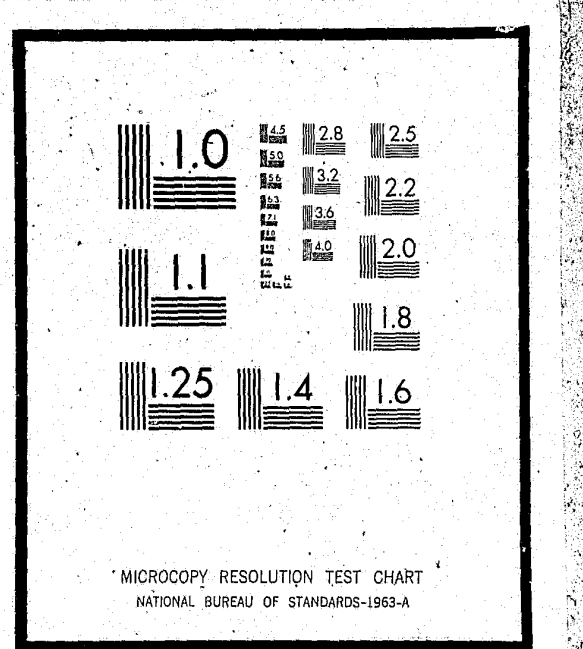


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PAROLE RESOURCE CENTERS PROGRAM; —  
THE NEW YORK CITY YMCA CENTERS

This report presents an overview of the development of the Parole Resource Centers Program under Federal and State funding and focuses on the program services offered by the four New York City YMCA Centers.

As part of the review of these New York City Centers, a survey of 113 program parolees was conducted to compile statistical information on their personal characteristics, prior criminal records, program performance and arrest experiences during a one year period following their release from the program to regular parole.

May 1975

Submitted by:

Donald R. Hoad

32147

PAROLE RESOURCE CENTERS PROGRAM:  
THE NEW YORK CITY YMCA CENTERS

HIGHLIGHTS

- 1) The present report concerns the Parole Resource Centers Program with particular focus on the four New York City YMCA Centers.
- 2) Objectives and Organization of Parole Resource Centers Program. The basic objective of the Parole Resource Centers Program was to determine whether the Board of Parole could, with reasonable safety to the community, release selected parolees to special centers between three to six months earlier than their expected release dates. Under this program, selected parolees were released to centers located in YMCA's, Salvation Army facilities and college dormitories which provided room and board. The parolees were under the supervision of the parole officer assigned to each center, who provided employment assistance, counseling and a number of other supportive services.
- 3) Establishment of Program Under Federal Funding: September 1971 - March 1974. The Parole Resource Centers Program was established under Federal (L.E.A.A.) funding received through the Division of Criminal Justice Services. During the program's period of Federal funding (September 1, 1971 - March 31, 1974), the program was expanded from the initial four centers to a total of nine centers with a capacity for 130 parolees. The project goal of servicing 840 parolees was achieved as 843 parolees participated in this program while under Federal funding.
- 4) Institutionalization of Program Under State Funding: April 1974 - Present. The Parole Resource Centers Program was assumed under State funding on April 1, 1974. During the first nine months of the program's operation under State funding (April - December 1974), 371 parolees were received into the program. As of December 31, 1974, an aggregate total of 1,214 parolees were involved in this program while under State and Federal funding.
- 5) New York City YMCA Centers. The four New York City YMCA Centers were selected for special consideration by this report since these centers form the core of the Parole Resource Centers Program, which is primarily designed to facilitate the reintegration of New York City Area parolees. These four centers, which have a present capacity for 60 parolees, represent the type of program which could be expanded if the Department decides to enlarge its program capacity for early parolees in New York City.
- 6) Program Services: New York City YMCA Area Parole Resource Centers. Since the caseloads of the project's parole officers are limited to the parolees at their respective centers, the program's parole officers have the opportunity to devote a considerable amount of time to each of the involved parolees in terms of employment assistance, counseling and other supportive services. Through the Parole Resource Centers Program, the involved parolees receive room, board and a clothing allowance from the New York City social services agency, which was negotiated by the project staff.
- 7) Sample Survey of Program Parolees of New York City YMCA Parole Resource Centers. As part of the present report's review of the operation of the New York City YMCA Centers, a survey of 113 program parolees at these centers was conducted.
- 8) Characteristics of Sampled Parolees: Sex and Ethnic Distribution. Of the 113 program participants surveyed, 104 (92%) were male. The ethnic distribution of these program parolees, which was 57% (64) Black, 26% (30) White and 17% (19) Puerto Rican, was found to generally represent a cross section of the inmate population.
- 9) Characteristics of Sampled Parolees: Employment Background and Marital Status. In line with the focus of the project's initial selection criteria, the survey found that the large percentage of sampled program participants were unskilled (58% or 66 cases) and unmarried (83% or 97 cases).
- 10) Characteristics of Sampled Parolees: Conviction Crime and Prior Criminal Record. Of the 113 sampled program parolees, the majority were convicted of violent personal crimes (59% or 67 cases) and had at least one prior conviction (66% or 75 cases).
- 11) Program Performance: Employment. During their stay in the program, 72% (81) of the 113 sampled parolees were employed or in a vocational training program. Of the 32 program parolees who were unemployed, six parolees were actively involved in other activities, such as care of dependent children or development of a college program. The project staff report that the remaining 26 individuals were unable to locate a job due to the depressed employment situation.
- 12) Program Performance: New Arrests and Absconding. Four of the 113 sampled parolees were arrested during their stay in the program while one parolee absconded. The survey found that 96% (108) of the surveyed parolees performed satisfactorily while in the program.
- 13) Arrest Experiences Following Release From Program. Of the 109 sampled parolees released from the program to regular parole, 68% (74) had no new arrests or incidents of absconding during a one year period from the date of their release to regular parole.
- 14) Conclusion. On the basis of the report's findings, the present study concludes that the four New York City YMCA Centers with their intensive program services appear to enable the involved parolees to enter the community between three to six months earlier than their expected release dates without unduly endangering the community.

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PAROLE RESOURCE CENTERS PROGRAM:  
THE NEW YORK CITY YMCA CENTERS

INTRODUCTION

The trend in corrections has been toward the development of community resources for the purpose of facilitating the reintegration of offenders back into the community. In recent years the New York State Department of Correctional Services, through its Community Services Division, has been involved in a number of programs designed to promote the reintegration of ex-offenders into their communities. In 1973, the Department established its first Community Correction Center in Rochester, New York, while 1974 saw the establishment of three minimum security community based correction facilities in New York City. The Department's expansion of community oriented programs has seen the enlargement of its work release, furlough and leave of absence programs. The Department has sought to aid the reintegration of parolees into the community through operation of its Parole Resource Centers Program. It is the operation of this program that is the subject of this report.

This report begins with an overview of the Parole Resource Centers Program under Federal and State funding. The development of this program is traced from its establishment under a Federal (L.E.A.A.) grant received from the Division of Criminal Justice Services to its present operation under State funding.

The main section of this report focuses upon the operation of the four New York City Area YMCA Centers which form the core of this program and details the program services offered to parolees at these centers. In describing these program services, the report includes a number of illustrative case histories for the purpose of demonstrating how these services assist parolees during their stay at the center.

As part of this review of the operation of the New York City YMCA Centers, a survey of 113 program parolees was conducted. The subjects of this survey were all parolees released to the four involved centers in the third and fourth quarters of 1973. In addition to presenting statistical information on the personal characteristics, prior criminal records and program performance of the surveyed cases, this report follows all of the sampled parolees for a one year period from the date of their release from the program to regular parole.

The present report is organized in the following sections:

- I. Development of Parole Resource Centers Program
- II. Program Services: New York City YMCA Parole Resource Centers
- III. Sample Survey of Program Parolees at New York City YMCA Parole Resource Centers

I. DEVELOPMENT OF PAROLE RESOURCE CENTERS PROGRAM

The Parole Resource Center Program was initiated as a federally funded project on September 1, 1971 for the purpose of releasing selected inmates to parole supervision in "Experimental Community Treatment Facilities" three to six months earlier than their expected release dates. The basic objective was to determine whether the Board of Parole could, with reasonable safety to the community, regularly grant such special early paroles to inmates of New York State Correctional Facilities.

A renewal and expansion of the program titled Parole Resource Centers II was funded from September 1, 1972 to March 31, 1974. On April 1, 1974, the program was assumed under State funding.

A) Operation Under Federal Funding: September 1, 1971 - March 31, 1974

The Parole Resource Centers Program operated under Federal funding from September 1971 through March 1974.

Initial Grant: September 1, 1971 - August 31, 1972

The Parole Resource Centers Program was established under a Federal grant award received from the Division of Criminal Justice Services. This initial grant covered the period from September 1, 1971 through August 31, 1972.

Project Objectives

Objectives of the project were as follows:

- 1) Demonstrate the efficiency of early release to a semi-controlled community environment.
- 2) Enhancing the offender's chances of reintegration into the community.
- 3) Improving the offender's chances of obtaining meaningful employment and/or additional education and training.
- 4) Reducing the negative effects of prolonged institutionalization.
- 5) Reducing the long range financial costs of continuous confinement in a highly secure environment by returning the offender to the community early.

Involved Parole Resource Centers

The initial project grant established four Parole Resource Centers. These were established on an experimental basis with the possibility of expanding the program if it were shown successful. The four centers initially chosen for the project, along with their location, were as follows:

Salvation Army	Buffalo
Hospitality House	Albany
Vanderbilt YMCA	Manhattan
Long Island University	Brooklyn

The program included room, board, a small stipend and vocational and educational counseling. A parole officer was assigned to each center with the responsibility of maximizing the availability of community resources to the parolee.

The Hospitality House program was discontinued effective June 1972. On June 2, 1972, a substitute program was instituted at the State University College at Buffalo Campus. This center offered an academic focus similar to that at Long Island University.

Under the objectives set forth in the initial grant award, the goal of the Parole Resources Center's Program, was to screen and admit 150 parolees to the centers in a twelve month period. Through the project termination date of August 31, 1972, 120 inmates were paroled to the four Residential Treatment Centers.

Renewal Grant: September 1, 1972 - March 31, 1974

The initial Residential Treatment Program was granted a renewal of nineteen months, September 1, 1972 through March 31, 1974. The project was amended to include more centers and expand an existing one. Under the renewal grant, eight agencies were to provide room and board to a maximum total per diem population of 120 parolees by the sixth month of the project. A minimum goal of 690 parolees were to be serviced during the nineteen month period. The length of the parolee's stay in the program would be determined by his needs and progress with average stay being three months. The facilities funded under the renewal grant were as follows:

<u>Parole Resource Centers</u>	<u>Available Space</u>
Long Island University	20
Vanderbilt YMCA	10
Salvation Army - Buffalo	10
State University College - Buffalo	10
Salvation Army - Rochester	10
White Plains - YMCA	10
Harlem YMCA	20
Queens YMCA	20
	<u>110</u>

In June 1973, the Osborne Association opened a facility to program participants at the Bob Hannum Center (Bronx). Program space was initially provided to fifteen parolees at no expense to the Department. In December 1973, the Hannum House increased its program capacity to twenty parolees.

Program Performance

As of June 30, 1973, the nine involved Parole Resource Centers provided program space for 125 parolees. The project goal of servicing a minimum of 120 parolees by the sixth month of the project was achieved.

During the Federal grant period (September 1971 - March 1974), a total of 843 parolees were serviced by the program. The project objective of involving 840 parolees under the grant was achieved.

B) Operation Under State Funding: April 1, 1974 - Present

Operation of the Parole Resource Centers II Project was assumed under State funding on April 1, 1974 with the exception of the Bob Hannum Center which continued to provide services to the program at no cost to the State. An additional Center, Rehab Phase Halfway, was utilized on a temporary basis, but was phased out in the third quarter of 1974. From April 1, 1974 to December 31, 1974 a total of 371 parolees were released to the centers. Mr. Robert Hallinan, Program Director, indicated that the program has not experienced any serious difficulty with vacancies with the exception of the Buffalo area.

Program Staffing

Staffing for the Parole Resource Center Program consists of a Director, eight parole officers, and a stenographer. The parole officers are assigned full time to the program and maintain offices at their respective parole resource center.

All of the parole officers assigned to the program have had extensive experience in working with parolees. Many of the officers are graduate social workers with additional training in group behavior.

Selection Procedure

As originally established, candidates for the program were required to be at least seventeen years of age. Inmates were to be selected because of their special needs and requirements. It was anticipated that typical candidates for the program would have a poor family situation and little if any employable skills or job experience. The aim of the program was to provide the early released parolee with an opportunity to begin anew through equipping himself with vocational and educational tools provided through the program. This selection criteria was later modified to the general prerequisite that candidates be sincerely motivated and able to derive benefit from the program.

The selection procedure begins at the correctional facility where the institutional parole staff is engaged in the continual process of identifying candidates who are 17 years of age or over and express a desire to participate in the program.

Candidates must have four or more months to serve prior to their initial appearance date before the Parole Board for parole consideration or not less than three months or more than six months to serve following a regular Parole Board hearing until the next parole consideration hearing.

The institutional parole staff receives names of prospective participants from correction counselors, chaplains, and other institutional staff at the various Departmental and county facilities as well as through their own screening of Parole Board hearing disposition lists. Inmate requests are also considered by the institutional parole staff. Candidates for the program are screened by the institutional parole staff to determine the individual's motivation. At this time the inmate is also provided with greater detail on the operation of the program. After selecting qualified inmates desiring to participate in the program, the institutional parole staff prepares a summary on candidates recommended to the Board of Parole for early release. Candidates are then presented to a special session of the Parole Board at least three but not more than six months prior to the date originally set by the Board for the next appearance. If the Parole Board approves the recommendations of the institutional parole staff, the candidates' names are placed on the waiting list for early release placement.

Placement at Parole Resource Center

The institutional parole staff then notifies the Project Director of the candidates approved by the Parole Board and forwards to him material relevant to the decision regarding which center the parolee should be assigned. In consultation with Parole Resource Center staff, the Project Director decides upon which center parolees will be placed, based upon the candidates needs for program services and geographical considerations.

Prior to an inmate's release to a parole resource center, the parole officer assigned to the particular center receives copies of the inmate's records. Upon arrival at the residence, the parole officer meets with the parolee to discuss the rules of the center and the supportive services provided. Together, the parole officer and parolee develop a program for the parolee to follow while a participant at the center.

Length of Stay

The length of the parolee's stay in the program is determined by his needs and progress, with the average stay being three months. Extension beyond 95 days residence for any individual requires approval of the Project Director.

Participation in the Parole Resource Center Program is a graduated release process in which an effort is made to assist the parolee in accomplishing the transition from the correction facility to free society as smoothly as possible. The time spent at the center, on the part of both parolee and parole officer, is in preparation for the parolee's departure from the center. The goal of the program is that at the time for termination from the program, the parolee will be self supporting and have plans for a satisfactory residence.

Overall Program Performance

At the time of this report, the Parole Resource Centers Program had grown from the initial four centers to a total of nine centers, including the Hannum House program. The nine centers have a combined capacity for 130 parolees.

During the first nine months of State funding (April 1, 1974 -December 31, 1974), a total of 371 parolees were received into the Parole Resource Centers program. As of December 31, 1974, the program had provided services for an aggregate total of 1,214 parolees during the program's operation under Federal and State funding.

The Project Director states that approximately 95% of these program participants performed satisfactorily while in this program.

Conclusion: Development of Parole Resource Centers Program

In general, this report finds that the Parole Resource Centers Program met the objectives established in its Grant Award during its period of Federal funding and has continued to address these objectives during its present operation under State funding.

On the basis of this finding, this report concludes that the availability of Federal (L.E.A.A.) funds through the Division of Criminal Justice Services enabled the Department to establish this major program for parolees and to demonstrate its utility prior to the time of its assumption under State funding.

II. PROGRAM SERVICES: NEW YORK CITY  
YMCA PAROLE RESOURCE CENTERS

In order to depict the types of services offered parolees under the Parole Resource Center Program, the operation of the program at 4 New York City Area YMCA's was studied. Interviews were conducted with the Director of the Parole Resource Center Program, and the four parole officers assigned to the YMCA component of the program.

In the course of these interviews, the involved parole officers were given an opportunity to relate specific case histories which they felt were useful in illustrating the beneficial effects of the various program services. A number of these brief case histories are presented in the following section for the purpose of describing how the services provided by this program are seen to assist the involved parolees from the viewpoint of the project staff.

The New York City Area YMCA Parole Resource Centers were selected for study for the reasons noted below:

- a) The Parole Resource Center Program is concentrated primarily in the New York City area and not upstate areas.
- b) The Hannum House Parole Resource Center in New York City is a privately operated program and is currently being evaluated by an independent researcher funded by the Division of Criminal Justice Services.
- c) The Long Island University program is a special college program.
- d) The four selected centers represent the type of program that could be expanded if the Department subsequently decided to enlarge the Parole Resource Center Program in New York City.

The Parole Resource Center Program as operated in New York City Area YMCA's provides early release parolees with a halfway house milieu in which room and board is provided as well as educational and vocational referrals. Although the early released parolee finds himself in a semi-controlled environment in which the rules established by his parole officer and the YMCA must be followed, he is subject to far less controls on his life than would be the case if he were confined in a correctional facility.

The physical facilities of the different YMCA's differ, and similarly, just as each parole officer attached to a parole resource center has his own particular style, the centers surveyed differ in some aspects of their operation. All centers are basically similar, however, in the types of services they provide to program participants. The main purpose of this survey was

to examine in detail the major services offered the early release cases at the Parole Resource Centers operating out of New York City area YMCA's.

Reduced Parole Officer Caseloads

As noted previously, each parole resource center has a parole officer attached to it whose caseload is restricted to the participants housed at the particular center. In examining the activities performed by these parole officers centers, one can classify the bulk of their duties as providing job referral and counseling services. In fact, the Parole Resource Center Program is designed to provide the assigned parole officer with more time to work with participants of the program than would be possible under a regular caseload. A parole officer assigned to a parole resource center supervises at any one time between 10 and 20 parolees whereas the average caseload in New York City is reported to be approximately 50.

At this time, the point should be made concerning the difficulty of making comparisons between the caseload of parole officers attached to the parole resource centers studied and that of parole officers supervising a regular caseload. Thus, while the parole officers assigned to the centers studied supervise only 10 or 20 parolees at one time, depending upon the center they are assigned to, program turnover enlarges this figure for an annual basis. As each program participant is to occupy a room at the center for a maximum of three months, each center should have a minimum of four cycles of participants passing through the center each year. On this basis, the centers at White Plains and Vanderbilt, which have space for 10 participants should have an average yearly caseload of 40 parolees whereas the Harlem and Queens centers, having a capacity of 20 participants, should have an average yearly caseload of 80. Review of caseload statistics for the four YMCA centers in 1974 demonstrates that the above projected caseload figures are close to the actual annual caseload figures. From January 1, 1974 to December 31, 1974, the caseloads of the four centers were as follows: Harlem 86, Queens 82, White Plains 41, and Vanderbilt 42.

As statistics are not readily available regarding the turnover for regular New York City caseloads, a comparison between the number of individuals supervised annually by parole officers assigned to YMCA-based parole resource centers and those assigned regular caseloads in New York City is not feasible. If regular caseloads have less turnover than that experienced at the parole resource centers, then the number of different persons supervised by program parole officers may be closer to the number of different persons supervised by regular parole officers than the capacity of a center indicates.

It should be stressed here that the program, by design, provides for a lighter caseload for the parole officers assigned to a parole resource center in order that they are able to provide the services the program offers its participants. If a parole officer assigned to the parole resource centers maintained the caseload carried by a parole officer supervising a regular New York City caseload, he would have less than three quarters of an hour per week to spend on each program participant.

Room and Board

One of the most tangible services offered by the program to parolees is that it provides them with room and board for up to three months and provides a stipend to meet incidental expenses except at the Harlem YMCA Center. While all four centers studied provided free lodging provisions for board varied at each center. At White Plains, only room was provided. Program participants received a weekly check to purchase meals and to meet incidental expenses. At the Vanderbilt center, a cafeteria offers breakfast and dinner to program participants 5 days per week. (excepting holidays). Money for additional meals and incidental expenses is provided in the weekly stipend. At the Queens center, 10 meals are also available on the premise. Additional meals and expenses are paid out of the weekly stipend. At Harlem, program participants receive 10 meals at the center, purchasing additional meals from their stipend check. No provision is made, however, for Harlem program participants to receive funds for incidental expenses. (See Attachment A for a detailed breakdown of weekly program costs per parolee by center).

Clothing Allowance

Another of the more tangible services offered at all the Parole Resource Centers, including those operating out of YMCA centers, is a one hundred dollar clothing allowance from the local area social services agencies provided to all participants of the early release program. Parolees under regular caseload supervision customarily do not receive this assistance. In order to receive this one time allowance, an agreement was made between officers operating the program and the local social service agencies, to qualify program participants for aid on a temporary basis. This form of assistance is deemed necessary as the recipients, upon release from the facility, have little in the way of adequate clothing for their return to the community.

The parole officer assigned to each resource center keeps in frequent contact with the staff of the local social service agency in order to facilitate the processing of paperwork required to obtain this assistance. A review of the form which must be completed in order to obtain the clothing allowance showed it to be 12 pages long. At one parole resource center, the assigned parole officer assists the parolees in filling out the form. At the other centers, the parole officers have made arrangements with the local social service agency for assistance in completing the necessary paperwork. At all four centers reviewed, the assigned parole officer contacts the local social service agency as soon as new participants arrive and an appointment is made for them at the agency.

Assistance in Obtaining Licenses and Legal Papers

Besides assisting parolees in obtaining the clothing allowance, the parole officers assigned to the Parole Resource Center Program are engaged in other acts of negotiating with various agencies on behalf of the parolees they supervise. It is reported, for instance, that getting parolees' driver's

licenses has higher priority under the early release program than in cases under regular parole supervision. Possession of an operators permit is seen to increase the parolee's employability. The assigned parole officers are also engaged in obtaining social security cards. This often entails tracking down other records such as locating a document for the parolee which can be used as proof of age.

In one of the cases reviewed, the parole officer assigned to the center was involved in assisting in a parolee's efforts in obtaining a taxi cab driver's license from the city. Such licenses are usually not available to convicted felons. The parole officer in this case assisted the parolee in arranging for a special hearing to review his application as well as going before the licensing committee on behalf of the parolee. The parolee involved obtained his taxi license and is still in the community supporting himself through driving a cab.

In another case the assigned parole officer provided a parolee guidance in efforts to have his sentenced reviewed to obtain Youthful Offender status in order to qualify for certain civil service examinations. Other examples of parole officer involvement of parolees can be found in the nature of Family Court matters.

At all the parole resource centers reviewed, the parole officers assigned have made arrangements with local banks to cash the checks of program participants.

Employment Assistance

The emphasis of the parole resource centers operated at the YMCA's is on employment assistance.

An individual participating as a resident of a parole resource center, by being available for interviews, represents a more attractive candidate for employment than the inmate housed in a distant facility.

The parole officers assigned to the Parole Resource Center Program spend a great deal of effort in the area of employment referrals and other job related activity. In reviewing cases of those involved in the program, one finds that many of the parolees had little knowledge regarding the basic rudiments of getting or keeping a job. An example may be taken from one of the cases included in this survey.

In this particular case, the parolee was sick and therefore did not report to his place of employment. The parole officer assigned to the center saw this parolee in his room when he knew the parolee should have been on the job. In speaking with the parolee, the parole officer discovered that the parolee had not called his employer. The parole officer explained to the parolee the necessity of notifying his employer of his illness and subsequent absence.

If the parole officer had not been on hand to notice this parolee's absence from work and to counsel him concerning the necessity of reporting in sick, the parolee probably would have lost his job. As it was, the parolee maintained his job through his participation in the Parole Resource Center Program to his placement on regular parole supervision.

The parole officers maintained a handout list which contains names and addresses of agencies and employers which had proved useful in placing program participants in either employment or training opportunities. These sheets are constantly updated as the parole officers seek new sources of assistance for the parolees under their supervision. Parole officers assigned to the Parole Resource Center Programs spend time in the community explaining the program to different groups, trying to get such groups involved with the program, especially in the area of providing services to the program participants.

One of the things that parole officers assigned to the Parole Resource Center Program stressed in interviews was the necessity of developing a good working relationship with the local New York State Employment office. Parolees are instructed to work with only one employment counselor at the employment service, and to keep seeing that same counselor throughout their job search on the theory that the employment counselor will have a greater rapport with somebody that he sees frequently.

In the area of employment, one of the benefits of the Parole Resource Center Program is what might be termed a multiplier effect in that participants of the program in turn become job sources for other program participants. Three examples of this effect may be found from cases studied in this report.

- Case 1. This individual upon termination of his participation in the parole resource center program became director of a drug rehabilitation program. In review of the cases involved in this study, one finds that three individuals were placed in employment situations with this drug program.
- Case 2. This individual while in the program was referred by a friend to a position with the State Department of Mental Hygiene as a therapy aid. While working with Mental Hygiene, this parolee also attends NYU on a full time basis and has been promoted to a supervising position with Mental Hygiene. This former program participant is involved in informing other parolees about the opportunities available with the Department of Mental Hygiene.
- Case 3. This parolee came out of Wallkill optical training program and while in the Parole Resource Center Program was employed in an optician's firm. Upon termination of his parole release program this parolee obtained a better position with a different firm. This parolee was cited by a parole officer for providing assistance in placing another program participant in the optical field.

Counseling Sessions

At three of the four YMCA Parole Resource Centers, group counseling sessions are conducted one evening per week. At Vanderbilt, the sessions are conducted by two graduate students in social work who are serving their internships through participation in the program. The group sessions at Queens and White Plains are conducted by the parole officers assigned to these centers. The parole officer assigned to the Harlem center does not conduct group sessions, preferring to work with program participants on an individual basis. This parole officer is available to program participants six days a week, coming in Saturday afternoons to meet with those individuals working during the week. At this time, the parole officer is also available to those individuals still seeking employment in order that they can be updated on any employment prospects that may have developed at the close of the week. Counseling by parole officers assigned to the parole resource centers is not limited to the parolees themselves but at times extended to the parolee's family.

Through their counseling efforts, both on a group and individual basis, the parole officer gets to know the parolee and his problems. From this knowledge, the parole officer is better able to assist the parolee during his stay at the facility.

For instance, there is the example of the Harlem Center parole officer who was involved in preparing a parolee to take his road test. Through his knowledge of the parolee, the parole officer was aware that this parolee had an impulsive urge to drive automobiles, but did not possess an operators permit. His extensive record of unauthorized use of vehicle arrests was a result of his "borrowing" cars in order to satisfy his desire to drive. The parole officer, after working with this parolee in his efforts to obtain an operator's permit, even accompanied this parolee to his road test. The parolee passed his drivers examination and obtained a license. He is now employed by a relative driving a cab and virtually lives behind the wheel. The parolee has had no further conflicts with the law.

YMCA Memberships

Participants of the Program have YMCA memberships paid for them under the program which opens to them all the normal benefits inherent in association with the YMCA.

Conclusion: Program Services

On the basis of field visits to each of the four involved centers and meetings with the project staff, this report concludes that the Parole Resource Centers offer the involved parolees a number of program services in addition to its provision of room and board, which is generally acknowledged to be a substantial aid to persons recently released from a facility.

Since the caseloads of the project's parole officers are limited to the parolees at their respective centers, the program's parole officers have the opportunity to devote a considerable amount of time to each of the involved parolees in terms of employment guidance, counseling and other supportive services. One special program service is the clothing allowance from the New York City social services agency which was obtained through negotiations by the project staff.



III. SAMPLE SURVEY OF PROGRAM PAROLEES AT NEW YORK CITY  
YMCA PAROLE RESOURCE CENTERS

In order to collect detailed information on parolees involved in the program, a sample of program participants was selected. The subjects of this survey were all 113 parolees who entered the four New York City YMCA Parole Resource Centers in the third and fourth quarters of 1973. These cases were followed during their stay at the involved centers (generally three months) and for one year from the date of their release from the centers.

The findings of this survey are presented in four general categories: Characteristics of Program Participants, Program Employment Status, Program Performance and Arrest Experiences Following Release From Program.

A) Characteristics of Program Participants

In studying the case folders of the 113 program parolees surveyed in this report, the goal was to determine the type of individual selected to participate in the program. As noted earlier in this report, the criteria for selection into the program shifted from an emphasis upon placing into the program individuals with poor family ties and little employment skill or experience to the more general requirement that the candidates be motivated and able to gain benefit from the program.

Sex

Of the 113 program participants studied, 104 (92%) were male and 9 (8%) were female. Only the Harlem YMCA provided housing for female participants.

Ethnic Distribution

Upon examination of the ethnic status of the program parolees studied, one finds that these 113 individuals represent roughly a cross section of the general inmate population in terms of ethnic background. The following table demonstrates this relationship.

	Total Inmate Population (12-31-73)		Program Sample	
	Number	Percentage	Number	Percentage
Black	7,766	57.8	64	56.6
White	3,663	27.2	30	26.6
Puerto Rican	1,945	14.5	19	16.8
Other	61	.5	--	--
Unknown	2	--	--	--
	<u>13,437</u>	<u>100.0</u>	<u>113</u>	<u>100.0</u>

Program Parolees by Facility

The table below shows the facilities from which the 113 program parolees were selected. The largest proportion of parolees were selected from three facilities: Wallkill--32 (28.3%), Coxsackie--19 (16.8%) and Elmira--14 (12.4%). Wallkill is classified by the Department as a minimum security facility. Both Coxsackie and Elmira house mostly inmates between the ages of 17 to 21.

Facility	Number	Percentage
ACTEC	7	6.2
Albion	1	.8
Attica	3	2.7
Bedford Hills	9	8.0
Camp Adirondack	2	1.8
Camp Georgetown	1	.8
Clinton	5	4.5
Coxsackie	19	16.8
Eastern	7	6.2
Elmira	14	12.4
Great Meadow	3	2.7
Green Haven	7	6.2
Ossining	1	.8
Tappan	2	1.8
Wallkill	<u>32</u>	<u>28.3</u>
	113	100.0

Marital Status

In reviewing marital status of the 113 program participants, one finds that 83% (97) of the sampled cases were unmarried upon commitment.

Marital Status	Number	Percentage
Single	82	72.6
Married	19	16.8
Separated	10	8.8
Widowed	<u>2</u>	<u>1.8</u>
	113	100.0

Employment Background

In reviewing the program participants prior employment experience at the time of commitment, one finds that the majority of parolees studied were classified upon commitment as vocationally unskilled (66 or 58.4%). The following table presents a complete breakdown of occupational status on commitment. Not only was a large portion of the sample classified as vocationally unskilled, but the case files indicate that in those cases where the individual was classified as semi-skilled, actual work history was generally sporadic.

<u>Occupational Status</u>	<u>Number</u>	<u>Percentage</u>
Proprietary; Supervisory	4	3.5
Skilled; Semi-Skilled	23	20.4
Sales; Clerical	4	3.5
Service	16	14.2
Unskilled	66	58.4
	<u>113</u>	<u>100.0</u>

Crime of Conviction

The crime of conviction of the 113 program participants is shown in the following table. Of the 113 cases, 67 (59.3%) are violent personal crimes, 20 (17.6%) are property related offenses, 17 (15.1%) involve dangerous drugs, and 9 (8.0%) represent a miscellaneous classification of offenses.

<u>Offense</u>	<u>Number</u>	<u>Percentage</u>
Manslaughter	21	18.6
Negligent Homicide	1	.9
Robbery	45	39.8
Burglary	8	7.0
Grand Larceny	8	7.0
Petty Larceny	1	.9
Criminal Possession of Stolen Property	2	1.8
Unauthorized Use of Motor Vehicle	1	.9
Dangerous Drugs	17	15.1
Youthful Offender	4	3.5
Promoting Prostitution	1	.9
Escape	1	.9
Dangerous Weapons	3	2.7
	<u>113</u>	<u>100.0</u>

Prior Criminal Record

The following table presents the prior criminal record of the 113 program parolees sampled. Of this group, one finds that 66.3% (75) had at least one prior conviction in addition to their present conviction. Fifteen of these 75 persons had prior commitments to New York State Correctional Facilities.

	<u>Number</u>	<u>Percentage</u>
No Prior Arrests	20	17.7
Prior Arrest	18	15.9
Prior Conviction	75	66.4
No Prior State Commitment	(60)	(53.1)
One Prior State Commitment	(11)	(9.7)
Two or More State Commitments	(4)	(3.6)
	<u>      </u>	<u>      </u>
Total:	113	100.0

Conclusion: Application of Selection Criteria

According to this survey's findings, the sampled program parolees generally appear to the type of parolee which the program was initially formulated to address - persons with unfavorable employment histories and poor family ties.

However, the review of the sampled case folders found that certain program participants did not meet the original selection criteria, namely, that the individual have poor or no family ties and/or unfavorable employment history and few vocational skills. One finds, among the program participants surveyed, participants who have good family situations to return to and/or good vocational outlooks. As noted earlier, however, selection criteria in effect at the time these parolees stay in the program was that the candidate be highly motivated and able to derive benefit from the program. The information provided in the case folders studied offer little insight into participant's motivation or their ability to derive benefit from the program. Thus, this report does not presume to second guess the decision of the Parole Board and institutional parole staff on the basis of information provided in the participants' case folders.

The problems of attempting to critically review the program's selection process is illustrated by the following case. This particular individual had a prior work experience, had good prospects of employment upon release and was listed as married. The involved parole officer stated, however, that for this particular individual, the program was beneficial. What was not reported

in the records was the fact that this individual was in the process of divorcing his wife. Participation in the program permitted the parolee an opportunity to settle his divorce, develop a new residence plan, and gain employment.

In reviewing the characteristics of the 113 sampled program parolees, it is noted that a large percentage of these persons were serving sentences for violent personal crimes (59% or 67 cases) and had prior convictions (66% or 75 cases). Those statistics argue against any statement that the Program selects a large percentage of first offenders or persons with non-assaultive offenses.

B) Program Employment Status

As stated previously, the Parole Resource Center Program as operated out of New York City area YMCA's places an emphasis upon program participants obtaining employment. During their stay at the centers, 79 (70%) of the 113 parolees surveyed were employed while residents of the Parole Resource Center Program. This group included 3 individuals who were also enrolled in college programs while employed. In addition to the 79 individuals classified as having had an employment situation while at their respective parole resource center, 2 program participants were enrolled in vocational training programs. An aggregate total of 81 (71.7%) of the 113 cases were employed or involved in a vocational training program during their stay in the program.

Thirty-two (28.3%) of the sampled program participants were reported as not employed at any time during their stay in the program. Of these 32 cases, six individuals were not employed due to special circumstances described below. One parolee had a pension of \$11,000 per year and was unable to find suitable employment. A second parolee was reported as physically unable to work. Two individuals were unable to seek employment due to family obligations. One such case involves a woman parolee who had small children to care for. This individual was referred by her parole officer to the appropriate social service officials. In another case, the parolee's wife became seriously ill and the parolee had to care for her and their children. Two program participants used their time in Parole Resource Center Program to develop college programs for the upcoming semester. The project staff report that the remaining 26 individuals were unable to locate a job due to the depressed employment situation.

For the purpose of this survey, parolees were categorized as having been employed while participants if they worked for any extended period of time during their stay at the parole resource center. This includes those parolees working out of temporary help agencies.

A review of the employment situations of the 113 parolees surveyed shows that the majority of parolees are engaged in work that is relatively low skilled and low paying. The exception to this statement are those parolees possessing a salable skill. For instance, the survey sample included individuals with experience as cooks, as construction workers, a butcher, and others whose skill were marketable. In most cases, the individual possessed these skills prior to incarceration. Some individuals were able to obtain employment in areas they prepared for at the facility. Examples are an individual who studies optics at Wallkill and women trained in sewing at Bedford Hills.

The job situations of most program parolees reflect their lack of job skills. As noted in the previous section, 58% of the program participants were classified as unskilled at the time of commitment.

It should be noted that this survey found that the employment experience of parolees after they leave the program is generally consistent with their experience while in the Parole Resource Center Program.

Conclusion: Program Employment

This survey found that 81 (72%) of the 113 sampled program parolees were employed while in the program while another 6 (5%) of the sampled cases were unemployed for personal reasons or due to their efforts to develop college programs. On the basis of this finding, a large percentage of sampled program parolees are gainfully employed while in the program despite their generally limited employment background (58% unskilled at commitment).

C) Program Performance

One of the basic objectives of the Parole Resource Center was to demonstrate that selected parolees could be released to a semi-controlled community setting with reasonable assurance of safety to the community.

Of the 113 cases surveyed, four parolees were arrested during their stay in the program, while one other parolee absconded and remained in absconder status at the end of the report period.

The disposition of the four parolees arrested during their stay in the program is as follows:

- a) Sentenced to New York State Department of Correctional Services on a new robbery conviction.
- b) Sentenced to 9 month sentence for assault; returned to New York State Correctional Facility as a parole violator.
- c) Sentenced to Rikers Island on a new robbery conviction.
- d) Remained in Parole Resource Center Program while on bail for a robbery arrest.

None of the sampled program parolees were returned to a New York State Correctional Facility for a technical violation during their stay in the program.

Conclusion: Program Performance

Of the 113 sampled cases surveyed, 108 (96%) performed satisfactorily in the program. On the basis of this finding, it appears that the project goal of releasing selected parolees earlier with reasonable safety to the community was met with regard to the sampled cases.

It should be noted that the finding of this survey with regard to the percentage of the sampled parolees who performed satisfactorily in the program (96%) corresponds with the previously cited estimate given by the Project Director concerning all program parolees during the program's operation (95%).

D) Arrest Experiences Following Release From Program

The sampled cases were followed for one year from the date of their release from the program. The following table presents the results of this one year follow-up of the 109 parolees released to regular parole. (This table excludes the three parolees returned to a facility while in the program and the one parolee who absconded during his stay in the program).

<u>Disposition</u>	<u>Number</u>	<u>Percent</u>
No New Arrests	74	67.9
New Arrests Only	14	12.9
Continued on Parole	4	3.7
Returned as Parole Violators	2	1.8
Pending Court Disposition	8	7.4
New Conviction	19	17.4
Not Returned or Sentenced to State Facility	6	5.5
Returned to N.Y.S. Facility as Parole Violator	3	2.8
New Sentence to NYS Facility	9	8.2
New Sentence to Another State Facility	1	.9
Unapprehended Absconder	2	1.8
Total:	109	100.0

During the one year follow-up period, 33 (30.3%) of the 109 program parolees released to regular parole were arrested. Of these 33 parolees with new arrests 19 (17.4%) were convicted of a new offense while 8 cases are pending court disposition. Four (3.7%) of these 33 parolees were continued under parole supervision while 2 (1.8%) were returned to New York State Correctional Facilities as parole violators.

None of the 109 program parolees released to regular parole were returned to the facility for a technical violation during the follow-up period.

Seventy-four (67.9%) of these 109 cases performed satisfactorily on parole during the one year follow-up period with no incidents of absconding or new arrests.

Conclusion: Performance of Program Parolees on Regular Parole

The present report does not attempt to compare the performance of the sampled program parolees on regular parole to the experience of other Departmental parolees due to the problems inherent in locating a comparable group of parolees in terms of personal characteristics and criminal record.

In examining the performance of the sampled program parolees on regular parole, the following observation of a former project Director should be considered. It was noted that participants of the Parole Resource Centers Program are generally persons not paroled on their first parole hearing date. As such, program participants are primarily persons who were not seen to be the best risks for parole by the Parole Board at their hearing date.

CONCLUSION

In conclusion, a review of the Parole Resource Center Program as operated at the four New York City Area YMCA's shows that the program offers a number of special supportive services to the involved parolees. Upon reviewing the cases surveyed by this report, one finds that the strong point of the program is the base it provides parolees from which they can develop their plans for establishing themselves in the community. The early release centers, by providing for the parolee's basic needs during his three month stay, permits the parolee some breathing room while he negotiates his return to society. One final case history serves to demonstrate this point.

This case stands out as involving an individual who could best be described as a "loser" prior to entering the program. His prior criminal record included two former state terms, two local terms, and eight other arrests. As the parole officer described the situation, this individual had never been able to make it on parole in the past. While participating in the early release program, this parolee was able to obtain a job of a temporary nature. This parolee's employers were so satisfied with his work that he was kept on as a permanent employee. During his stay at the center, the parolee established a residence plan with his own apartment and eventually got married. The parolee has continued under regular parole supervision with no difficulty. The parole officer who handled this case sees the program as substantially contributing to the parolee's successful adjustment.

One finds a number of similar cases in which a stay at the center provided the parolee with a chance to examine his options, obtain employment or further training opportunities, and re-establish himself in the community. As such, operation of the Parole Resource Center Program may be viewed as providing the program participants, through its services, a vital linking mechanism between the correctional facility and release on regular parole.

ATTACHMENT A

ANNUAL AND DAILY PROGRAM COSTS PER PAROLEE BY CENTER

	<u>Year</u>
White Plains YMCA - \$12.71 per day, per parolee .	
Room each parolee, per year - \$43.00 per week =	\$2,236.
Meals & Incidental Expenses - \$45.50 per week =	2,366.
Yearly Membership	<u>37.</u>
	\$4,639.
$\$4,639 \div 365 = \$12.71$	
Vanderbilt Branch YMCA - \$13.44 per day, per parolee	
Room each parolee, per year - \$33.00 per week =	\$1,716.
Meals	
\$25.00 week - 2 meals - 5 days	1,300.
\$ 8.25 week - Lunches	429.
\$17.00 week - Weekend meal allowance	884.
Yearly Membership	<u>30.</u>
	\$4,359.
$\$4,359 \div 365 = \$11.94 + \$1.50$ per day Incidentals = \$13.44	
Harlem Branch YMCA - \$11.36 per day per parolee	
Room each parolee, per year - \$28.50 per week =	\$1,482.
Meals	
\$25.00 week - 2 meals - 5 days	1,300.
\$ 8.25 week - Lunches	429.
\$17.00 Weekend meal allowance	884.
Yearly Membership	<u>52.</u>
	\$4,147.
$\$4,147 \div 365 = \$11.36$	
Central Queens Branch YMCA - \$12.40 per day, per parolee	
Room each parolee, per year - \$31.50 per week =	\$1,638.
Meals	
Dining room meals - \$28.00 per week =	1,456.
Lunches + Weekend meals - \$16.50 per week -	858.
Yearly membership	<u>30.</u>
	\$3,982.
$\$3,982 \div 365 = \$10.90 + \$1.50$ per day Incidentals = \$12.40	

These program cost figures were provided by the Program Director Mr. Robert Hallinan. The above program costs do not include the salaries of the parole officers assigned to the program.

**END**