2.3	8.6	9.8
Revocation	7.0	6.2	6.0
Total felony conviction and revocation	9.3	14.8	15.8
<u>NO RECIDIVISM</u>	<u>86.0</u>	<u>78.4</u>	<u>77.2</u>
TOTAL:	100.0%	100.0%	100.0%
NUMBER:	43	162	386

^aIncludes clients who terminated residence at Newgate by December 31, 1976.
^bIncludes clients of Nexus, Portland House, and Bremer House who terminated from residence during the first two years of the program.
^cIncludes clients of Alpha House, Anishinabe Longhouse, Freedom House, 180 Degrees and Retreat House who terminated from residence during the first two years of the programs.

Table 21 also provides a twelve-month at-risk recidivism comparison between Newgate for Women clients and clients from the other residential programs examined. As can be seen from this table, Newgate clients show lower rates of recidivism during the twelve-month at-risk period than does the P.O.R.T. client group or the halfway house client group. Thus, the better

record of the Newgate group continues into the one year time period, although the gap in total recidivism between the groups slightly lessens between the six-month and twelve-month periods. The data show, for example, that while 14.0% of Newgate clients recidivated during the twelve-month at-risk period, 21.6% of 162 P.O.R.T. clients, taken as a group, and 22.8% of 386 halfway house clients, taken as a group, recidivated during that period. Furthermore, the largest differences between the Newgate clients and the other clients appear in the category of felony convictions. While only 2.3% of the Newgate clients were convicted of felonies in the twelve-month at-risk period, 8.6% of the P.O.R.T. clients and 9.8% of the halfway house clients were convicted of felonies in that period. In terms of the most serious dispositions, 9.3% of the Newgate clients, 14.8% of the P.O.R.T. clients and 15.8% of the halfway house clients had either a felony conviction or revocation during the twelve-month at-risk period.

3. Post-Residence Recidivism

The at-risk recidivism analysis looked at recidivism of clients following their entry into the residential treatment program. Since the clients were "at-risk" within the community during their tenure at Newgate, this type of recidivism analysis was deemed appropriate. The following analysis also looks at recidivism of clients, but this time for the period following their termination from residence at the project. Post-residence recidivism analysis assumes that placement in a residential community corrections program is a form of "treatment" and that the impact of that treatment on client recidivism is best measured following the client's termination from residence at the project (i.e., the post-treatment period). Consequently, any recidivism which occurred during residence is not included in the following

analysis of post-residence recidivism. Table 22 summarized the recidivism data for the six-month post-residence period.

TABLE 22 COMPARISON OF RECIDIVISM OF NEWGATE FOR WOMEN CLIENTS AND OF CLIENTS OF OTHER RESIDENTIAL PROGRAMS IN SIX-MONTH POST-RESIDENCE PERIOD			
	NEWGATE FOR WOMEN CLIENTS ^a	P.O.R.T. PROJECT CLIENTS ^b	HALFWAY HOUSE CLIENTS ^c
RECIDIVISM DISPOSITIONS	15.2%	19.3%	15.0%
Misdemeanor conviction	8.7%	4.5%	5.2%
Felony conviction	2.2	7.7	4.1
Revocation	4.3	7.1	5.7
Total felony conviction and revocation	6.5	14.8	9.8
NO RECIDIVISM	84.8	80.7	85.0
TOTAL:	100.0%	100.0%	100.0%
NUMBER:	46	155	386

^aIncludes clients who terminated residence at Newgate by December 31, 1976.
^bIncludes clients of Nexus, Portland House, and Bremer House who terminated from residence during the first two years of the programs.
^cIncludes clients of Alpha House, Anishinabe Longhouse, Freedom House, 80 Degrees, and Retreat House who terminated from residence during the first two years of the programs.

During the first six months following termination from residence, a total of 15.2% (7) of 46 Newgate clients recidivated. Among the Newgate clients, 8.7% (4) were convicted of misdemeanors, 2.2% (1) were convicted of felonies, and 4.3% (2) were revoked. Thus, 6.5% of the clients were convicted of felonies or revoked while 84.8% did not recidivate in any way.

Table 22 also presents six-month post-residence recidivism data for clients of other Twin Cities residential community corrections programs. As the data show, in terms of total recidivism dispositions, the Newgate group had a slightly lower proportion of recidivists than the P.O.R.T. group and

about the same proportion of recidivists as the halfway house client group during the six-month post-residence period. Thus, while 15.2% of the Newgate clients recidivated within six months from termination from residence, 19.3% of 155 clients from three P.O.R.T. projects, taken as a group, and 15.0% of 386 clients from five halfway houses, taken as a group, recidivated during that period. It is important to note, however, that if recidivism is measured in terms of the most serious dispositions (i.e., felonies and revocations), the Newgate clients have the least recidivism of the three groups. Thus, for example, while only 6.5% of the Newgate clients were convicted of felonies or revoked during the six-month post-residence period, 14.8% of the P.O.R.T. clients and 9.8% of the halfway house clients were convicted of felonies or revoked during that period. Whether misdemeanors are included in the recidivism measure or not, the record of Newgate clients in avoiding involvement with the criminal justice systems looks comparatively good for the six-month post-residence period.

Table 23 presents recidivism data for the twelve-month post-residence period. During the first twelve months following termination from residence, 22.6% (7) of 31 Newgate clients recidivated. Among the Newgate clients, 9.7% (3) were convicted of misdemeanors, 3.2% (1) were convicted of felonies, and 9.7% (3) were revoked. Thus, a little over three-quarters of the Newgate for Women clients did not recidivate within the year following their termination from residence.

TABLE 23
COMPARISON OF RECIDIVISM OF NEWGATE FOR WOMEN CLIENTS
AND OF CLIENTS OF OTHER RESIDENTIAL PROGRAMS
IN TWELVE-MONTH POST-RESIDENCE PERIOD

	NEWGATE FOR WOMEN CLIENTS ^a	P.O.R.T. PROJECT CLIENTS ^b	HALFWAY HOUSE CLIENTS ^c
RECIDIVISM DISPOSITIONS	22.6%	27.1%	19.3%
Misdemeanor conviction	9.7%	6.8%	5.5%
Felony conviction	3.2	10.8	7.2
Revocation	9.7	9.5	6.6
Total felony conviction and revocation	12.9	20.3	13.8
NO RECIDIVISM	77.4	72.9	80.7
TOTAL:	100.0%	100.0%	100.0%
NUMBER:	31	148	347

^aIncludes clients who terminated residence at Newgate by December 31, 1976.

^bIncludes clients of Nexus, Portland House, and Bremer House who terminated from residence during the first two years of the programs.

^cIncludes clients of Alpha House, Anishinabe Longhouse, Freedom House, 180 Degrees, and Retreat House who terminated from residence during the first two years of the programs.

As shown in Table 23, in terms of total twelve-month post-residence recidivism, Newgate clients fall in between the P.O.R.T. and the halfway house groups. While 22.6% of the Newgate clients recidivated, 27.1% of 148 clients from three P.O.R.T. projects, taken as a group, and 19.3% of 347 clients from five halfway houses, taken as a group, recidivated within twelve months following termination from residence. Newgate clients had the greatest proportion of misdemeanor convictions. As was the case for the six-month period, in the twelve-month post-residence period the Newgate group has a lower proportion of clients recidivating with the most serious dispositions (i.e., total felony convictions and revocations) than do the P.O.R.T. or halfway house groups. Thus, 12.9% of the Newgate clients compared to 20.3% of the P.O.R.T. clients and 13.8% of the halfway house clients were convicted of felonies or were revoked during the twelve-month post-residence period.

4. Program Completion and Recidivism

Theoretically, those clients who satisfactorily complete the Newgate for Women program should do better in avoiding reinvolvement with the criminal justice system than those clients who fail to satisfactorily complete the program. The question to be answered in this section is: Do clients who satisfactorily complete the Newgate program have lower recidivism rates than those clients who fail to satisfactorily complete that program? Recidivism data on satisfactory clients (i.e., program completers) and unsatisfactory clients (i.e., clients who failed to satisfactorily complete the program) is presented for two time periods--the first six months following termination from residence and the first twelve months following termination from residence.¹

During both the six-month and twelve-month post-residence periods, clients who satisfactorily completed the Newgate program had substantially less recidivism than did clients who failed to satisfactorily complete that program. Among satisfactory clients, 12.0% recidivated in the six-month post-residence period--8.0% with misdemeanor convictions and 4.0% with felony convictions (N=25). None of the satisfactory clients were revoked within the first six months following residence. In contrast, among clients who failed to satisfactorily complete the program, 30.8% recidivated during the six-month post-residence period--15.4% with misdemeanor convictions and 15.4% with revocations of probation or parole (N=13). None of the unsatisfactory clients recidivated with felony convictions during this period.

¹Throughout the discussion in this section, no recidivism information is presented on clients who terminated from program for "neutral reasons."

During the twelve-month post-residence period, 13.4% of the clients who satisfactorily completed the Newgate program recidivated--6.7% were convicted of misdemeanors and 6.7% were convicted of felonies (N=15). In contrast, 55.5% of clients who failed to satisfactorily complete the program recidivated within one year of their termination from residence (N=9). Among the unsatisfactory clients, 22.2% recidivated with misdemeanor convictions and an additional 33.3% were revoked during the twelve-month post-residence follow-up period.

Data on recidivism of program completers and unsatisfactory clients of other residential community corrections programs in the Twin Cities show trends similar to the Newgate pattern. That is, in general, clients who satisfactorily complete the residential programs have significantly lower recidivism rates than do clients who fail to complete programs.

5. Recidivism of Newgate for Women Clients

One of the goals of Newgate for Women is to reduce further involvement of its clients with the criminal justice system. The data indicate that the Newgate program may indeed be promoting reduced recidivism among its clients, particularly among those women who complete the program.

The first part of the analysis looked at recidivism of clients during their period in residence at Newgate. The data show that none of the Newgate clients who terminated residence by December 31, 1976, recidivated while in residence. While recidivism during residence was not high for clients from other Twin Cities residential programs examined (6.4% among a group of P.O.R.T. clients and 9.0% among a group of halfway house clients), Newgate for Women clients had the best record of not getting involved with the criminal justice system while in residence.

An analysis of recidivism during at-risk periods measured the clients' recidivism from the time they entered the program. Recidivism of Newgate clients in the six-month at-risk period and in the twelve-month at-risk period was lower than the recidivism of clients from the other residential programs examined. While only 8.7% of the Newgate clients recidivated within the first six months following intake, 19.8% of the P.O.R.T. clients and 18.5% of the halfway house clients recidivated during that period. Within twelve months following intake, 14.0% of the Newgate clients recidivated compared to 21.6% of the P.O.R.T. clients and 22.8% of the halfway house clients who did so.

Recidivism of clients was also measured for the periods of six and twelve months following termination from residence. In terms of total recidivism dispositions, there were only small differences between the Newgate clients and clients from the other residential programs during the six and twelve-month post-residence periods. Thus, while 15.2% of the Newgate clients recidivated within six months from termination from residence, 19.3% of the P.O.R.T. clients examined, and 15.0% of the halfway house clients examined recidivated during that period. During the twelve-month post-residence period, 22.6% of the Newgate clients recidivated compared to 27.1% of the P.O.R.T. clients and 19.3% of the halfway house clients who recidivated. Thus, in terms of total six and twelve-month post-residence recidivism dispositions (i.e., misdemeanor convictions, felony convictions, and revocations), the Newgate for Women program results appear to be typical of the results of other residential community corrections programs in the Twin Cities area. In both the six-month and twelve-month post-residence periods, however, the Newgate program had a lower proportion of clients recidivating with serious dispositions (i.e., total felony convictions and revocations) than did the P.O.R.T. projects and halfway houses examined. For example, during the six-month post-residence period 6.5%

of the Newgate clients compared to 14.8% of the P.O.R.T. clients and 9.8% of the halfway house clients were convicted of felonies or were revoked.

One of the specific goals of the Newgate program is that "at least 75.0% of the clients will not be convicted of a (new) felony within one year after release from the project." The data presented in the report indicate that the Newgate program is achieving this specific recidivism goal. Within one year of termination from residence, only 3.2% of the Newgate clients recidivated with felony convictions. In fact, 77.4% of the Newgate clients do not recidivate in any way (i.e., either with felony convictions, revocations, or misdemeanor convictions) during the first twelve months following their termination from residence.

Additional analysis compared post-residence recidivism of Newgate clients who satisfactorily completed the program with that of Newgate clients who failed to satisfactorily complete the program. During both the six-month and twelve-month post-residence follow-up periods, clients who satisfactorily completed the program had substantially less recidivism than did clients who failed to satisfactorily complete the program. Furthermore, none of the program completers were revoked during the twelve months following termination from residence. These results indicate that satisfactorily completing the Newgate program may be positively related to reduced recidivism following residence.

F. CLIENT FLOW AND CLIENT COST

1. Client Flow

This section looks at the flow of adult clients and children residents through Newgate for Women. The data in this section are for the period of

October 24, 1974 (i.e., date of program start-up) through June 30, 1977. During that period, Newgate for Women admitted a total of 66 women clients. Also during that period, 28 of the 66 Newgate clients brought one or more of their dependent children into the project with them. By June 30, 1977, 42 children had entered the Newgate facilities to reside with their mothers and to participate in the child development program. Thus, by that date, a total of 108 residents (clients and their children) had entered Newgate for Women.

The capacity of the Newgate program has changed since start-up. This is due to the fact that the program has moved to several different facilities since it began accepting clients. The capacity of Newgate was 18 residents (i.e., women clients and children) from December 1, 1974-January 15, 1976, when the project was located at the Dayton Avenue facility. From January 16, 1976-October 31, 1976, the capacity of Newgate was 32 residents. During that time period, the program utilized two facilities simultaneously--the Dayton Avenue facility (capacity of 18 residents) and the Portland Avenue facility (capacity of 14 residents). From November 1, 1976-July 30, 1977, the project clients were again housed in one facility located on Mound Street, having a capacity of 18 residents.

For the period of October 24, 1974-June 30, 1977, Newgate for Women had an average population of 9.2 clients per day and 5.2 children per day. Thus, during that period, the Newgate program had an average of 14.4 residents per day.

During the period of December 1, 1974-January 15, 1976, when the Dayton Avenue facility alone was the program site, the average population was 8.1 clients per day and 5.8 children per day. The average number of residents per day at Newgate during that period was accordingly 13.9 clients and

children. The total (i.e., clients and children) occupancy rate of the project from December 1, 1974-January 15, 1976, was 77.2%.

For the period of January 16, 1976-October 31, 1976, when the Dayton Avenue facility and the Portland Avenue facility were both in use by the program, the average population was 11.7 clients per day and 7.8 children per day. The total combined occupancy rate of the facilities was 60.9%, or 19.5 residents (clients and children) per day.

During the period of November 1, 1976-June 30, 1977, when the Mound Street facility was being used by the Newgate program, the average population was 9.0 clients per day and 1.9 children per day. The total occupancy rate of the project during this period was 60.6%, or 10.9 residents per day.

The occupancy rate of the project has thus been on the decline. The factor accounting for this overall decline has been the drop in number of children residing in the project facility. As we have seen, during the period of November 1, 1976-June 30, 1977 (i.e., the most recent period) an average of only 1.9 children per day were residing at Newgate. In the first period (i.e., December 1, 1974-January 15, 1976) the average number of children at Newgate per day had been 5.8.

The average length of residence for clients at Newgate for Women was 19.7 weeks.¹ Clients who satisfactorily completed the program tended to remain in residence longer than clients who terminated without completing the program. Program completers averaged 27.1 weeks in residence at Newgate, while those who failed to satisfactorily complete the program only averaged 9.3 weeks in

¹The average length of residence statistics are for those Newgate clients who terminated from residence by June 30, 1977.

residence. Clients who terminated for neutral reasons averaged 13.1 weeks in residence.

2. Cost Analysis¹

Cost data were available for the period of June 1, 1975-June 30, 1977.

During that time period, the Newgate project had an average population of 16.0 residents per day (9.6 clients per day and 6.4 children per day). Total expenditures for the period (i.e., total outlays of federal and non-federal funds for the period and unpaid obligations at the end of the period) were \$380,365.33. Based on the project's average daily population during that period, the average outlay was \$31.28/resident/day.

Additional cost analysis was conducted for the one year period of July 1, 1976-June 30, 1977. During that period, Newgate for Women had an average population of 15.6 residents per day (11.1 clients per day and 4.5 children per day). Total expenditures for that period were \$186,952.12. Based on the average daily population during that period, the average outlay was \$32.83/resident/day. Thus, average costs per resident per day appear to have remained fairly stable over time.

Dependent children may be excluded from the cost calculations and all outlays attributed to the adult clients only. If this is done, the average outlay for the period of June 1, 1975-June 30, 1977, was \$52.13/client/day.

¹Cost comparisons with other residential programs are not included in the analysis. Because of the large number of Newgate residents who were dependent children and because of possible additional costs involved in a child development program, cost comparisons between Newgate and other (adult) treatment programs were deemed to be inappropriate. Cost data on a number of adult residential treatment programs can be found in Residential Community Corrections Programs in Minnesota, an evaluation report produced by the Governor's Commission on Crime Prevention and Control (November 1976).

For the period of July 1, 1976-June 30, 1977, the average outlay was \$46.14/client/day.

G. SUMMARY

This report has provided a summary and analysis of data on Project Newgate for Women for the period from program start-up through June 30, 1977. No attempt has been made to test particular hypotheses about residential community corrections or specific components of the project. Instead, the report has been concerned with the broader issue of the overall effectiveness of Newgate for Women in achieving its stated goals.

Throughout the report, comparisons have been made between Newgate for Women and other residential treatment programs in the Twin Cities area. Because of some differences in client characteristics between projects, however, the results of such comparisons must be cautiously considered.

This evaluation has focused on two goals which are specific to the Newgate project. As articulated by the project director, these goals are:

- By termination from the project, at least 50% of the clients will be involved in or will have completed one of the following: G.E.D.; at least one quarter or semester of college education; an on-the-job training program; or a vocational training program.
- At least 75% of the clients will not be convicted of a (new) felony within one year after release from the project.

The data presented in the evaluation report show that Newgate for Women is achieving its stated goals and is having a positive impact on many of its clients.

Among the findings of this analysis are the following:

1. Program Completion

- a. The majority (55.7%) of former Newgate clients satisfactorily completed the residential program, while 29.5% failed to satisfactorily complete the program, and 14.7% were terminated for neutral reasons.
- b. Of nine residential treatment programs examined, Newgate ranked second highest in terms of proportion of clients who have satisfactorily completed the program.

2. Education, Vocational Training, and Employment

- a. Newgate for Women has been successful in getting many of its clients involved in educational and vocational programs, in jobs, or in on-the-job training programs.
- b. Newgate clients showed a 26.3% increase in academic program enrollment between intake and termination.
- c. The greatest advances in educational level were made by clients who satisfactorily completed the program. Between intake and termination there was a 36.3% increase in the proportion of program completers with at least a high school education.
- d. There was an increase in vocational training activities among Newgate clients of 16.6% between intake and termination.
- e. The greatest gains in client activities occurred in the area of employment. Between intake and termination, employment of Newgate clients rose by 37.3%. While clients who failed to satisfactorily complete the program experienced no employment gains, the proportion of program completers employed rose from 6.7% at intake to 70.0% at termination--an increase of 63.3%.
- f. Between intake and termination the proportion of clients active in employment or in academic or vocational programs rose by 47.9% (from 31.3% at intake to 79.2% at termination). Newgate clients showed gains in activity between intake and termination that were slightly greater than those of the group of P.O.R.T. project clients and that were substantially greater than those of the halfway house client group examined.

3. Economic Changes

- a. There was improvement in the perceived financial situation of Newgate residents between intake and termination.
- b. Among all Newgate clients there was a decrease in client reported minor or major financial problems between intake and termination of 33.4%, and among program completers only, there was a 42.9% decrease in such problems.

- c. The proportion of self-supporting Newgate clients rose by 31.1% between intake and termination. The largest increases in self-support occurred among program completers, an increase of 43.4% between intake and termination.
- d. There was a decrease between intake and termination of 40.0% in the proportion of Newgate clients who were primarily supported by governmental assistance or by correctional institutions.
- e. The proportion of Newgate clients who lived in correctional facilities or treatment centers decreased from 42.6% prior to intake to 14.9% following termination. No program completers were in such facilities following their termination from Newgate.

4. Recidivism

- a. The data indicate that the Newgate program may indeed be promoting reduced recidivism among its clients, particularly among those clients who complete the program.
- b. None of the Newgate clients who terminated residence by December 31, 1976, recidivated while in residence at Newgate.
- c. An analysis of recidivism during at-risk periods measured the clients' recidivism from the time they entered the program. Recidivism of Newgate clients in the six-month at-risk period and in the twelve-month at-risk period was lower than the recidivism of clients from the other residential programs examined. While only 8.7% of the Newgate clients recidivated within the first six months following intake, 19.8% of the P.O.R.T. clients and 18.5% of the halfway house clients recidivated during that period. Within twelve months following intake, 14.0% of the Newgate clients recidivated compared to 21.6% of the P.O.R.T. clients and 22.8% of the halfway house clients who did so.
- d. In terms of total recidivism dispositions, there were only small differences between the Newgate clients and clients from the other residential programs during the six and twelve month post-residence periods. While 15.2% of the Newgate clients recidivated within six months from termination from residence, 19.3% of the P.O.R.T. clients examined, and 15.0% of the halfway house clients examined recidivated during that period. During the twelve-month post-residence period, 22.6% of the Newgate clients recidivated compared to 27.1% of the P.O.R.T. clients and 19.3% of the halfway house clients who recidivated.
- e. In both the six-month and twelve-month post-residence periods, the Newgate program had a lower proportion of clients recidivating with serious dispositions (i.e., total felony convictions and revocations) than did the P.O.R.T. projects and halfway houses examined.

- f. Newgate is achieving its recidivism goal. Within one year of termination from residence only 3.2% of the Newgate clients recidivated with felony convictions. In fact, 77.4% of the Newgate clients do not recidivate in any way (i.e., either with felony convictions, revocations, or misdemeanor convictions) during the first twelve months following their termination from residence.
- g. During both the six-month and twelve-month post-residence follow-up periods, clients who satisfactorily completed the program had substantially less recidivism than did clients who failed to satisfactorily complete the program. These results indicate that satisfactorily completing the Newgate program may be positively related to reduced recidivism following residence.

5. Client Flow

- a. During the period examined, October 24, 1974 (i.e., date of program start-up) through June 30, 1977, 66 women were admitted to Newgate. Also during that period, 42 children entered the Newgate facilities to reside with their mothers and to participate in the child development program.
- b. During the period of October 24, 1974, through June 30, 1977, Newgate for Women had an average population of 9.2 clients per day and 5.2 children per day. Thus, during that period, the Newgate program had an average of 14.4 residents per day.
- c. During the period of December 1, 1974, through January 15, 1976, when the Dayton Avenue facility alone was the program site, the total (i.e., clients and children) occupancy rate of the project was 77.2%. For the period of January 16, 1976, through October 31, 1976, when the Dayton Avenue facility and the Portland Avenue facility were both in use, the total combined occupancy rate of the facilities was 60.9%. During the period of November 1, 1976, through June 30, 1977, when the Mound Street facility was being used by the Newgate program, the total occupancy rate of the project was 60.6%. The factor accounting for the decline in occupancy rate has been the drop in the number of children residing in the project facility.
- d. The average length of residence for clients at Newgate was 19.7 weeks. Among program completers, the average number of weeks in residence was 27.1.

6. Cost Analysis

- a. The average outlay was \$31.28/resident/day during the period of June 1, 1975, through June 30, 1977. When dependent children are excluded from the cost calculations and all outlays attributed to the adult clients only, the average outlay for the period was \$52.13/client/day.

- b. During the one year period of July 1, 1976, through June 30, 1977, the average outlay was \$32.83/resident/day. When dependent children are excluded from the cost calculations and all outlays attributed to the adult clients only, the average outlay for the period was \$46.14/client/day.

END