



GOVERNOR'S COMMISSION  
ON CRIME PREVENTION  
AND CONTROL

**PORTLAND HOUSE**

**PROJECT EVALUATION**

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PORTLAND HOUSE

A Preliminary Evaluation Report

prepared by

Project Evaluation Unit

Governor's Commission on Crime Prevention and Control

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NOTE

This report is based upon an interview and questionnaire data covering the period August, 1973 - January, 1974. Any subsequent changes in the project will be discussed in the next evaluation.

## I. DESCRIPTION

### A. THE PROJECT

#### 1. Background Information

Portland House is a community-based residential treatment program for young male adult felons and is one of several modeled after the prototype P.O.R.T. project of Rochester, Minnesota. As a P.O.R.T. project, it is organized to serve as an alternative to incarceration in a correctional institution for a select group of probationed offenders. Its target population is the young men whose manner and actions do not truly warrant their subjection to the stringent controls of a traditional penal facility but whom the courts would, under ordinary circumstances, consider poor risks for probation. Currently the project is in its first year. Funds from the Governor's Commission on Crime Prevention and Control were received in July, 1973. Immediately following funding the project's director was hired in August, the staff was subsequently hired in August and September and the first clients were screened and admitted in October.

Portland House is located in the residential neighborhood of southeast Minneapolis that immediately adjoins the Dinkytown shopping area and the east bank campus of the University of Minnesota. The types of residences to be found in the neighborhood are apartment complexes, large frame structures and particularly fraternity and sorority houses. Portland House occupies a residence that is most compatible with these surroundings. Formerly a student rooming house, it too is a very large multiple-storied wood-frame structure not at all unlike the others in the area. As one might expect, the neighborhood's principle inhabitants are University students and in age and appearance Portland House residents are indistinguishable from them. Clearly, proximity

to the University has had a distinctive impact upon the physical and demographic characteristics of the project's neighborhood. Proximity to the University has also, it will be seen, allowed the project to utilize its facilities and to make use of its educational, recreational and counseling resources.

Lutheran Social Service of Minnesota, a voluntary social agency which provides a wide range of child welfare, counseling and residential programs, is the implementing agency for Portland House. It has developed this community corrections project at the invitation of Hennepin County Court Services and under the sponsorship of Hennepin County. During the first year of the project's funding, Lutheran Social Service provided 25% of the project's \$159,988.00 budget. Lutheran Social Service also makes its services and facilities available to the project and has a representative on the project's Advisory Council.

Presently Portland House enjoys a high level of community acceptance, with support for its activities coming from a broad spectrum of community organizations. Included in the list of approximately two dozen organizations supporting the project are neighborhood associations, voluntary and service organizations, the courts, the police, schools, churches, other residential treatment programs and the governing bodies of the city and region. They have variously demonstrated their support for Portland House by endorsing it, by establishing working relationships with it, by referring candidates, by sharing resources, by offering information and advice and by providing its residents with essential services.

The following illustrations suggest the types of community organizations that support Portland House and the nature of their relationships with the project. For example, the University District Improvement Association, a local neighborhood organization, has two representatives on the Portland House Advisory Council and reciprocally a Portland House staff member attends the Association's meetings. Still another example is the District Court Judges and the Probation Office of Hennepin County which both refer potential clients to the project and provide it with information about these prospects and also offer it suggestions. In addition, a representative of the Probation Office also sits on the project's Advisory Council.

The project's high level of acceptance can be attributed to several factors. Foremost among these is the preliminary efforts to inform key individuals and organizations in the community about community-based corrections, to discuss the proposed project with them and to involve them in Portland House's organization, development and supervision. Community participation in this planning and development phase of the project is believed to have allayed initial fears and to have led to community endorsement. The community's ongoing involvement in the project is a guarantee that its interests will be protected. Still another factor in community acceptance of Portland House is the neighborhood's largely University student population. It is believed that they are generally informed about the project's residents, tolerant of them and supportive of such innovative projects.

There has been no organized resistance to the project. The limited opposition that the project has experienced has been posed by one landlord and by a few individual citizens. The landlord has expressed fear that the

project's presence would depress the value of his nearby property and discourage tenants from renting his apartments. Individual citizens have similarly expressed concern about declining property values, but have also been concerned about possible increases in theft and about the potential hazard to their children's safety. It is not unreasonable to assume that if there are no incidents or problems during the project's first year of operation, then in succeeding years neighbors and realtors will cease to complain about the project and will have few qualms about its presence.

The community has a voice in the operation of the project through the Portland House Advisory Council. The fourteen member board includes representatives from each of the following organizations and institutions:

1. Lutheran Social Service
2. University Police Department
3. Minneapolis Police Department
4. Hennepin County Probation Officers
5. Hennepin County District Court Judges
6. Portland House Residents
7. Dinkytown Businessmen's Association
- 8.-9. Two Representatives from Business
10. Representative from Field of Education
11. Representative from Field of Vocational Training
- 12.-13. University District Improvement Association
14. T.C.O.I.C.

Meetings of the Advisory Council are also attended by the local alderman or a representative from his office. He has chosen, however, not to be a member of the Council so that he can remain impartial in the event that he receives and must act upon citizen complaints about the project.

The Advisory Council represents the community's interests in the project in primarily two ways. First, it is responsible for making recommendations on each individual being considered for admission to the project, and can reject

those whom it considers a threat to the community's welfare. Secondly, it has a say in the project's overall policy. In a number of ways the Advisory Council also serves the project. For example, the Council functions for the residents as a source of potential employment contacts. Formally and informally the Council's members act in a public relations capacity, informing both the groups they represent and other individuals and groups about the project. In the future the Council, through the formation of subcommittees, may be called upon to secure for the project financial resources, recreational opportunities and more extensive employment contacts or to at least advise the project on these matters.

## 2. Project Goals

As they are stated in the Portland House grant proposal, the five formal goals of the project are as follows:

1. To demonstrate that young male adult felons can be rehabilitated in a community-based residential treatment program.
2. To demonstrate that rehabilitation offered through a community-based program can be accomplished at a cost less than or comparable to incarceration.
3. To demonstrate that a community-based residential program is more effective in reducing recidivism than are programs offered through traditional imprisonment.
4. To recruit, select, and train volunteers and ex-offenders to participate in the rehabilitative program.
5. To utilize the resources of the community, including as an integral part of the rehabilitation program, public education, business and industry, criminal justice agencies, religious organizations, and others.

In addition to these formal goals, there are others that are both implicit in the grant application and that have been expressed by the project's director. One of the director's expressed goals is the creation of an active and responsible role in community-based corrections for the neighborhood's

residents. It is his intention to generally heighten citizen involvement in the criminal justice system through involving them in activities of the Portland House project. Still another goal, both mentioned by the director and implicit in the grant, is the heightened integration of the criminal justice system. The very existence of the project depends upon the cooperation of the courts, probation services and law enforcement agencies and as was noted above, representatives of these organizations serve together on the Advisory Council. An anticipated consequence of their participation in these meetings is a general increase and improvement of the working relations among them.

### 3. Staff and Staff Organization

Portland House currently has six full-time paid staff members and two staff members who receive room and board. The titles and responsibilities for each of these positions, in their descending order of authority, are as follows.

Project Director. The project director is responsible for the project's overall administration and for participation in its treatment and rehabilitation activities. He is also responsible for extra-project communication and relations with the community agencies, organizations and institutions that are in any way involved with Portland House. In this capacity he is the liaison with the court, Advisory Council and resource committee as well as liaison with supporting service agencies (education, job placement, etc.) and consultants. Additionally, the project director works with the Governor's Commission on Crime Prevention and Control Evaluation Unit staff on the project evaluation.

Group Treatment Specialist. Primarily he is responsible for directing the treatment (group, individual, marital) and rehabilitation programs in collaboration with the project director. Also he is responsible for providing social work services to meet the training, job, family, legal and financial needs of the clients. He is directly responsible to the project director.

Assistant Group Leader. He is responsible for working with the group and developing a group problem solving culture among its members. It is also expected that he establish personal relationships with all of the project's clientele.

Employment Counselor. It is his responsibility to interact with each client on a one-to-one basis in helping them to find meaningful employment, a meaningful training program or an educational placement that will further their level of academic attainment.

Secretary. The secretary is responsible for all clerical work. A financial and budgeting program for each individual resident is also her responsibility. The secretary is, in addition, expected to interact with the staff and clients in a capacity equivalent to that of a resident counselor.

Cook. The responsibilities of this position are to provide the menu planning, to oversee the purchasing of food, and to actually cook, with client assistance, the day's main meals. The cook is also responsible for teaching the residents about dietary matters, food purchasing, cooking, hygiene and other essentials of bachelor survival.

Residential Counselor. The two residential counselors are responsible



for living in with the clients, for relating to them, for interacting with them and for serving as role models with whom they can identify. They are also responsible for developing helping relationships with individual clients and for assisting in ongoing work with them. Under the supervision of the senior professional staff, they may also do counseling. One residential counselor is now in training to serve as a group leader and the other will be involved in the volunteer program, which is now being developed.

Volunteers. As it is currently conceived, volunteers will be responsible for teaching clients social skills and for working with clients in ways that will lead to their increased independence. It is also expected that they will serve as role models.

#### 4. Program Structure

The Phase System. Compared to group homes and halfway houses, P.O.R.T. project programs are highly structured. Portland House, which in this respect is no exception, has deliberately designed a structured program that is consistent with its treatment philosophy. Its program is divided into five phases, the first phase beginning with a probationed offender's admission to the project and the last phase ending with the successful termination of the client's association with the project. This structure offers the resident an orderly incremental progression of increasing autonomy and at the same time increasing responsibility. As an individual progresses through the phases, the external controls upon him are relaxed, while it is concomitantly expected that he achieve greater self control and greater self-sufficiency.

Each phase has relatively well defined expectations, responsibilities,

limitations and opportunities and clients are expected to conform to the standards of the phase to which they have advanced. Similarly, promotion or demotion to another phase is largely contingent upon an individual's fulfilling the requirements for the phase he is in. Phases are not of fixed duration, which therefore precludes automatic promotion and places responsibility and initiative for movement squarely on the shoulders of the individual client. The expectations for and limitations of each phase are as follows.

#### PHASE I

Phase I is the phase within which the client is expected to begin adjusting to the program and to prepare for his progression through it.

##### a. Expectations

Phase I clients are expected to:

1. Participate in house activities, to assume responsibilities in the maintenance of the house and to attend group meetings.
2. Begin to learn to care for, to assist and to assume responsibility for the actions and the well-being of the other clients.
3. Develop their contracts. Contracts include a list of the clients' problems which they intend to work on, a set of goals which they expect to attain in order to graduate from the project and an enumeration of the means through which they expect to achieve their goals. A completed contract must be approved by the resident, all of his group members, all of the house residents and all of the staff for it to become operational.

##### b. Qualifications for Phase II

Phase I clients, in order to qualify for Phase II, must:

1. Show responsibility, care and concern for themselves and for others.
2. Be planning to and arranging for admission to a vocational training program, admission to a school and or engagement in meaningful employment.
3. Have their contracts approved. They must also have their group's recommendation and the approval of the entire house for their promotion to Phase II.

c. Phase I Limitations

Phase I clients must conform to the following restrictions:

1. Only leave the house during specified hours and only when accompanied by a staff member or higher phase resident.
2. May only receive in-house visits.

While Phase I does not have a fixed duration, it is generally expected that a client will not remain in Phase I for more than thirty days. If a person has not moved out of Phase I in that time, there is reason for concern.

PHASE II

a. Expectations

Phase II clients are expected to:

1. Maintain their attendance at their school, training program or place of employment.
2. Attend their group meetings.
3. Work to fulfill their contracts.
4. Continue to assume their house maintenance responsibilities.
5. Continue to learn to care for, assist and assume responsibility for the other resident's well-being and their actions.

b. Limitations

Phase II clients must conform to the following restrictions:

1. With the approval of their group and the staff, they can leave the house for weekend visits.
2. They are allowed to have, with the prescribed curfew, the following nights out.

Tuesday, Thursday and Sunday until 12:00 midnight

Friday and Saturday until 2:00 P.M.

3. Their financial planning is closely monitored.

PHASE III

a. Expectations

Phase III clients are expected to:

1. Assume even greater responsibility for all of the following: their schooling, training, employment, group and house duties.
2. Assume a role in helping other residents, in a capacity comparable to that of a staff member.

b. Opportunities and Limitations

Phase III clients may take advantage of the following opportunities and conform to the following limitations:

1. May set their own schedules, with the provision that they check out when they leave the house; and check in when they return.
2. They have no curfew on nights after group; however, they are required to sleep in.
3. A curfew remains in effect on house nights during which there could be a house meeting or a house activity.



4. They have the privilege of, with periodic review, handling their own finances.

#### PHASE IV

##### a. Expectations

Phase IV clients are expected to:

1. Maintain their schooling, training and employment and to continue to attend group and house meetings.
2. Develop an ability to deal with community experiences, especially interactions with people who are not connected with the project.
3. Continue their efforts toward completion of their contracts.

##### b. Opportunities and Limitations

Phase IV clients may take advantage of the following opportunities and conform to the following limitations:

1. Moving out from the project to an approved living situation is allowed, but the clients who have moved out from the project must return each night for their group meetings.
2. They are responsible for their own financial management and their own support.

#### PHASE V

Phase V clients are expected to:

1. Be able, with review, to be independent, to be self-sufficient and to be capable of managing their own affairs.
2. Continue residence in an approved living situation.
3. Complete the contract.
4. Attend once-a-week group meetings, which are ideally comprised of solely Phase V clients.

Movement Between Phases. To advance to a higher phase, the client must fulfill the requirements of the phase he is in. When he believes he is ready for promotion, he informs his group that he is prepared to assume the responsibility of the succeeding phase. His group, one of whose functions is to make decisions on phase changes of its members, will consider his request and make a recommendation that he either remain in his present phase or that he be permitted to enter the next one. Any phase change must, however, be approved by the staff who are the final authority in such matters.

The judge, the probation officer or the client's family may also be involved in a client's phase change. For example, the judge who probated the client may wish to be informed of any changes in the client's project status. Probation officers and judges, depending on their request, receive monthly, quarterly or semi-annual progress reports.

If a client is acting irresponsibly, is not living up to the expectations of a phase or is unable to adjust to the privileges of the phase he is in, he can be returned to an earlier phase to which he can accommodate himself. This could occur upon his own request, upon the recommendation of the group or upon the recommendation of the staff. When a client makes such a request upon his own accord, he must talk about it with both his group and the staff. Then, as in the case of promotion, his demotion requires a recommendation of his group and staff approval. When the staff recommends a demotion, the group must either approve it, or show cause as to why the client in question should not regress to an earlier phase. Staff may have to intervene in this and other situations when they believe the group is making decisions that are damaging to it. It is incumbent upon the staff to inform the group of

its difficulties in the instances that the group appears to have failed to help its members.

Termination from the Project. People can be terminated from the project either because they have been successful in its program and indicate that they are prepared for graduation or because they have failed in its program and indicate that they are unable to benefit from any further association with it.

a. Failure and Termination. The project considers a client a failure when he demonstrates no care or concern for himself or an unwillingness to care for and assist other members of his group and the project. Criteria for such intransigence range from manifest displays of unconcern and aggression to violations of the terms of probation and the law.

The project considers such behavior to be grounds for termination for the following reasons. Most importantly, it is believed that the individual is not prepared to change and can only cause himself further harm by remaining in the project. For the group, an individual acting in such a fashion jeopardizes their own chances of success. The staff considers working with a person who behaves in these ways to be a waste of their time and energy and that in his place a new client could take better advantage of the project's program and services.

A decision to terminate a client failure from the project can come from any number of sources. The individual may himself decide to leave, either by formally requesting that he be terminated or be absenting himself from the project without authorization for an extended period of time. His

group\* might, with staff approval, recommend termination, or the staff might itself take the initiative to terminate him. Once the project reaches a decision to terminate a client, his probation officer is contacted and a court hearing is arranged. The judge at that time can impose sentence, render a new sentence or add new conditions to the already existing terms of probation.

As of yet, however, the termination criteria and procedures just described have not been utilized, because there have been no terminations for reasons of failure. This, in the director's opinion, can be explained by the project's screening process. It is his belief and hope that the screening is of such quality and rigor that the project has admitted only those clients who will benefit from its program.

b. Success and Graduation. The project considers a client a success when he demonstrates to himself, to the group, to the other clients and to the staff that he is an independent, self-sufficient and responsible individual. Criteria of success are the completion of the program's five phases and a fulfillment of the contract.

The project considers such behavior to be grounds for graduation from the project for the following reasons. Foremost among these is that the contract, phase requirements and demands of the group are stringent standards whose fulfillment will have required significant behavior changes and the assuming of a truly new conventional lifestyle.

\*The project's principle form of counseling is "group." Comprised of between 8 and 10 clients and a staff member, they are comparable to Guided Group Interaction and Positive Peer Culture groups. A thorough description of the form of "group" used by Portland House appears on page 17.

In the director's opinion it will be relatively easy to distinguish between actual changes and the sham facade of change. It is his belief that the groups will be able to make such distinctions because it is in the interest of their members to do so. If they allowed one of their peers to con his way through the program, they would also be allowing him to graduate from the program prematurely. Such a person would run a very high risk of committing a new offense because he would have gained little from his project experiences and would still be incapable of coping with life's conventional demands and responsibilities. Therefore, hypothetically it should be clear to each group member that if they have not successfully helped each other, they will have also exposed themselves to a higher risk of reimprisonment once they are on their own.

Graduation procedures simply require that a Phase V client, who has fulfilled his contract, inform his group that he is ready to leave the project. If his group, the other residents and the staff concur with the client's personal decision then the court is notified. The court must ratify this decision.

In graduating, an ex-client must have a final disposition made of his case. The procedure through which this is accomplished will vary depending upon the individual judge involved in the case, but will generally begin with the probation officer's request for any of several alternative dispositions. For example, he can request that the graduate client be continued on probation under his supervision for the amount of time remaining from the original sentence. The client could also have his probation reduced or he could apply for a pardon, clear his record and be released from any further legal

ramifications stemming from the original offense. It is anticipated that residents and staff will come to support the graduate at this final disposition hearing.

The above description of graduation is, however, also hypothetical because the project is relatively new and no client has yet progressed to the terminal phase. Presently, no client is beyond Phase III, and it could be as long as another three to five months before any client reaches graduation.

Counseling and Related Services. Rehabilitation in Portland House is to be accomplished through a multifaceted program. One of the program's primary instruments in resocializing and reintegrating the probationed offender is group therapy in conjunction with other extensively used forms of counseling. Individual counseling, such as financial and crisis intervention counseling, employment counseling and family and marital counseling are all components of the rehabilitation program either on an ongoing basis for all residents or as the need arises with specific cases. The objective of group therapy is to effect changes in an individual's behavior and standards, through the support, censure and assistance of the peer group. Group therapy and the other forms of counseling that complement and supplement it are to be the reagents of change in the rehabilitation process.

a. Group Therapy: The Group Problem-Solving Approach. Portland House has two group therapy groups or "groups," each of which meet for one and one-half hour sessions, five nights a week. Each group is comprised of between eight and ten clients and a staff group leader. In their structure and sub-

stance, the groups are not unlike Guided Group Interaction (G.G.I.) and Positive Peer Culture (P.P.C.) groups now functioning in many other residential treatment projects funded by the Governor's Commission on Crime Prevention and Control.

In the group problem-solving approach, the emphasis is placed upon reciprocal assistance among peers. An individual has an opportunity to discuss his problems and his peer group will attempt to help him in finding socially acceptable ways to deal with these problems. One of the ways in which the group members are encouraged to help each other solve and cope with their respective problems is by holding the entire group accountable for an individual's mistake. An individual is not punished because he has problems, but the group will be pressured to help him see them through. Ideally, out of these relationships and this process will develop a positive peer culture. Within such a culture the individual and the group will take responsibility for their own actions and each others behavior at all times.

Group meetings generally begin with each individual discussing his day. Then one person asks for or is given the meeting because he has a particularly acute problem or need. He will then proceed to discuss his problem, relate it to his life and to explain what he feels are the reasons for his behavior. Reciprocally, his group members will proceed to help him clarify his problems and to seek realistic solutions to them. During the meeting the group leader, who sits behind a desk, encourages positive helping situations and points out harmful or negative developments. At the meeting's conclusion, he also sums up what has transpired. He will at this time again call the group's attention to both the positive peer interactions that have occurred and to

the types of group or individual behavior that could detract from the positive effects of the group process.

b. Individual Counseling. The project emphasizes reliance upon peers and the group for the solution of most problems. It is recognized, however that there are occasionally situations that are better handled by a staff member on a one-to-one basis with the client. Individual counseling is given with respect to any of the following needs when critical situations arise and immediate action is necessary: employment, education, training, medical, dental, budget, financial, marital and family needs. Any staff member can, as the occasion arises, engage in individual counseling.

c. Relationships with Referral Agencies. The project has referred its clients to numerous agencies in the community. All of these agencies which the project has utilized provide resources and services that the project itself cannot provide to its clients. One of a new client's principle needs is employment, and as the project is itself new and has admitted many clients in a short period of time, a large number of clients have needed jobs. Therefore, many of the referral agencies that the project has used so far were contacted because of the employment opportunities that they could offer to the project's clients.

The following is a partial list of the agencies and organizations to which Portland House has referred its clients and the types of service they have received from them.

1. Minneapolis Vocational Rehabilitation, Drug Abuse Services Project has been used to help clients who use drugs.
2. Division of Vocational Rehabilitation (D.V.R.) has provided assistance with placing residents of the program in employment.

3. Twin Cities Opportunities Industrialization Center (T.C.O.I.C.) has helped to provide clients with vocational training.
4. University of Minnesota - some clients currently attend courses at the University.
5. Augsburg College - some clients currently attend courses at Augsburg.
6. Pilot City Health Center has provided clients with health and medical assistance.
7. Lutheran Social Service (Family Counseling Unit) has provided clients with family counseling.

The project director has indicated that residents have been referred to more than twenty-five different agencies and organizations. The remainder of these will be listed in a later section.

#### B. CLIENTELE

##### 1. Admission and Orientation

Portland House accepts young male adults, of between 18 and 30 years of age, who have been tried in District Court and convicted of gross misdemeanors and felonies. Preferably, they are individuals who have not been associated with violent acts and who have no history of drug dependency. They should also be the type of people who, while not good probation risks, are not in need of institutional controls. Furthermore, they must be accepted by the other residents as people they feel they can help and who they feel can help them.

Portland House clients generally have their initial contact with the project through a referral from any one of a number of sources. The referral may be made by the individual's probation officer, the district court judge hearing his case; a representative of some agency which has had recent dealings

with him, or a member of the individual's immediate family. In some instances, the prospective client may himself initiate contact with the project. No matter who makes the referral, an individual will not be considered for admission unless he expresses a desire to participate in the type of program the project offers.

Following referral, the second step in the admission process is a preliminary interview with the prospective client at either the Hennepin County Jail, the Minneapolis Workhouse and when feasible, at the project. The interview of the prospective client is generally conducted by a couple of residents and a couple of staff members who also describe the project and discuss it with the candidate. Based upon their interview, they then decide if the prospect is a likely candidate for project admission. If their decision is affirmative, an exhaustive process of screening the candidate begins.

The screening process can take as little as two days or as long as a month, the length depending upon what are often capricious factors such as, for example, the availability of a candidate's attorney. While it is underway, the candidate will be either in the county jail or in the workhouse and in some cases, free on bond. Usually the screening entails several other interviews. For example, his probation officer is interviewed and discussions about him are conducted with members of his family. Documentary evidence dealing with the candidate's past is also examined. This will usually involve a review of the pre-sentence investigation report, and a check of medical, mental health, educational and juvenile court records that are available.

Once the interviews with people familiar with the candidate and the

review of his pertinent biographical documents are completed, he then undergoes a final thorough interview session at the residence. First he individually talks with each resident and with each staff member and, whenever possible, he is subsequently interviewed in a group session comprised of all residents and all staff. If, after these interviews, the candidate still desires to be admitted to the project, an admission decision is made.

Admission to the project is contingent upon a recommendation of the residents and a ratification of the recommendation by the staff. Both recommendations, it should be noted, must be based upon consensus decisions and it is therefore possible for individuals to block an admission despite favorable inclinations of the majority. However, should an individual resident or staff member disapprove of a candidate's admission, he must support his rejection with legitimate reasons. The final admission decision on behalf of the project is made by the treatment director and the project director, who consequently retain a veto authority over admission.

Ultimately the court must decide if the candidate will be probationed to the project. The project recommends to the candidate's probation officer that he be probationed to the project, and in turn the probation officer makes this recommendation to the presiding judge who is to pass sentence. Practice is that a judge will pass sentence, stay the sentence and place the candidate on probation, with a condition of probation that he enter the project. It is made clear to the candidate that if he does not fulfill the project's expectations and conform to its requirements, he will be returned to court where an execution of his sentence will be ordered.

Staff and resident representatives are present at the disposition and have the candidate sign an initial agreement, in which he agrees to participate in the project. This formal agreement completes the admission process and commonly the newly-inducted client will then leave court and immediately proceed to the project in the company of its representatives who were at the sentencing.

The admission process just outlined is the preferred process. Exceptions to the process have been made when the project has accepted probationed offenders on the recommendation of their probation officers, who felt their clients were not doing well under traditional probation. The project has accepted such cases on the condition that the probation officer send a person back to court for execution of his sentence, if he does not conform to the project's norms.

The new client's orientation to the project, which began with his discussions with residents and staff during the preliminary interviews, continues upon his arrival at the project. Here it is the residents who have the principle responsibility for acquainting a new client with the residence, its activities and its routines. Residents select his room, give him his work assignment and familiarize him with program specifics. Staff are available to provide any further information and assistance which the residents cannot provide. In addition, he meets separately with the project director, group director and employment counselor during his first days in the project. These staff members will collect basic information about him, further inform him about his role in the project and begin his involvement in its program.



## 2. Client Characteristics

Based upon an examination of the statistical data that has been collected, the project has been able to conform to its selection criteria and has drawn its clientele exclusively from the target population as it was defined in the original grant.

Demographic Characteristics. Presently, Portland House has fifteen male residents, of between 18 and 27 years of age and whose mean age is 20 years, 9 months. Ethnically, 27% of the Portland House population is black and 73% are white. In all but one case, who was a resident of Anoka, the clients were residents of Hennepin County before they entered the project.

Educationally, no client has completed less than 9 years of school, nor more than one year of college. The mean number of years of school completed is 11.4; however, 47% of the clients had either completed high school or acquired a G.E.D. before they entered the project. Twenty-seven percent of the residents were attending classes of some type at the time they were admitted to the project.

The marital status of the clients at the time of their admission to the project was as follows: 67% of the clients had never married, 13% were married and 20% were either divorced or separated. Among them, 80% had no dependents, 14% had one dependent and 7% had two dependents.

Socio-economic Characteristics. At the time of their last offense, 40% of the clientele were employed full-time and 60% were unemployed. However, though a large proportion of the clientele were unemployed, all of them do have a pre-conviction employment history. Looking at the last jobs that the

clients ever held, the next table indicates the types of occupations in which they were employed and the proportion of clients employed in them. It should be noted that this table only grossly represents the classes of work in which the clients were employed. For the most part, their former jobs are actually the lower status positions of each of the divisions.

| OCCUPATION   | %     |
|--|-------|
| Professional, Technical and Managerial Occupations | 13.4% |
| Clerical and Sales Occupations                     | 13.4  |
| Service Occupations                                | 13.4  |
| Machine Trades Occupations                         | 19.8  |
| Bench Work Occupations                             | 6.7   |
| Structural Work Occupations                        | 6.7   |
| Miscellaneous Occupations                          | 6.7   |

The mean wage of the last occupation held was \$3.17 per hour.

Eighty-seven percent of the clients reported "self" as the primary source of income at the time of their last offense, while 13% reported that their parents were their primary source of support. A majority of clients report having had financial problems at the time of their last offense. Forty-seven percent report having had no financial problems, while 20% report having had minor financial problems and 33% major financial problems.

Correctional History. The majority of the project's clientele have a record of juvenile arrests and adjudications. Eight percent of the clients

have a record of juvenile arrests, the mean number of arrests being six. Sixty percent of the clientele were adjudicated delinquent, with 27% adjudicated delinquent for status offenses only, 20% adjudicated delinquent for status and non-status offenses and 13% adjudicated delinquent for just non-status offenses. The mean age at first adjudication for clients adjudicated as delinquent is 14 years, 4 months. Only 20% of the project clientele were ever held in juvenile institutions for more than a month, and the mean number of months in juvenile institutions for this group of three individuals is 49 months.

The majority of clients also have a history of multiple adult arrests. Seventy-three percent of clients had two or more adult arrests, with the mean number of arrests being three. Fifty-three percent of the clients have misdemeanor convictions and all have at least one gross misdemeanor or felony conviction. While all have gross misdemeanor or felony convictions, 80% do not have more than two.

Eighty percent of the clientele have served time in county jails and workhouses and the mean number of months served is four. A far smaller percentage have served time in adult facilities, and the mean number of months served was seven. At the time they were admitted, all of the clients were probationed to the project, 61% for property offenses such as burglary and larceny, 14% for possession of drugs and 7% for fraud. As the data indicates, the project did not accept clients whose last conviction was for a violent offense. In the case of only one client is there an indication that violence was associated with his last offense, which was Felonious Theft Against Person.

### 3. Client Activities

As one might infer from a reading of the project's program, a description of its counseling activities, the agencies to which it refers clients and the staff job descriptions, the activities in which the clients engage while they are project members are many and varied. If clients are beyond Phase I, they will be doing one or more of the following: attending school at a high school, junior college, college or university; attending vocational classes at a public or private vocational school or training program; or holding down a part-time or full-time job.

There are many activities in which the clients engage when at the project residence. All of the clients have house jobs involving house maintenance and upkeep, all have to attend to personal chores such as laundry and the cleaning of their own rooms and in turn all have to assist in the purchasing of food and in the preparation and serving of meals. Especially important is their attendance at the nightly group meetings after which they may go visiting or receive visitors, attend to personal needs and matters, study or engage in some recreational pursuit.

The house meeting is a very significant project activity in which all clients and staff participate. House meetings are where most project level decisions are made, where project-related problems are discussed and where information about matters of interest to the project is exchanged. It is also at these meetings that work assignments are made, new rules and privileges are discussed and implemented and recreational activities involving all of the clients are scheduled and planned. House meetings are the clients' forum and, so long as the staff considers them reasonable, the decisions the clients make at these meetings govern the project.

At the project, there are numerous recreational activities in which the clients can engage. Portland House facilities make available to clients all of the following: a ping pong and a pool table; a T.V. set, a stereo and a tape deck; boxing gloves and weights; a recreation room where various board games are on hand; a library. In addition, project clientele have access to neighborhood and to community recreational facilities. For example, they can make use of the University of Minnesota gymnasiums and fields, the downtown Y.M.C.A. and the local school and church gymnasiums.

## II. AN EVALUATION OF PROJECT SERVICES

### AS THEY HAVE RELATED TO PROJECT GOALS

#### A. CLIENTS SERVED

Portland House has yet to operate at its maximum capacity, but since it began in September its client population has been steadily increasing. Presently it is serving fifteen clients, which is one less than the anticipated maximum of sixteen. The project has operated beneath capacity only because it is a new program and the initial development of its program is still underway. There is every reason to believe that henceforth the project will serve its full complement of clientele.

#### B. PROJECT STAFF

Presently the project employs six paid, full-time staff members and two staff members who receive room and board. The project now employs its full complement of staff members, two of whom are women, one of whom is a minority group member and two of whom are ex-offenders.

Table II, on the following page, is a staff profile covering sex, criminal history and minority group status.

| TABLE II                              |                 |      |        |             |    |                |    |
|---------------------------------------|-----------------|------|--------|-------------|----|----------------|----|
| STAFF PROFILE                         |                 |      |        |             |    |                |    |
| POSITION                              | NUMBER EMPLOYED | SEX  |        | EX-OFFENDER |    | MINORITY GROUP |    |
|                                       |                 | MALE | FEMALE | YES         | NO | YES            | NO |
| <u>PAID STAFF</u>                     |                 |      |        |             |    |                |    |
| Director                              | 1               | X    |        |             | X  |                | X  |
| Group Treatment Specialist            | 1               | X    |        |             | X  |                | X  |
| Asst. Group Leader                    | 1               | X    |        | X           |    |                | X  |
| Employment Counselor                  | 1               | X    |        |             | X  | X              |    |
| Secretary                             | 1               |      | X      |             | X  |                | X  |
| Cook                                  | 1               |      | X      |             | X  |                | X  |
| <u>STAFF RECEIVING ROOM AND BOARD</u> |                 |      |        |             |    |                |    |
| Resident Counselors                   | 2               | XX   |        | X           | X  | X              | X  |
| TOTAL                                 | 8               | 6    | 2      | 2           | 6  | 2              | 6  |

By the director's assessment, 80% of the clients have, among their most immediate needs, a need for group counseling. Group is the project's principle instrument of rehabilitation and no less than eight hours a week are devoted to group meetings. The group treatment specialist and assistant group leader are responsible for the supervision and conduct of group meetings.

The presence of an employment counselor at the project's present level of development is particularly significant. With 80% of its clients unemployed at the time they entered the project, one of the principle problems faced by the project has been finding its clients meaningful employment. This problem is exacerbated by the fact that the young men in the project are under-educated, with either limited or no skills, poor work records, irregular

habits, unkempt appearance and felony convictions. For these reasons, employers are reluctant to hire them. It has taken the efforts of an employment counselor to assist them in entering school, in entering training programs and finding jobs. Once the intake of clients tapers off, however, it is questionable that a full-time employment counselor would be necessary. The functions of this position, it seems, could be assumed by one of the other staff and that the services of community agencies engaged in activities similar to those of the employment counselor could be utilized to place the project clientele in schools, training programs and jobs.

Once a week the project holds training sessions for the staff. In the past the subjects of training sessions have been as follows: "A Guided Group Interaction Approach to Problem Solving"; "Dealing with Financial and Employment Matters"; and "The Training and Use of Volunteers."

#### C. PROJECT SERVICES

The next table lists clients' needs and gives the number and proportion of clients having such needs in the order of their immediacy. The needs were rank ordered for each client at intake by the project director on forms distributed by the Project Evaluation Unit. The most immediate needs among the clients were for group counseling (80%), followed by medical and dental treatment (73%), educational services (48%), job counseling, training and referral (48%), restitution (33%), legal counseling (33%), financial counseling (27%), personal support (21%), basic survival needs (13%), vocational training (13%), drug treatment (7%), diagnostic services (7%), family counseling (7%), and recreation (7%). The following table is a list of needs, in the order of their immediacy, and the number and proportion of clients having such needs, as assessed at intake.

TABLE III

## CLIENT NEEDS AND THEIR IMMEDIACY

|                                       | 1st Most Important Need |    | 2nd Most Important Need |     | 3rd Most Important Need |     | 4th Most Important Need |     | 5th Most Important Need |     | TOTALS |    |
|---------------------------------------|-------------------------|----|-------------------------|-----|-------------------------|-----|-------------------------|-----|-------------------------|-----|--------|----|
|                                       | #                       | %  | #                       | %   | #                       | %   | #                       | %   | #                       | %   | #      | %  |
| Not Applicable                        |                         |    | 01                      | 07  | 01                      | 07  | 03                      | 20  | 08                      | 53  | 13     | 87 |
| No Identifiable Needs                 |                         |    |                         |     |                         |     |                         |     |                         |     |        |    |
| Basic Survival Needs                  |                         |    | 01                      | 07  | 01                      | 07  |                         |     |                         |     | 02     | 13 |
| Medical/Dental Treatment              | 02                      | 13 | 04                      | 27  | 02                      | 13  | 02                      | 13  | 01                      | 07  | 11     | 73 |
| Drug Treatment                        | 01                      | 07 |                         |     |                         |     |                         |     |                         |     | 01     | 07 |
| Alcohol Treatment                     |                         |    |                         |     |                         |     |                         |     |                         |     |        |    |
| Educational Services                  | 02                      | 13 |                         |     | 03                      | 20  | 02                      | 13  |                         |     | 07     | 48 |
| Prevocational Evaluation              |                         |    |                         |     |                         |     |                         |     |                         |     |        |    |
| Vocational Training                   |                         |    |                         |     |                         |     | 01                      | 07  | 01                      | 07  | 02     | 13 |
| Job Counseling/Referral/<br>Placement | 05                      | 33 | 01                      | 07  |                         |     |                         |     | 01                      | 07  | 07     | 48 |
| Financial Counseling                  |                         |    | 03                      | 20  |                         |     |                         |     | 01                      | 07  | 04     | 27 |
| Legal Counseling                      |                         |    |                         |     | 02                      | 13  | 01                      | 07  | 02                      | 13  | 05     | 33 |
| Family Counseling                     |                         |    |                         |     |                         |     | 01                      | 07  |                         |     | 01     | 07 |
| Group Counseling                      | 05                      | 33 | 02                      | 13  | 02                      | 13  | 02                      | 13  | 01                      | 07  | 12     | 80 |
| Diagnostic Services                   |                         |    | 01                      | 07  |                         |     |                         |     |                         |     | 01     | 07 |
| Mental Health Treatment               |                         |    |                         |     |                         |     |                         |     |                         |     |        |    |
| Advocacy with Other<br>Agencies       |                         |    |                         |     |                         |     |                         |     |                         |     |        |    |
| Restitution                           |                         |    | 01                      | 07  | 03                      | 20  | 01                      | 07  |                         |     | 05     | 33 |
| Personal Support                      |                         |    | 01                      | 07  | 01                      | 07  | 01                      | 07  |                         |     | 03     | 21 |
| Recreation                            |                         |    |                         |     |                         |     | 01                      | 07  |                         |     | 01     | 07 |
| Unknown                               |                         |    |                         |     |                         |     |                         |     |                         |     |        |    |
| Other                                 |                         |    |                         |     |                         |     |                         |     |                         |     |        |    |
| TOTAL                                 | 15                      | 99 | 15                      | 101 | 15                      | 100 | 15                      | 101 | 15                      | 101 |        |    |

If one is willing to consider this assessment of needs an accurate one, then of the fourteen most immediate needs of this project's clientele, the project provides services to meet half of them. Table IV rank orders the needs in terms of the proportion of clients having them, and lists the services provided by the project to meet them and also lists the community agencies to which clients are referred to meet these needs.

| TABLE IV  |           |  |   |
|---|-----------|--|---|
| <u>PROJECT SERVICES AND COMMUNITY REFERRAL AGENCIES MEETING CLIENTS NEEDS</u> |           |  |   |
| NEED  | % IN NEED | PROJECT SERVICE TO MEET NEED             | REFERRAL AGENCY   |
| Group Counseling  | 80        | Group Therapy                            | Center for Group Studies, University of Minnesota   |
| Medical And Dental Treatment  | 73        |  | Pilot City Health Center; Cedar-Riverside Peoples' Center   |
| Educational Services  | 48        |  | University of Minnesota; Augsburg College   |
| Job Counseling/ Referral/ Placement   | 48        |  | Division of Vocational Rehab.; Natl. Alliance of Businessmen; Dept. of Manpower Services; Occupational Skills Training Center - Minneapolis Public Schools<br>H.I.R.E.;<br>C.E.P. |
| Restitution   | 33        | Financial Counseling                     | Court; Probation Office   |
| Legal Counseling  | 33        |  | Legal Rights Center; Legal Aid Society of Mpls.; L.A.M.P.   |
| Financial Counseling  | 27        | Financial Counseling And Budget Training |   |



III. CONCLUSIONS

TABLE IV. CONT.

PROJECT SERVICES AND COMMUNITY REFERRAL AGENCIES MEETING CLIENTS NEEDS

| NEED                 | % IN NEED | PROJECT SERVICE TO MEET NEED                                    | REFERRAL AGENCY  |
|----------------------|-----------|---|--|
| Personal Support     | 21        | Residential Counselors; Group Counseling; Individual Counseling |  |
| Basic Survival Needs | 13        | Training in Bachelor Survival                                   |  |
| Vocational Training  | 13        |   | T.C.O.I.C.; Walk-In Center   |
| Drug Treatment       | 07        |   | Drug Abuse Services Project; Mpls. Vocational Rehabilitation                               |
| Family Counseling    | 07        | Family Counseling   | Lutheran Social Service - Family Counseling Unit   |
| Diagnostic Services  | 07        |   | V. A. Hospital; Hennepin Co. General Hospital; Hennepin Co. Court Services; Walk-In Center |
| Recreation           | 07        |   | Y.M.C.A.; University of Minnesota; Local Schools and Churches                              |

It is apparent that the project either provides services or uses referral agencies which meet all of the prime areas of client need.

As Portland House is a new project and has not as yet had any graduates successfully complete the project, it is impossible to draw any conclusions about program effectiveness. It can be said, however, that the project has firmly adhered to the terms of the original grant proposal in each of the following: the type of clientele admitted to the project, the program and the services offered. There is some variation from the original staffing plan but this is not substantial and appears to be consistent with the project objectives. Overall, it is safe to say that Portland House is providing services that are related to its goals. Whether or not it achieves its goals is a matter for subsequent evaluation, to be conducted once a group of Portland House failures and graduates become available for study.

**END**