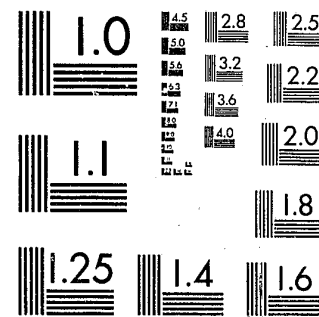


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City of New Orleans

The Mayor's Criminal
Justice Coordinating Council

DECEMBER 1981

AN EVALUATION OF THE ORLEANS PARISH CRIMINAL SHERIFF'S PRE-RELEASE / WORK-RELEASE PROGRAM FOR WOMEN

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AN EVALUATION OF THE ORLEANS
PARISH CRIMINAL SHERIFF'S PRE-RELEASE/
WORK-RELEASE PROGRAM FOR WOMEN

Prepared by
The Mayor's Criminal Justice
Coordinating Council

December, 1981

NCJRS

FEB 23 1982

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MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL

AN EVALUATION OF THE ORLEANS PARISH
CRIMINAL SHERIFF'S PRE-RELEASE/WORK-
RELEASE PROGRAM FOR WOMEN

PROJECT: Pre-Release/Work-Release Program for Women

PROJECT NUMBER: 80-C9-7.1-0001

SUBGRANTEE: Orleans Parish Criminal Sheriff's Office

PERIOD OF GRANT REPORT: June 23, 1980-September 30, 1981

DATE OF REPORT: December 1981

PREPARED BY: Albertean P. Selmore

CLERICAL ASSISTANCE: Gladys Anderson

CUMULATIVE GRANT AWARD:	SLEPA	\$90,393
	Subgrantee	10,044
	Total	\$100,437

PROJECT PERSONNEL: Bridget Donovan, Project Coordinator

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I. INTRODUCTION

The Orleans Parish Criminal Sheriff's Department received grant funds from the Law Enforcement Assistance Administration (LEAA) to operate a Women's Pre-Release Work-Release Program (WPR/WR Program) for the period April 1, 1980 through March 31, 1981. However, due to complications and delays, the program's operational period was changed to June 22, 1980 through December 22, 1981, by virtue of grant adjustments and time extensions.

In brief, the purpose of the program was to establish a transitional housing facility where rehabilitative services would be provided to 60-80 offenders annually who had three to six months remaining to serve and who did not have a prior history of repeated violent behavior. Housing services were to be provided for a daily maximum of 20 women. The Conchetta Motel located near the Orleans Parish Correctional facilities was obtained for this purpose.

The goals of the program were stated as follows:

1. To place a minimum of 60 female offenders in a transitional facility which would provide services designed to facilitate their integration into the community;
2. To assure that 85% of the program participants become involved in community service activities;

3. To assure that all residents who are ordered by the Court pay restitution to their victim and/or court costs through mandatory deductions.

The objectives of the program were stated as follows:

1. To secure job placements for all participants within a maximum of two (2) weeks after arrival at the transitional facility;
2. To establish and maintain contact with employers through job placements and weekly follow-ups;
3. To provide vocational testing for all program participants within two (2) weeks subsequent to arrival at the WPR/WR Program;
4. To provide quarterly seminars in job seeking and interviewing skills;
5. To provide educational testing to all participants;
6. To provide quarterly mandatory seminars in budgeting skills to each resident;
7. To pay court ordered restitution if mandated by the sentencing judge through pay deductions;
8. To pay a pre-determined percentage of gross income toward family support when necessitated by the resident's inability to contribute to the support of the family;
9. To devise an individualized counseling plan for each participant;
10. To provide a minimum of one hour of either individual or group counseling to all participants on a weekly basis;
11. To develop a contractual agreement between each participant and staff member delineating the participant's responsibilities and the services provided;

12. To monitor participants for possible alcohol or drug abuse through the periodic use of alcohol tests and urine screens;
13. To grant increasing privileges and freedom to offenders based upon their performance at each level of the Phase/Pre-Release Model.

II. METHODOLOGY

Data for this evaluation was gathered from program records and interviews with program staff. Case records and information sheets provided information regarding demographic data, as well as contact information between program staff, employers, and program participants. Specific data collection forms were developed by the evaluator for use by program personnel in recording and maintaining data required to measure the stated goals and objectives.

III. PROGRAM DEVELOPMENT

A. NEED

Due to a dramatic increase in the number of female offenders in Orleans Parish since 1976, several problems were created for incarcerated females. Included among these was the fact that sentenced females did not have transitional housing facilities or adequate rehabilitative services and unsentenced females had few pre-trial alternatives to incarceration. Prior to the implementation of the WPR/WR Program, the only existing facility for women offenders was Marion Manor, a federally funded Halfway House, which could accommodate a maximum of 15 federal and state sentenced women. Since Marion Manor was operating at full capacity, it could not provide housing for the growing number of sentenced female offenders.

A recent survey of incarcerated female offenders conducted on June 5, 1979, at the Orleans Parish Community Correctional Center indicated that women offenders lacked the necessary vocational and educational skills to become productive, self-sufficient members of society upon release. Additionally, pre-trial alternatives to traditional incarceration for females were needed to relieve present jail overcrowding and to reduce the operating cost of incarceration.

In order to alleviate this problem, the Orleans Parish Criminal Sheriff's Office proposed to establish a Women's Pre-Release/Work-Release Program to provide transitional housing and supportive services

to sentenced females soon to be released back into the community.

The philosophy of the program was that given the necessary tools and skills, the female offender would be better able to function in society upon release. By means of providing supportive services through a Phase/Pre-Release Model, which included educational, vocational, and job training skills, the program planned to accomplish this end.

(See Appendix)

B. ELIGIBILITY CRITERIA

The program was available to women offenders sentenced to the Orleans Parish Prison who had three to six months left to serve before release and who did not have a prior history of repeated violent behavior.

C. PROGRAM START-UP

The program was originally funded for the period April 1, 1980-March 31, 1981. However, due to a delay in hiring a program coordinator and other complications, the operational period was amended by a grant adjustment and a no-cost extension to encompass the period June 22, 1980-December 22, 1981. The first Coordinator who was hired in June 1980, resigned in December 1980. No other personnel were employed in 1980. The remainder of the program staff, which included a Job Developer, Counselor I, Counselor II, Correctional Specialist II, were hired in January, 1981, as was the second Program Coordinator.

IV. PARTICIPANT DESCRIPTION

All 70 of the program participants were female. Of that number, 66 were Black and 4 were White, with an average participant age of 23 years. Most participants (60) were unemployed at the time of admittance and were single (53), each averaged 2 children. (See Tables 1-4).

For all participants, there was a total of 249 prior adult felony arrests, an average of 3.5 arrest per participant, as well as 82 prior felony convictions, an average of 1.1 conviction per participant. Additionally, the participants totaled 515 prior adult city arrests and 86 prior adult city convictions, an average of 7.3 arrests and 1.2 convictions respectively.

Relative to the current offense at time of admittance, 17 (24%) of the participants had been convicted of theft, 14 (20%) of them had been convicted of prostitution, while the other 39 participants were convicted of thirteen other offenses ranging from armed robbery (2) to resisting arrest (3). (See Table 5)

Table 1

Race of Participants

Race	Number of Participants
Black	66
White	4
Total	70

Table 2

Age of Participants

Age Interval *	Number of Participants
18-20	7
21-23	22
24-26	16
27-29	11
30-32	5
33-35	3
36-38	0
39-41	2
42-44	3
45-47	1
Total	70

*Age at time of first placement

Table 3

Participants Marital Status at Time of Admittance

Status	Number of Participants
Single	53
Separated	5
Married	4
Common Law	2
Divorced	5
Widow	1
Total	70

Table 4

Participants Employment Status at Time of Admittance

Status	Number of Participants
Unemployed	60
Employed	8
Student	2
Total	70

Table 5

Type of Conviction/Number of Participants Convicted

Type of Conviction	Number of Participants
Aggravated Battery	5
Armed Robbery	2
Assault	1
Attempt Theft	4
Cruelty to Juvenile	1
Forgery	6
Illegal Carrying of Weapons	2
Possession of Controlled Dangerous Substances	5
Probation Violation	3
Prostitution	14
Receiving Stolen Things	3
Resisting Arrest	3
Simple Robbery	3
Theft	17
Unauthorized Use of Credit Card	1
Total	*70

*Includes conviction at time of first placement.

V. DATA ANALYSESGOAL AND OBJECTIVE ATTAINMENTA. Goal Attainment

Goal I required that a minimum of 60-80 female offenders be placed in the twelve month program. However, since the duration of the program was extended, 15 months of operation (June 22, 1980 - September 30, 1981) were assessed in this evaluation. Thus, 75-100 female offenders should have been placed in the program. Additionally, the eligibility requirements state that participants must have three to six months to serve before release and not have a prior history of repeated violent behavior.

Data indicate that 70 different participants* were accepted in the program during the period 6/22/80-9/30/81, thereby almost meeting the minimum requirement of 75-100 participants during that 15 month period. However, as Table 6 indicates, only 23 (30%) of the 77 program placements met the eligibility requirement of having 3-6 months to serve before release. (An additional 7 participants had between 11.0 and 12.9 weeks remaining, while a single participant had between 26.1-28.0 weeks remaining before release.) All participants met the requirement of no prior history of repeated violent behavior.

In addition, Table 7 indicates that 26 (33.8%) of the program placements were made during September 1981, the final month of

*7 participants were accepted at two different times into the program. Therefore, 77 participants will appear in certain analysis in this evaluation.

Table 6

Time Remaining to Serve Before Release

Time Remaining to Serve Before Release	Number of Placements	Percent	Average Time Between Placement & Release
0.0 Weeks - 12.9 Weeks	31	41%	6.8 weeks
13.0 Weeks - 26.0 Weeks	23	30%	19.3 weeks
26.1 Weeks and More	23	30%	45.0 weeks
Total	77*	101%	--

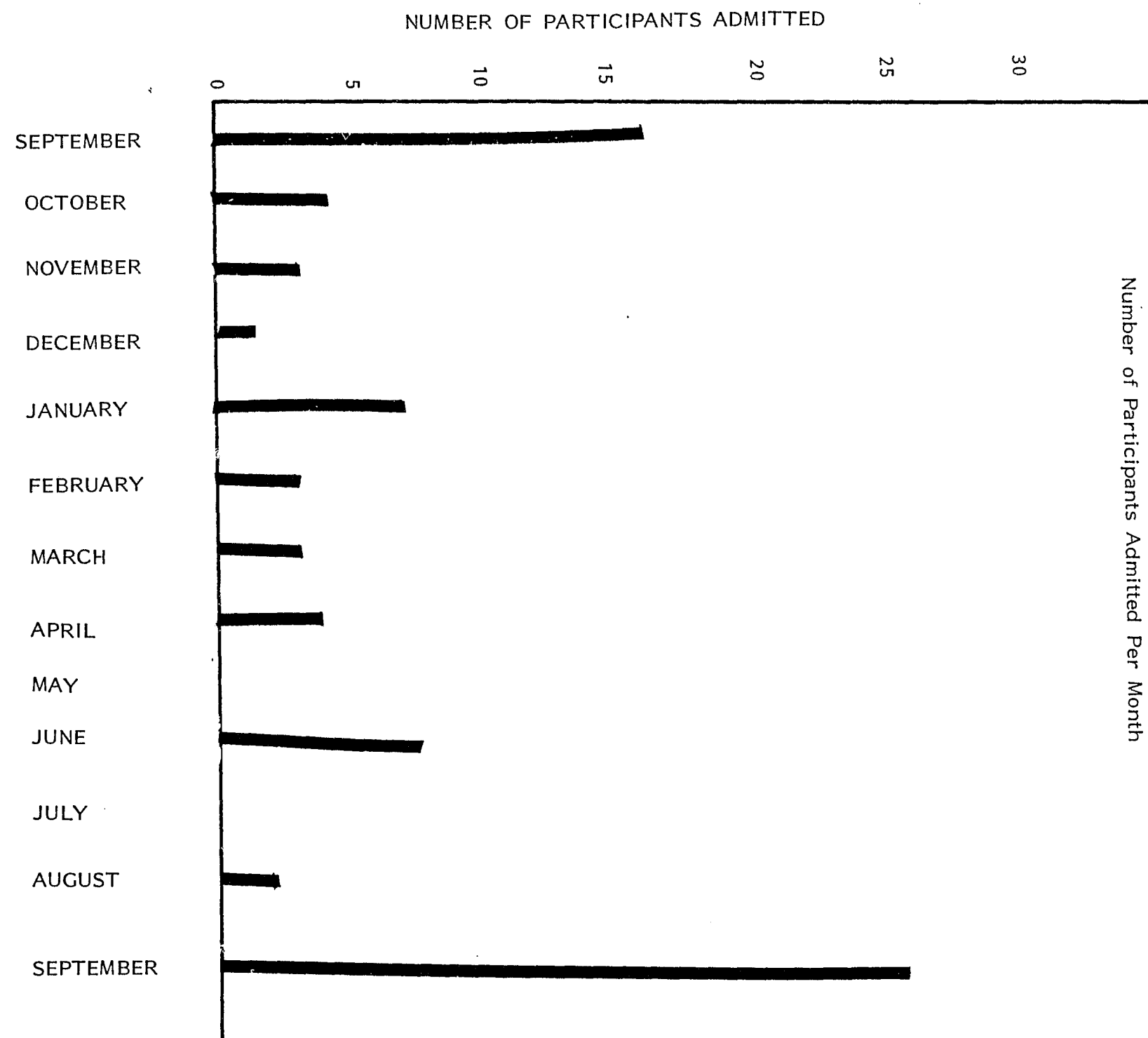
*Includes 7 participants admitted twice.

Table 7
Number of Participants Admitted Per Month

Admittance Month/Year	Number of Participants Admitted Per Month	Percentage of Total Placements
September 80	16	20.8%
October 80	4	5.2
November 80	3	3.9
December 80	1	1.3
January 81	7	9.1
February 81	3	3.9
March 81	3	3.9
April 81	4	5.2
May 81	0	0
June 81	8	10.4
July 81	0	0
August 81	2	2.6
September 81	26	33.8
Total	*77	100.1%

*7 participants were readmitted.

Table 8



the evaluation period, and that only 10 participants were admitted during the period May-August 1981. Thus, 51 program placements were made during 14 months (June 22, 1980-August 31, 1981) of program operation. In addition, 21 of the 26 participants accepted in September 1981, failed to meet the 3-6 months to serve before release requirement. Table 8 provides a visual bar graph of monthly acceptances.

The time left to serve before release at the time of program placement averaged 21.9 weeks for all 77 placements. However, the average time before release for those placements with less than 3 months to serve (31) averaged 6.8 weeks when accepted and those placements with more than 6 months to serve (23) averaged 45.0 weeks. (See Table 6.)

Twenty-three (23) participants were successfully terminated from the program. Those participants totalled 1,706 days in the program, an average of 74.2 days of program participation per successful termination. Nineteen* (19) individuals were unsuccessfully terminated from the program. However, 3 of these were readmitted to the program and were active as of 9/30/81. Those 19 participants were in the program for a period of 1,637 days. If the 4 double terminations are counted as two separate placements, then the 23 unsuccessful terminations averaged 71.2 days of program participation. Thirty-one (31) participants were still active in the program as of 9/30/81. As of that date,

*Four of the unsuccessful terminations were admitted and terminated twice.

those participants totaled 889 days in the program, an average of 28.7 days of program participation. The participation time in the program for all placements (including still-ins) averaged 55.0 days.

Goal II stated that the program was to assure that 85% of the participants became involved in community service activities. Records indicate that 30 (39%) of the 77 placements were involved in community service activities, well below the anticipated involvement. The type of community service work performed by program participants included: painting public schools, up keep and renovation of public buildings, public graveyards, and other projects requested by government or other non-profit agencies for the betterment of the community. The "other" work assignments included: bus cleaning, catering and waitressing, welding, packaging, pulling weeds; planting; kitchen aides; dishwashers; tomato grater; banquet helper; drink maker; and, sandwich maker. While these jobs paid minimum wage, the skill and educational levels of participants were minimal.

Goal III stated that all residents ordered by the court to pay restitution to victims and/or court costs would do so through mandatory deductions. Program records indicate that one participant was mandated to pay restitution in the amount of \$225.42. The participant paid the amount in full. No participants were required to pay court costs.

Additionally, while not a stated grant requirement, the Program mandated that a pre-determined percentage of the participant's income be paid to the Elderly Victim's Fund. Records indicate that 31 participants paid a total of \$1,986.00, an average of \$64.06 per contributing participant.

B. OBJECTIVE ATTAINMENT

Objective I required that job placements be secured for all participants within a maximum of two weeks after program placement. Of all placements, 14* of them entered the program after September 17, 1981. Thus, the other 13 participants had not been in the program for 2 weeks at the end of the evaluation period and did not require placement according to the objective. Of the remaining 64 placements, ** data indicate that first job placements had been made within 2 weeks for 24 (37.5%), first job placement was made after 2 weeks for 31 (48.4%) and 9 (14.1%) were not placed. The average time involved in job placement for all placed participants (55) was 28.7 days and the average time for those not placed within two weeks (31) was 45.2 days.

Seventy-three job placements were made for a total of 2,078 days*** in jobs other than community service work, an average of 28.5 days of employment per job placement. However, a closer examination of

*One of these participants was placed before 9/30/81.

**Includes 7 participants who were placed twice. Two of these are included in those placed within 2 weeks; 2 of them are included in those not placed within 2 weeks; and, 3 are included in those not placed.

***The number of days for those still employed on September 30, 1981, were calculated through that date. For those participants not employed on September 30, 1981, the actual days of prior employment was used.

participant employment indicates that the time employed on the jobs varied from 3 placements being employed 101 days or more, to 21 placements being employed 10 days or less. Additionally, 43 (58.9%) of the 73 placements were for less than 26 days. (See Table 10).

The number of different jobs totaled 73, an average of 1.3 jobs for each of the 55 placements employed at least once; seemingly a realistic number of jobs per placement. Regarding the types of employment, records indicate that employment varied among welders, bus cleaners, maintenance workers, teachers aides, file clerks, packagers, kitchen workers, landscapers, marketing sales person, waitresses, and seamstress. At least forty-seven (64.4%) of the 73 placements were employed in jobs that were temporary, menial, and paid less than \$4.00 an hour. (See Table 11)

Objective 2 required establishing and maintaining contact with employers through job placements and weekly follow-ups. Weekly follow-ups should have been documented for 55 placements* who were employed at least once. However, data indicate that follow-up was conducted for only 24 (44.4%) of those 54 placements employed at least once before 9/25/81.

*One placement was initially assigned within 7 days of the data cut-off date.

Table 9
First Job Placements for Participants

Total	Assigned to Program Within 2 Weeks of 9/30/81 and no Placement	Placed on First Job Within 2 Weeks of Program Admittance	Placed on First Job After 2 Weeks of Program Admittance	Not Placed on First Job
77	13	24	31	9
100%	--	37.5%	48.4%	14.1%

Table 10

Number of Days of Employment Per Placements

Number of Days	Number of Placements	Percent of Total
101 or More	3	4.1
51-100	9	12.3
26-50	18	24.7
11-25	22	30.1
10 or Less	21	28.8
Total	73	100.0%

*The number of days for those still employed on September 30, 1981, were calculated through that date. For those participants not employed on September 30, 1981, the actual days of prior employment were used.

Table 11

Employment Types For Placements

Type of Employment	Number of Placements	Percent of Total
Bus Cleaner, Maintenance Worker	7	9.6
Teacher Aide	1	1.4
File Clerk, Packager	8	11.0
Pastry Maker, Diswasher, Cook, Popcorn Popper, Tomato Grater, Pantry Worker, Banquet Helper, Kitchen Worker, Drink Maker, Sandwich Maker, Dishwasher	34	46.6
Landscape	13	17.8
Welder, Assembly Line Worker	4	5.5
Marketing/Sales	1	1.4
Waitress	4	5.5
Seamtress	1	1.4
Total	73	100.2%

Objective 3 stated that vocational testing for all program participants would be provided within two weeks subsequent to program admittance. There were no data indicating that vocational testing was administered to any of the participants.

Objective 4 required that quarterly seminars be provided in job seeking and interviewing skills. The program provided 11 seminars during the evaluation period - 6 Employment Seminars (Job Seeking and Interviewing Skills) and 5 Financial Seminars (Budgeting Skills). (See Table 12.) While the seminars were not provided at quarterly intervals throughout the evaluation period, during the 15 month period 5 seminars in job seeking and interviewing skills should have been provided. In fact, 6 of these were conducted. In addition, 5 financial seminars were provided during the evaluation period as mandated by Objective 6, although not at quarterly intervals. (See Table 12).

Objective 5 stated that educational testing would be provided to all participants. Data indicate that educational testing was provided to 25 (36%) of the 70 participants.

Objective 6 required providing quarterly mandatory seminars in budgeting skills to each resident. (See Objective 4 and Table 12.)

Objective 7 provided that court ordered restitution would be paid if mandated by the sentencing judge through pay deductions. One participant was mandated to pay court ordered restitution in the amount of \$225.42. This was paid in full.

Objective 8 required paying a pre-determined percentage of gross income towards support of the family. Three of the participants were required to pay family support. The total paid was \$265.00.

Objective 9 required that an individualized counseling plan be devised for each participant. Counseling plans were developed for 55 (79%) of the 70 participants.

Objective 10 stated that a minimum of one hour of either individual or group counseling would be provided to all participants on a weekly basis. The number receiving counseling on a weekly basis totaled 61 (87%) of the 70 participants. Additionally, 401 counseling hours were documented, an average of 5.7 hours of counseling for each of the 70 participants.

Objective 11 required that a contractual agreement be developed between each participant and staff member delineating the participant's responsibilities and the services provided. Contractual agreements were documented for 21 (30%) of the 70 participants.

Objective 12 required that participants be monitored for possible alcohol or drug abuse through the periodic use of alcohol tests and urine screens. Records indicate that 6 alcohol screens and 33 drug urine screens were conducted. This objective cannot be evaluated properly because "periodic" does not indicate mandated frequency of testing.

Table 12
Financial and Employment Seminars
January 1981 - September 1981

Quarter	Number of Finance Seminars	Number of Employment Seminars
July-Sept. 1980	0	0
Oct.-Dec. 1980	0	0
Jan.-Mar. 1981	0	1
April-June 1981	2	2
July-Sept. 1981	3	3
Total	5	6

Objective 13 required granting increasing privileges and freedom to offenders based upon their performance at each level of the Phase/ Pre-Release Model. (See Appendix). Of the 73* program placements, 54 (74%) were put in Phase I, of which 19 progressed to Phase II, and none graduated to Phase III.

Since the requirement of the Phase Pre-Release Model is that a participant must remain in both Phase I and Phase II for a minimum of 6 weeks before progressing to Phase III, only those participants with more than 12 weeks time to serve would have been eligible for assignment in Phase III. Thus, the Model could not have been successfully implemented for many of the program participants referred during the evaluation period.

*Four placements were not put in the model.

VI. UNIT COST SUMMARY

As Table 13 indicates, the total amount expended for the operation of the WPR/WR Program for the period June 23, 1980-September 30, 1981 was \$68,029.00. For 77 placements, the total cost per placement was \$883.49. While all placements met the requirement of no prior history of repeated violent behavior, only 31 of them substantially met the time left to serve eligibility requirement of the program (11-28) weeks); thus the cost per eligible placement was \$2,194.48.

Table 13

Women's Pre-Release/Work-Release Program Fiscal Summary

Category	Total Expended To 9/30/81
Personnel	\$56,380.00
Fringe Benefits	6,592.00
Travel	
Equipment	1,857.00
Supplies	
Contractual Services	
Other Direct Costs	*
Indirect Costs	3,200.00
Total	\$68,029.00
	=====

*\$4,565.00 for evaluation services obligated and not included

VII. SUMMARY AND RECOMMENDATIONS

During the fifteen month period (June 22, 1980-September 30, 1981) evaluated, the WPR/WR Program achieved limited success in meeting the stated goals and objectives. A review of those goals reveal that:

- (1) While the program did accept 70 different participants (77 placements) during the period and, thereby, essentially met the minimal 75 placements required by Goal 1, only 23 (30%) of those placements met the requirement of having between 3-6 months to serve before release. (An additional 8 placements fell within $2\frac{1}{2}$ - $6\frac{1}{2}$ months remaining to serve.) In addition, placement was erratic with 26 (34%) of the placements made in September 1981, the final month of the period covered by the evaluation. The average time left to serve before release for those placements with less than 3 months before release was 6.8 weeks (about half the required time) and those with over 6 months left to serve averaged 45.0 weeks.
- (2) Goal 2, requiring that 85% of the participants become involved in community service activities, was met in the case of 30 (39%) of the 77 placements.
- (3) Goal 3, requiring the payment of court ordered restitution or court costs through mandatory deductions was met, although only a single participant was so ordered.

The attainment of the objectives revealed that:

- (1) Objective 1 required job placement within 2 weeks of program placement. Of 64 placements (13 of the 14 program placements made within 2 weeks of September 30, 1981 were not employed), only 24 (37.5%) were made within the mandated 14 days and 9 placements were never made. The time required to make those placements not made within the 14 days period was 45.2 days, three times that required by the objective.
- (2) Objective 2 which required establishing and maintaining contact with employers was met in the case of 24 (44.4%) of the 54 placements employed at least once before 9/25/81.
- (3) No data was available which indicate that Objective 3 requiring vocational testing of all participants was implemented.
- (4 & 6) Objective 4 and 6 requiring quarterly seminars in job seeking, interviewing skills, and budgeting skills was met in terms of the number of seminars provided. However, these were not made available at the required quarterly intervals and, therefore, some participants probably missed exposure to one or both of the seminars.
- (5) Objective 5, requiring educational testing of all participants, was met in the case of 25 (36%) of the 70 participants.

- (7) Objective 7 which required the payment of court ordered restitution was met, even though it only involved a single participant paying a total of \$225.42. (See Goal 3)
- (8) Objective 8 required paying a percentage of gross income towards family support. Three participants were required to pay a total of \$265.00.
- (9) Objective 9 required that an individual counseling plan be developed for each participant and was met in the case of 55 (79%) of the 70 participants. However, since 12 of the 70 were initially assigned within 14 days of September 30, 1981 (the data cutoff date), this objective was attained for essentially all other participants.
- (10) Objective 10 required that a minimum of one hour of group or individual counseling be provided weekly. Data indicate this objective was met for 61 (87%) of the 70 participants. Because 12 of the 70 participants were initially assigned within 14 days of September 30, 1981 (the data cut off date), this objective was met for all other participants.
- (11) Objective 11 required that a contractual agreement be developed between each participant and staff member delineating responsibilities and services. Data indicate that agreements were developed for 21 (30%) of the 70 participants.

- (12) Objective 12 required monitoring for alcohol or drug use through the periodic use of alcohol tests and urine screens. In meeting this objective, 6 alcohol screens and 33 drug urine screens were conducted.

- (13) Objective 13 required progression by participants through a Three Phase Pre-Release Model. Of 73 placements assigned to Phase I, 19 progressed to Phase II. No placements graduated to Phase III.

In order to operate as an effective pre-release program, there should be some relationship between time of placement and time of release so that there is an adequate amount of time before release to reintegrate the offender into free society. In this case, a Three Phase Pre-Release Model was to be used. For a work release program to operate effectively, vocational testing and training, educational testing, and job placement seem essential to enlarge the learning potential of the offender.

In the case of the WPR/WR Program, some of these components are absent. Only 23 (30%) of the program placements were made with the participants having between 3-6 months remaining to serve before release. (31 placements had less time and 23 placements had more time.) The 31 placements with less than 3 months remaining averaged 6.8 weeks before release and those with more than 6 months remaining to serve averaged 45.0 weeks. This would indicate that over 2/3 of the placements were probably inappropriate at the time of program

placement in terms of benefiting maximally from a pre-release program and, in any event, did not meet the eligibility criterium established in the goals and objectives. In addition, only 19 program placements progressed to Phase II of the Pre-Release Model. This would identify a weakness on the part of the program to offer a substantive pre-release alternative.

Regarding the work release aspect of the WPR/WR Program, no vocational testing was provided and educational testing was provided to only 25 (36%) of the 70 participants. While 55 of the program placements were assigned to at least one job outside of the area of community service, few of these placements earned in excess of minimum wage. Thus, the work release aspect of the program was unsuccessful in identifying and upgrading skills. Each of the 73 job placements averaged 28.5 days of employment.

In summary, it would appear that the WPR/WRP did not become completely established in accordance with its stated goals and objectives. What appears to have evolved instead is a minimum wage/low skill/short term employment program for women which provides some counseling services to the participants, with some of those participants contributing community service work. As a program of this nature could serve a constructive purpose for the women offender population, the following recommendations are made:

- (1) Revise the criteria for acceptance of participants to meet the apparent actual population needs. As a 3-6 month time left to serve before release criteria does not seem realistic for sizable numbers of women as evidenced by the accepted participants, the mandated time requirements should be deleted. In addition, all pretense should be abandoned that the program is serving as a pre-release program, partly as a result of minimal services provided and limited use of the Pre-Release Model.
- (2) Continue to enforce restitution, court costs, and family support payments when mandated or necessary.
- (3) Continue to perform community service work as time and opportunity permits.
- (4) Eliminate the job placement within 2 weeks provisions. Time frames have no realistic application to the kind of work release program which has developed.
- (5) Establish a system of employer contacts to monitor job performance, etc.
- (6) Institute vocational testing and training, as well as educational testing for all participants, in order to better train and match participants with available employment opportunities.

- (7) Continue to provide seminars on job seeking interviewing skills and budgeting skills, but provide them at intervals so that all participants might benefit from the presentations.
- (8) Continue to develop counseling plans and provide individual/group counseling to participants.
- (9) Finally, develop other long-range employment opportunities outside of community service work and minimal skill areas so that, in time, the program might develop into a true work release program for female offenders involving educational/vocational testing and training and job placements in both the public and private sectors. Community service work, while benefiting the community as a whole, and minimal skill short-term employment will not adequately prepare an offender for employment opportunities in free society.

VII. APPENDIX

PHASE PRE-RELEASE MODEL

The overall structure is based on a Three Phase System, wherein offenders demonstrating responsible behavior by adhering to program rules and participating in meeting the goals outlined in their contractual agreement are rewarded by increased privileges and freedom. On the other hand, those offenders not demonstrating these behaviors receive minimal privileges. The system is divided into Three (3) Phases. An offender must remain in both Phase I and Phase II for a minimum of 6 weeks before she is eligible to progress to Phase III. After the offender attains Phase III status, she can remain for the duration of her sentence only if she maintains a high level of performance. However, any offender violating the conditions stated in the program contract can be demoted from Phase III or Phase II to Phase I, or can be removed from the program entirely.

The following describes the behavior expected in each Phase and the rewards received for responsible behavior as stated in the grant application:

A. Phase I:

Behavioral Requirements:

1. Work with counselor to finalize program contract within two weeks after arrival.
2. Begin to participate within 2 weeks in either a job or vocational training program and educational program.

3. Participate in Social Awareness Seminars.
4. Participate in weekly individual and/or group counseling sessions.
5. Begin to fulfill any additional obligations as set forth in the program contract.

Rewards: (after two week orientation period)

1. Phone calls, when approved by staff.
2. Evening visiting at Pre-Release/Work Release Center until 9:00 p.m. one (1) night a week.
3. Two (2) Sunday passes per month.
4. One (1) shopping pass per month.

B. Phase II:

Behavioral Requirements:

1. Adherence to conditions stated in program contract.
2. Satisfactory job report.
3. Successful completion of six (6) weeks of Social Awareness Seminars.
4. Participation in six (6) individual/group counseling sessions.
5. Utilization of community resources designated in program contract.
6. Recommendation of counselor.
7. Predetermined amount of savings (based on income and obligations).
8. Contact community resources as stipulated in program contract.

Rewards: (In addition to rewards earned in Phase I)

1. Four (4) Sunday passes per month.
2. One (1) overnight pass per month.
3. Two (2) shopping passes per month.
4. Evening visits two (2) nights per week.

C. Phase III:

Behavioral Requirements:

1. Continued compliance with program contract.
2. Satisfactory job report.
3. Successful completion of 12 weeks of Social Awareness Seminars.
4. Participation in 12 individual/group counseling sessions.
5. Continued utilization of community resources.
6. Recommendation by counselor.

Rewards: (In addition to rewards earned in Phase I and II)

1. One (1) week-end pass.
2. Evening visits three (3) nights per week.

END