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HEALTH AND WELFARE PLANNING COUNCIL
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Law & Justice
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COMMUNITY BASED CORRECTIONS EVALUATION

1977

NCJRS

JUL 18 1979

ACQUISITIONS

Prepared by Health & Welfare Planning Council
Vancouver, Washington

TABLE OF CONTENTS

	Page
Introduction.....	1
Misdemeanant Probation - Summary.....	23
- Evaluation Report.....	26
- Appendix.....	37
Drug Services Unit - Summary.....	47
- Evaluation Report.....	50
- Appendix.....	63
Alternative Community Services - Summary.....	75
- Evaluation Report.....	76
- Appendix.....	82
Employment Counseling - Summary.....	87
- Evaluation Report.....	89
- Appendix.....	96
Supervised Release - Summary.....	104
- Evaluation Report.....	107
- Appendix.....	115
Release on Own Recognizance - Summary.....	125
- Evaluation Report.....	127
- Appendix.....	139
Residential Treatment Facility - Summary.....	155
- Evaluation Report.....	157
- Appendix.....	168

INTRODUCTION

CLARK COUNTY COMMUNITY BASED CORRECTIONS PROGRAM

The Clark County Community Based Corrections Project is a unified approach to the treatment of accused offenders from the time they first enter the criminal justice system, through trial, possible incarceration, and release on probation or parole.

The following units now compose the CBC operation:

Pre-trial Services - A staff of four interviewers screen the majority of all defendants brought to the Clark County jail to determine eligibility for pre-trial release. Screening is stringent and difficult cases are closely monitored throughout the pre-trial period.

Misdemeanant Probation Services - A staff of four probation officers conducts pre-sentence investigation for the District Court and supervises misdemeanor offenders placed on probation.

Pre-trial Supervised Release - One counselor provides intensive supervision for individuals not eligible for ROR but considered a "good risk."

Alternative Community Services - One counselor assigns those traffic offenders who cannot afford to pay traffic fines to appropriate public and private non-profit agencies where fines are worked off at a credit of \$3.00 per hour.

Drug Abuse Unit - One full-time and one part-time counselor. Provides drug abuse evaluations for the courts and probation department. Manages drug detection (urine scanning program) and provides intensive counseling and therapy for drug abusers.

Residential Treatment Services - An intensive behavior modification program for male adult felony offenders who will be committed to prison if they are not accepted into this residential program. Housed in a bed renovated apartment building, this program involves extensive therapy designed to develop responsibility and trust in the residents. Also, educational and vocational training are required where appropriate, and employment is required for graduation.

Employment Services - This two counselor unit provides vocational testing and motivational counseling.

The activities of the Community Based Corrections project can be categorized by its four major functions. Client screening, primarily the responsibility of the release on own recognizance unit but also found in the development of misdemeanor probation pre-sentence investigations and drug abuse assessments by the drug services unit, involves the collection of information which is used by judges during the adjudication process. Case management, which is found in the misdemeanor probation unit, the supervised release unit, the drug services unit, and the alternative community services unit, concerns the supervision and monitoring of client activities to insure that pre-trial agreements or sentences are fulfilled according to the requirements of the agreement with the criminal justice system. Client treatment, which is found in the residential treatment facility and the drug services unit, attempts to assist the client in his attempts to develop socially acceptable coping strategies for life in the outside world. Client re-entry assistance, which to some degree is found in all programs but is most evident in the employment services unit, deals with helping clients cultivate and prepare arrangements for their support in the community following CBC tenure.

In the following evaluation report, the community based corrections program will be examined at both the entire program

and individual unit level. Before providing detailed information describing individual unit performance in 1977, the impact of the Community Based Corrections program on the Clark County crime rate and criminal justice system will be examined.

One of the major objectives of the CBC program was to reduce the number of criminal activities occurring in Clark County. Reference to Figure 1 provides a five-year perspective of crimes committed in Clark County. Following a dramatic increase in the rate of violent and property crimes in 1974, the increase in crime rates in each successive year has been smaller than the prior year. Since the CBC project was implemented in 1975, it is readily apparent that the CBC program did not result in an increased threat to community safety. In fact, the 1977 rate of violent crimes fell 2.2% from the previous year. When the crime rate figures are adjusted to compensate for the large increase in the Clark County population, an increasing decline in criminal activity per population size is evident for 1976 and 1977. Though such a trend may be the result of factors other than the Community Based Corrections project, it nevertheless asserts the fact that the CBC program did not adversely affect the crime rate in Clark County.

The fact that the crime rate, adjusted for population size, has fallen during every year of CBC operation suggests that the CBC may in fact have had a considerable impact on crime in Clark County.

Figure 2 describes the number of misdemeanor and felony bookings in Clark County since the implementation of the Community Based Corrections project. As was evident in the previous figure, a slight increase in the number of bookings has occurred in 1976 and 1977. One interesting fact is that though the total number of bookings has increased, the average number of felony bookings decreased in 1977. In addition, the fact the Clark County population increased over 15,000 (10.0%) in the same time period means that the number of bookings per 1000 residents has actually fallen during the CBC tenure. Though this trend is insufficient evidence to affirm that the Community Based Corrections program has reduced crime in Clark County, it nevertheless provides support for the argument that the Community Based Corrections project did not result in an increased threat to community safety. Figure 3 provides a sixteen-year perspective of commitments to state institutions in Washington and Clark County. The State of Washington commitment rate, despite a noticeable decline in 1975 and 1976, is characterized by a trend which suggests that the rate of commitments to state institutions increased in proportion to increases in state population. Reference to the Clark County

commitment trend shows that the rate of commitment to state institutions has fallen during the same period that the county population has grown at a rate faster than any time in the history of the county. When this trend is viewed in light of the higher probability of crime associated with a transient population such as that found in Clark County (i.e. transient meaning a younger population characterized by a short residence in Clark County), the relative stability of the crime rate in Clark County appears to indicate an effective criminal justice system that has adapted to the needs of a larger constituency. One of the central means of adaptation has been the implementation of the Community Based Corrections project.

Community Based Corrections: A Systemic Perspective

During the tenure of the Community Based Corrections project, a survey soliciting ratings of the project was distributed throughout the Clark County criminal justice system at yearly intervals. The information generated by this survey provides an excellent barometer of the relationship between the CBC project and the system it is a part of and was designed to assist. Reference to Figure 4 provides overall rating averages for the CBC project in 1976, 1977, and 1978. Each of these surveys reflects the attitudes of criminal justice system personnel concerning the CBC in the prior year (e.g. 1976 averages describe the perceptions based on what happened in 1975). As is evident upon reference to this figure, a

slight decline in the overall rating average has occurred between 1976 and 1978. With the exception of the average ratings characterizing the deterrence associated with the CBC operation, the Community Based Corrections project received positive ratings by the Clark County criminal justice system. The low rating average assigned the issue of deterrence can be attributed primarily to the ratings by law enforcement personnel and State probation and parole personnel. These two criminal justice system elements consistently evaluated the CBC project lower than any other criminal justice system element. The three issues for which the CBC project received the highest average ratings were cost benefit, contribution to the economic and social success of the client, and program effectiveness. These survey results suggest that the community based corrections project is considered by the Clark County criminal justice system to represent an effective and efficient means of reintegrating the offender back into the community. Criminal justice system professionals also feel that the CBC project affords, to some degree, offenders a means of "beating the system." The contrast of approving a project for its effectiveness while at the same time criticizing its deterrence reflects the two poles which appear to characterize the Clark County criminal justice system. Reference to Figure 5 provides additional insight into the trade-off between rehabilitation and punishment which underlies the contrast mentioned above.

The issues contained in Figure 5 were also included in the criminal justice system survey and were intended to identify the philosophical orientation of those evaluating the Community Based Corrections project. The percentage of the sample in agreement with these criminal justice issues is presented for the three-year period of the CBC operation. As is evident with every issue included in Figure 5, the introduction of the Community Based Corrections project has resulted in a shift from emphasis on punishment to emphasis on rehabilitation. This shift appears to be primarily found among those criminal justice system elements involved with offenders after arrest. Law enforcement personnel have consistently, over the last three years, favored the punishment approach over the rehabilitation approach. The fact that the greatest change has occurred, with the exception of the State Probation & Parole staff, professionals who work directly with the Community Based Corrections project suggests that when one has actual experience with or direct information describing the CBC program, one will usually consider the CBC program an effective and efficient means of dealing with crime. This fact also suggests that one reason law enforcement personnel do not value the CBC project as much as other criminal justice professionals is that they have little opportunity to interact with CBC operations. One factor influencing the low law enforcement personnel ratings of the CBC might be the limited information available to this segment of the criminal justice system. The other component of the

Clark County criminal justice system that consistently assigned low ratings to the Community Based Corrections project was the State Probation and Parole. Despite an ever increasing interaction with the Community Based Corrections project and increased utilization of CBC services, State probation and parole personnel have given the Community Based Corrections project lower ratings every year. This inconsistency suggests that ongoing dialogues between the state probation and parole office and the CBC project are necessary. In light of the effectiveness of the CBC project in dealing with crime in Clark County, these dialogues might initially address the accuracy of state probation and parole perception of the CBC project.

Figure 6 presents the criminal justice system survey results for the 1977 CBC operation tenure. With the exception of the drug counseling service, each CBC unit received positive ratings by their peers. Reference to the issues of effectiveness and cost benefit again reaffirm the acknowledgement of CBC utility in rehabilitating offenders. The low ratings under the issue of deterrence reflect the attitudes that though the CBC effectively assists offenders in Clark County, it does not provide adequate punishment or threat to represent an effective deterrent. The fact that the crime rate in Clark County has dropped every year of CBC operation suggests that the assumed relationship between punishment and deterrence is not a valid assumption.

Community Based Corrections: A functional perspective

The Community Based Corrections project was intended to serve as a community based correctional program which would monitor, treat, and rehabilitate offenders from the time of their arrest to the time the offender leaves the criminal justice system. In the following pages the objectives of each of the units composing the Clark County Community Based Corrections project will be discussed in terms of the degree to which each of these units attained their objectives. Before moving to these discussions, it is useful to first examine the CBC operation in the context of its "fit" with the Clark County Criminal justice system.

The CBC project provides services which fulfill four major functions in the Clark County Criminal Justice System. These functions are client screening, which provides information to the courts; case management, which monitors client compliance with court mandates; and client treatment and re-entry assistance, both of which serve to coordinate and facilitate the treatment activities arranged for each client. Each of these functions requires a staff which deals directly with the clients, an administration which supervises service delivery, and a facility which houses the staff and administration. In terms of cost-effectiveness, each of the services involved in fulfilling these functions is characterized by what is referred to as economies of scale. Economies of scale refers to those situations in which the cost associated with each client is reduced

in proportion to the total number of clients served. The greater the number of clients, the lower the costs involved for providing each of those clients service. Economies of scale are the result of fixed costs which do not necessarily increase when more clients are served. In such situations, service duplication is extremely costly because it increases the fixed costs involved in providing the service within a given area while at the same time siphoning clients from existing operations and driving up the cost associated with their service delivery. This appears to be a problem of critical importance to the Clark County Criminal Justice System. Not only are some of the services currently provided by the Community Based Corrections operation being duplicated within the county, but this redundancy appears to be increasing.

One of the strongest arguments for the existence of community based corrections projects is that by centralizing services under one administration it is possible to cut the overhead associated with each service. In addition, by having services for criminal justice clients close to each other, communication and cooperation between criminal justice system elements are facilitated. In Clark County, the Community Based Corrections operations has coordinated the activities of seven different units successfully for the past three years. In doing so, the overhead costs that would have been involved for seven separate units have been replaced with the overhead costs of one administration. This represents a significant

savings to the tax payers of Clark County. Despite the success of the Community Based Corrections project in maximizing the service delivery associated with each dollar allocated the project, duplication of its services exists outside the CBC program.

One example of program redundancy which appears to limit the cost effectiveness of the Clark County Criminal Justice System is found in the area of case management. In addition to the misdemeanor probation unit and the supervised release unit of the Community Based Corrections project, the State Probation and Parole Agency and the Prosecuting attorney's Adult Diversion program operates similar case supervision service programs. Though each of these separate entities has demonstrated its competence in dealing with its clients, the fact that three separate administrations are required to fulfill the same function in Clark County indicates a lack of comprehensive program planning. Granted the clientele of these four programs may differ in terms of criminal experience, that nevertheless does not provide an adequate rationale for three separate agencies. This does not mean that there is not an adequate client load requiring case management services in Clark County to justify the existence of the number of probation and parole officers currently employed in Clark County. Rather, it addresses the question of whether three different administrations supervising basically the exact same service delivery is the most efficient use of Clark County tax dollars.

Though a merger of the State Probation and Parole operation with a county operated service such as the misdemeanor probation unit is extremely improbable, given the different levels of government involved in funding the operations, the existence of two county funded agencies providing the same service, namely the Prosecuting Attorney's Adult Diversion Program and the Community Based Corrections case management services requires close scrutiny.

The preceding arguments have not been included in this evaluation with the intent of suggesting expansion of the Community Based Corrections program. They are offered in response to the undeniable laws of economics which establish that once the fixed costs for implementing and staffing a program are determined, the cost per client for those who receive service will be determined by the total number of clients served. The greater the number of clients served by the agency, the lower the costs will be for serving each client. In light of this argument, a problem of great importance to Clark County is the integration of services in the future according to the function of those services rather than the sponsor of the service. If the function becomes the paramount concern for future criminal justice planning activities, costs to the Clark County tax payer will undoubtedly be reduced.

CBC Evaluation Summary: In order to provide the reader with limited time an overview of the following CBC unit evaluations, unit report summaries have been provided. It should be mentioned that these summaries provide only a few of the issues included in the individual unit reports and that a complete review of unit operations is necessary for an adequate understanding of each unit's effectiveness.

Misdemeanant Probation Services: This unit supervised 473 clients in 1977 at a cost of approximately \$287.96 per client. The average number of contacts with each client was 9.76 and the average client was referred to two agencies in the community. The characteristic most common among misdemeanant probationers was alcohol abuse with 54% of all clients having been arrested for driving while intoxicated and over 63% of all subsequent referrals being to alcohol abuse treatment services. Nineteen-hundred and seventy-seven unit operations were characterized by a decline relative to 1976 operations which can be attributed in part to the implementation of a deferred prosecution program.

Drug Services Unit: The drug services unit provided 46 drug abuse evaluations, supervised 72 individuals involved in urine screening, and provided counseling for 35 clients with drug related problems. Involvement in the drug services program was associated with a 25% decrease in reliance on criminal activity for support, a 12% reduction in reliance on public assistance, a 9% increase in G.E.D. attainment, and a \$42.00 increase in average weekly income. Clients of the drug services unit were

characterized by a 35% rearrest rate and a 0% failure to appear for a court date rate. Costs of the program: \$596.00 per drug screening; \$504.00 per client receiving drug counseling; and \$207.00 per client involved in drug abuse education. The costs per client found in the drug services program are the result of a low client flow. Increases in client flow should reduce the cost per unit of service dramatically.

Alternative Community Services: The alternative community services unit received 968 referrals in 1977. Of this number 98.66 were placed at a community work site. Of those placed at a community work site 95.87% successfully completed their responsibility and 4.13% did not. Over \$41,900.00 would have been required had all community service hours been paid for at minimum wage.

Employment Counseling Services: In 1977, 163 felony offenders were referred to the employment services unit. One-hundred and thirty-three or 81% of these individuals were placed. Of the 64 misdemeanor offenders referred to the program, 37 or 57% were successfully placed. Of all clients placed, 78% were placed on full-time employment. The average cost per placement by the employment services unit was \$123.35. When compared with an average cost of \$328.20 per placement which would be involved with placement by a private agency, a net savings of approximately \$205.00 per client placement is found.

Supervised Release Program: Forty-three misdemeanants and 199 felons were referred to the supervised release program in 1977. Of this number 98 or 40.5% of the clients were accepted. In 1977, the supervised release unit had the largest caseload in the history of the unit. Of all the clients accepted into the program successfully, 91.6% completed their supervised release tenure. The supervised release program was responsible for a total savings in jail costs of \$41,500.00 in 1977 and a net savings of \$16,725.80. Clients not successful in completing their supervised release tenure were more likely to be younger than those who did and were more likely to have an alcohol related problem.

Release on Own Recognizance Unit: In 1977 2,851 individuals were interviewed by the ROR staff. Of this number, 56% were not recommended for ROR release. An average of 35.1 days was spent by ROR clients on personal recognizance in 1977. Approximately 0.03% of the clients granted ROR status by the ROR staff were rearrested during their release period. Evidence suggesting the existence of an age bias in the ROR screening scale was discovered. Further analysis indicated that the age bias serves to prevent high risk clients being released and therefore is an effective screening criterion.

Residential Treatment Facility: The Residential Treatment Facility came under the management of a new director in October, 1977, after experiencing a walk rate among clients of 76% and

a cost per successful client of \$64,758.22. The new treatment system which was implemented following the arrival of the new director has proven much more effective than its predecessor. Information collected thus far indicates a walk rate of 17% and a cost per successful client of approximately \$12,000.00. The evaluation report presented on the following pages deals primarily with previous treatment strategy implemented in the RTF for the majority of 1977.

Criminal Activity: Clark County

	1973	1974	1975	1976	1977
1 Violent Crimes	542	735	863	902	822
% Change from previous year	-	+35.61	+17.42	+ 4.52	+ 2.22
2 Crimes against property	3,484	6,884	7,413	7,469	7,565
% Change from previous year	-	+97.59	+ 7.68	+ 0.76	+ 1.20
TOTAL	4,026	7,619	8,276	8,371	8,447
% Change from previous year	-	+89.24	+ 8.62	+ 1.15	+ 0.91
Clark County Total Population	135,200	140,300	149,000	154,300	164,000
Population Crime Rate	2.98	5.43	5.55	5.42	5.15
% Change from previous year	-	+82.23	+ 2.29	- 2.34	- 4.98

1) Violent Crimes - criminal homicide
 forcible rape
 armed robbery
 assault

2) Crimes against property - burglary
 motor vehicle
 theft
 larceny theft

17

100
390
380
370
360
350
340
330
320
310
300
290
280
270
260
250
240
230
220
210
200
190
180
170
160
150
140
130
120
110
100
90
80
70
60
50
40
30
20
10
0

Misdemeanor:
Annual Avg.=
Quar. Avg.=
Mo. Avg.=

3180
795.
265.4

Misdemeanor Bookings

Misdemeanor:

Annual Avg. = 3457
Quar. Avg. = 864.25
Mo. Avg. = 288.08

Misdemeanor:

Annual Avg. = 3838
Quar. Avg. = 959.5
Mo. Avg. = 319.83

Felony:

Annual Avg. = 1433
Quar. Avg. = 358.25
Mo. Avg. = 119.41

Felony

Annual Avg. = 1374
Quar. Avg. = 343.5
Quar. Avg. = 174.5

Felony:
Annual
Avg.=1,368
Quar.
Avg.=342.0
Mo.
Avg.=114.4

Felony Bookings

State of Washington: Penal Institution Commitment Rate* _____

Clark County: Penal Institution Commitment Rate _____

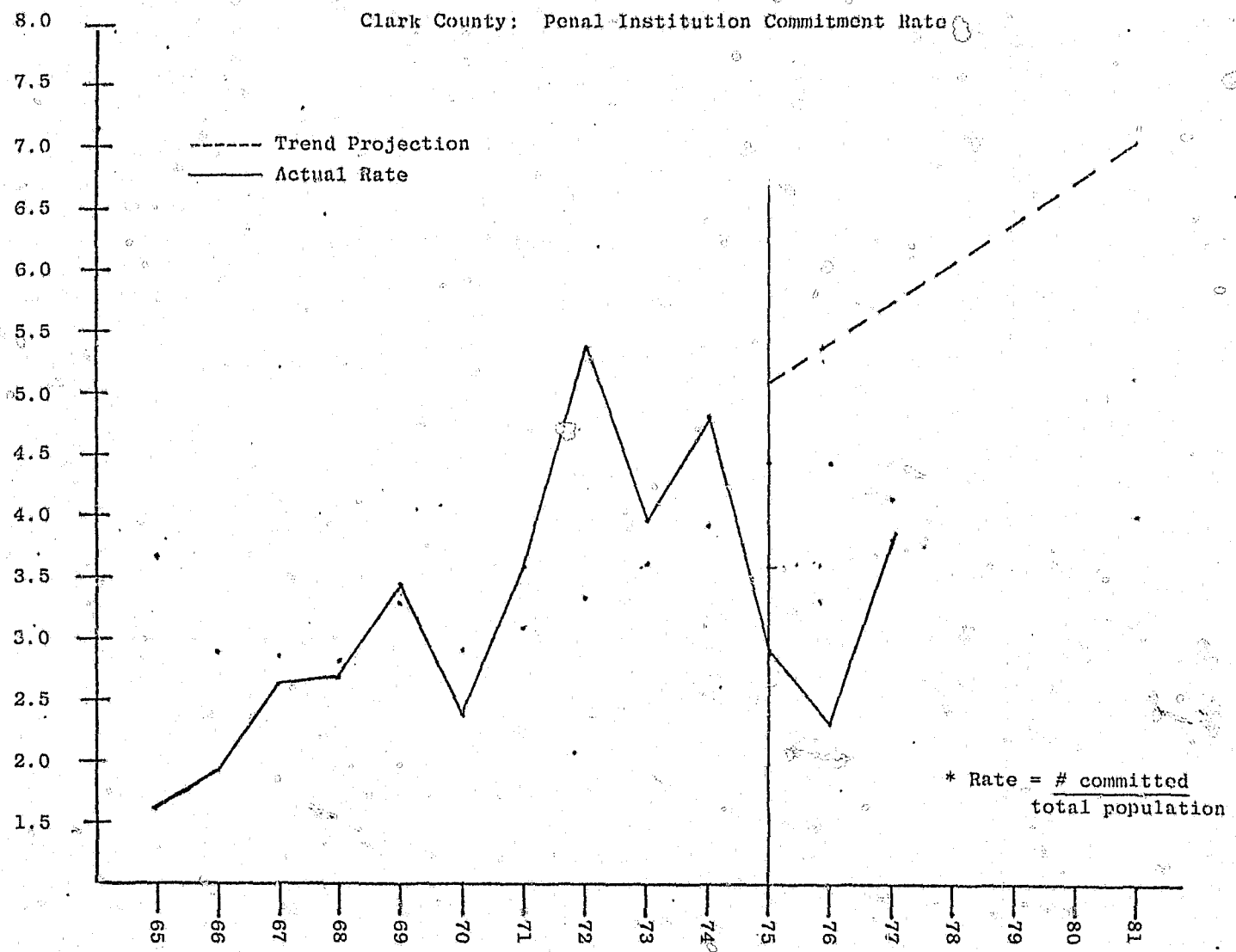


Figure 3

**Criminal Justice System Average Ratings of the Clark County
Community Based Corrections: CBC Total**

Issue	Range	Average Rating			Three-Year Average
		1976	1977	1978	
Program Effectiveness	Highly Effective	5			
	Not Effective at all	1	3.51	3.44	3.32
Cost Benefit	Worth Expenditure	5			
	Not Worth Expenditure	1	3.64	3.55	3.51
Deterrence	Highly Effective	5			
	No Impact	1	3.06	3.00	2.83
Duplication	No Duplication	5			
	Highly Duplicative	1	3.16	2.87	3.09
Contribution to Economic & Social Success of Client	Highly Effective	5			
	Little Effective	1	3.32	3.40	3.24
Program Average	Positive Assessment	5			
	Negative Assessment	1	3.34	3.25	3.20

	% of Sample in Agreement		
	1976	1977	1978
1. The crime problems would be reduced if fewer offenders were sent to prison and instead more of them re-educated and re-adjusted outside of prison.	48.6	45.6	45.5
2. The ancient law of an eye for an eye is still a good rule to follow in dealing with crime. Social justice demands that people who offend against the law be punished to the limit.	27.0	22.8	20.0
3. Experience proves that harsh punishment does not deter most criminal behavior.	52.1	64.1	72.7
4. Too many people are being released from prison on parole before they are rehabilitated.	72.9	75.2	64.8
5. I am knowledgeable about the philosophy of "community corrections".	77.0	76.0	80.0
6. I am in agreement with the philosophy of the community corrections.	55.0	60.0	63.7
7. The community is just as "safe" now as before the community corrections program.	58.1	50.7	65.5

Three-Year Average Ratings

Program	Program Effectiveness	Cost Benefit	Deterrence	Duplication	Contribution To Economic & Social Success of Client	Program Average
CBC Total	3.42	3.57	2.96	3.04	3.32	3.26
Supervised Pre-trial Release	3.90	3.84	2.94	3.25	3.19	3.42
Alternative Community Services	3.69	3.91	2.88	3.10	3.34	3.38
Job Finding Services	3.10	3.56	3.47	2.54	4.09	3.35
Drug Screening	3.32	3.52	3.17	3.46	3.10	3.30
ROR	3.94	3.79	2.17	3.33	3.15	3.27
RTF	3.21	3.24	3.21	3.08	3.45	3.24
Misdemeanant Probation	3.36	3.47	2.99	3.03	3.27	3.22
Drug Counseling	2.91	3.22	2.86	2.52	2.98	2.90

MISDEMEANANT PROBATION

EVALUATION SUMMARY

MISDEMEANANT PROBATION UNIT

I. Program Characteristics (1977):

Statistical Breakdown of Charges:	Traffic	69.35
	DWI	54.75
	Physical Control	4.43
	Mandatory Traffic Appt.	8.69
	Non-Mandatory Traffic Appt.	1.48
	Criminal	30.65
	Assault	3.77
	Morals	.49
	Drugs	2.95
	Theft	3.11
	Shoplifting	5.41
	Dangerous Weapons	.49
	Property Destruction	2.13
	Other	12.30

Number of Cases Accepted	:	473
Number of Pre-Sentence Investigations:		241
Number of Court Probations	:	172
Number of Courtesy Supervisions	:	18

Budget: \$110,000.00

II. Program Performance (1977):

- *Average number of contacts per client: 9.76.
- *Average number of referrals to Community Service per client: 1.74.
- *Over 63% of all referrals were for alcohol abuse treatment.
- *58.5% of probation clients were employed six months after beginning probation.
- *Approximately 15.0% of probation clients had their probation revoked.
- *Approximately 22.6% of probation clients had subsequent arrests.
- *Majority of non-successful probation clients' failures on probation can be attributed to alcohol related problems.

*Correlation analysis of probation unit statistics suggest:

1. Greater the number of Probation Officer contacts, lower the probability that probation will be revoked ($r = -.46$);
2. Greater the number of contacts, the greater the probability that a probationer will be employed six months after starting probation ($r = .51$);
3. Greater the number of referrals to Community Services, lower the probability probation will be revoked ($r = -.46$).

*1977 probation unit operations reflect an overall decline which continues the decline evidenced in 1976. This decline was concurrent with the initiation of a deferred prosecution program and a significant decline in the number of volunteer hours.

*Average caseload of probation officers other than the officer assigned to intensive probation services is 96 clients per month. The average for the intensive probation service was 10 per month.

*A slight decline in the ratings by the Clark County Criminal Justice System of the Misdemeanant Probation Unit was evidenced in 1978. This decline was most notable in the ratings of prosecutors and public defender attorneys, State Probation and Parole, and law enforcement. Despite this decline, overall assessment of the Probation Unit was positive.

III. Program Costs (1977): Total Budget: \$110,000.00

Average Cost Per Client	287.96
Average Cost Per Contact	29.50
Cost for Maintaining One Probation Client for One Month	48.00
Funds Collected by Unit	6,400.00
Community Service, 15,825 at \$2.60 Per Hours:	41,230.80

IV. Conclusions:

*Attention need be directed towards the preparedness of the probation unit staff for dealing with alcohol related problems. Examination of the unit liaison with alcohol abuse treatment services is suggested with the intent of determining the optimal tradeoff of probation unit staff and alcohol professional time and energies.

*Dialogues between the probation unit and prosecution and defense attorneys, State Probation and Parole, and local law enforcement personnel is suggested in light of a decline in program ratings by these criminal justice system elements.

*Greater use of employment services is suggested in light of the high unemployment rate characterizing the probation unit.

PROBATION

Introduction:

This component of the Community Based Corrections program is responsible for three activities primarily dealing with misdemeanor offenders returned from District Court. A staff of four probation officers, with the assistance of interns and the part-time help of the program supervisor, provide pre-sentence investigations, supervision of District Court probationers and supervision of a selected group of felons and misdemeanants who might otherwise be sentenced to a state or county penal institution and who the courts consider "high risk" probationers. This latter group of offenders is supervised by one of the four probation officers who deals with this group exclusively and is referred to as the intensive probation services unit.

The evaluation of this program will concentrate on the period between January 1, 1977 and December 31, 1977 within a context of the entire program activity since the inception of the Community Based Correction Program in 1975. After providing an overview of the probation unit activities (including the intensive probation services), attention will be directed towards the individual performance of each of the probation officers. Next, a discussion of the impact of the probation unit will be provided using employment, probation revocation, and probationer rearrest as indicators of probation

Unit Activity: The objective of this section is to provide a thorough overview of the activities undertaken by the Probation Services Unit. Included in this section are: caseload, pre-sentence investigation, court probation, courtesy supervisions, contacts per client, referral activity, and resource utilization statistics since the inception of the Community Based Corrections Program. Due to the large number of graphs and tables involved in reporting the results of the evaluation, an appendix containing all relevant figures and tables has been placed at the end of each section. Please refer to this appendix to find the graphs and tables referenced below.

Reference to Figure A-1 provides an overview of the probation caseload between July, 1975 and December 31, 1977. When the monthly, quarterly and annual caseload averages of 1977 are compared with those of the two preceding years, it becomes apparent that a consistent decline in the probation caseload has been occurring since October 1, 1976. Though this decline follows an unusually high caseload, the significant difference between the 1977 caseload and the 1975 caseloads suggests that either the number of misdemeanor probationers is decreasing or the district courts no longer use the probation unit as much as they once did.

Reference to Figure A-2 indicates that despite dramatic upswing in the number of pre-sentence investigations in the second quarter of 1977, the 1977 averages are significantly

lower than the preceding years. When this trend is viewed along with consideration of the probation caseload over the last three years, a general decline in the quantity of probation services becomes evident. Further evidence describing the decline of probation service activity is found upon reference to Figure A-3 which charts the number of court probation cases. Though the number of court probation cases is characterized by extreme fluctuations over the three-year period, the difference ($p < .1$; $t = -1.98$) between the 1977 monthly average and the two preceding years serves to underscore the declining trend evidenced in case load and number of pre-sentence investigations. Reference to Figure A-4 provides an overview of courtesy supervision¹ activity over the last three years. Contrary to the trends evidenced in other probation activities, the 1977 number of courtesy supervisions is greater than the preceding year. Though the 1977 figure is greater than that recorded for 1976, the monthly average is far below that found in the 1975 time period.

Reference to Figures A-5, A-6, and A-7 provides information describing the number of contacts involved with the average probationer, the number of referrals per client, and probation unit utilization of community resources. A composite probationer, developed on the basis of this information, would be contacted by his probation officer an average of

1. Courtesy Supervision refers to case management by Clark County Personnel of probationers from other jurisdictions.

9.76 times during the course of probation; be referred to either one or two community services for treatment and; in most cases, receive treatment for some alcohol-related problem. Over 63% of the probationers selected for the sample used to develop Figures A-5 through A-7 were referred to a community service provider dealing with alcohol abuse. When this finding is considered along with the fact that over 54% of the misdemeanor probationers dealt with by the probation unit in 1977 were arrested for driving while intoxicated, an important characteristic of the probation unit becomes evident. Namely, that the probation unit devotes approximately half of its case supervision activity towards the supervision of clients with alcohol problems. In light of this situation, where over 50% of the probation unit clients have an alcohol related problem, future planning activities for this unit should address the appropriateness of staff skills for dealing with an alcohol-abusing clientele. Given the high percentage of clients with alcohol related problems, additional staff training in the area of alcohol abuse might improve unit effectiveness.

Client Status After Six Months Under Probation Unit Supervision:

The objective of this section is to provide information describing probation clients after they have been in the probation program six months. Reference to Figure A-11 provides a description of the employment status of probationers after

six months in the program. The unit employment statistics reflect a high unemployment rate. When these averages are considered along with the referral activity to agencies involved in job training and placement, the fact that less than 15 percent of all referrals from the probation unit are to employment related services suggests an area that project administrators might examine. Figures A-12 and A-13 contain information describing the incidence of probation revocation and subsequent arrests of clients referred to the probation program.

Table A-14 provides an overview of the relationship between number of contacts, number of referrals and employment status, revocation of probation, and the incidence of rearrests. Reference to the table including the correlation coefficients of these comparisons suggests a positive relationship between the number of contacts and employment status and the number of referrals and rearrests. Apparently, the greater the number of contacts the greater the probability of employment six months after coming to the probation unit. The positive relationship between referrals and rearrest suggests that difficult cases are more likely to be referred to available community resources or that referral to community resources is in some way related to involvement in later crime. The strength of the latter correlation does not preclude the effect of chance factors and should therefore be considered an equivocal approxi-

mation of the actual relationship between rearrest and referral. Negative correlations were found between the number of contacts and probation revocation, and between the number of referrals and probation revocation. These results would suggest that the greater the number of contacts and number of referrals, the less likely a client's probation will be revoked. Two other negative correlations were also generated, but the small size of the coefficients precludes interpretation. Attention should be directed towards the exploration of the relationship between these two factors in further evaluation efforts.

The Misdemeanant Unit in Comparison: The objective of this section is to provide a more comprehensive perspective for the Probation Unit evaluation than is afforded through exclusive use of program statistics. Through the comparison of the Clark County project with other probation programs in the state, it will be possible to determine whether trends evidenced in the Clark County unit are similar to those experienced by other comparable programs. By comparing the recidivism rate for probation clients with the recidivism rate of alcoholics in Clark County, it will be possible to determine how the Clark County recidivism rate fares relative to the "expected recidivism" which could be attributed to alcoholism.

Reference to Table A-15 provides an overview of the probation unit activities over the last three years, along with

the statistics reported by four other comparable probation units in the state. These counties were selected for this comparison because each has four judges referring clients to their program. Though the program statistics describing the other programs' 1977 activity will not be available until August, 1978, it is possible to see the declining trend in caseload already mentioned. In 1975, the Clark County Probation Unit had the fifth largest caseload in the state. In 1976, the Clark County Probation Unit had the tenth largest caseload in the state. In addition, a slight decline in the number of pre-sentencing reports between 1976 and 1977 is also evident. A significant factor affecting the caseload size was the implementation of a deferred prosecution program for offenders arrested for driving while under the influence of alcohol. Since June of 1976, this deferred prosecution program has received over 390 referrals who would have otherwise been referred to the probation unit. Between August of 1975 and January 1, 1978, over 609 individuals who would have previously been referred to the probation unit were instead referred to the deferred prosecution program.

As mentioned before, the probation unit experienced a 15 percent probation revocation rate and a 22.46 percent rearrest rate. These figures are largely the result of alcohol related problems and can, therefore, be best understood in a context of alcoholism statistics for the same time period in Clark County. During 1977, over 1500 Clark County residents underwent treatment for an alcohol related problem. Of that number, over 500

had received some form of alcoholism treatment in the past. This finding is in accord with the results of the five year study by Thompson and Desler which revealed that at least one in three persons arrested for D.W.I. is repeating the offense. In light of the significant treatment recidivism associates with alcoholism, the misdemeanor probation unit would probably have a much lower recidivism and rearrest rate if the unit did not deal with D.W.I.'s. This fact suggests that in future probation unit-planning activities, specific attention to probationers with alcohol related problems is necessary.

Cost Effectiveness: In 1977, approximately \$110,000 was allocated to the Clark County Misdemeanant Probation Unit. With these funds, 283 pre-sentence reports were prepared, 348 probationers were supervised, 22 cases were supervised on courtesy supervision, and 12 superior court probationers were supervised. Reference to Figure A-16 reveals both the number of days and associated costs that would have been incurred had these probation clients been referred to jail. In addition to this cost consideration, attention need also be directed toward the potential impact on available jail space associated with the referral of individuals to jail. With probation clients being referred to jail rather than probation, the Clark County facility would possibly be filled beyond capacity and the existing facility might no longer be adequate.

An average cost of \$287.96 per probation client was incurred in 1977. When this figure is considered in a context

of the average number of contacts per client, 9.76, a cost per contact of \$29.50 is obtained. The average cost per month associated with maintaining supervision of one probation client is \$48.00.

Another important aspect of probation unit cost effectiveness concerns the revenue collected from probationers. In 1977, the probation unit was responsible for collecting over \$6,400.00, and 15,858 hours of community service were performed by misdemeanor probationers. If one assumes a cost per community service hour of \$3.00, a total of approximately \$41,230.80 is obtained. This savings to community organizations, who might otherwise have had to devote direct service funds to the duties carried out by probationers working on community service projects, attests to the value of the probation program. Without the probation program, up to \$51,570.00 might have been spent holding probationers in jail where community service activities could not be undertaken. By adding the potential savings in jail resources with those associated with the community service activities, a total savings of over \$90,000.00 is obtained. Though this estimate is clearly an optimistic assessment, it nevertheless underscores the community value of a misdemeanor probation unit.

Systemic Perspective: With the intent of establishing the acceptance by the Clark County Criminal Justice System of the Community Based Corrections Program, a "system survey" has

been distributed to all personnel in the criminal justice system annually since 1976. The information presented in Table A-17 contains the average ratings of the misdemeanor probation unit over the last three years. A comparison of the ratings given the program in 1976 with those found in 1978 reflects a significant decline ($p < .01$; $t = 2.13$; 8df). The specific issues for which the decline was most distinct were program effectiveness, cost benefit, and program deterrence for subsequent offenses. An examination of the category of respondents who gave the misdemeanor unit a lower rating in 1978 than in 1967 indicates that defense and prosecuting attorneys, state probation and parole, and law enforcement personnel elements of the Clark County criminal justice system either consider the misdemeanor program to no longer be as needed in Clark County as it was in 1976 or that the program is lacking in some respect. These results suggest that a dialogue between the misdemeanor probation unit and those elements of the criminal justice system that have questions concerning the program be initiated and scheduled at regular intervals (e.g. every six months) to promote optimal criminal justice system interaction. It should be emphasized that the total assessment of the probation unit was of a positive nature and that the suggestions provided above are offered to maximize probation unit effectiveness rather than correct a deficiency.

In the course of collecting information for this evaluation report, several contacts with the Washington State Misdemeanant Corrections association were made. In the course of these contacts it was readily apparent that the Clark County Misdemeanant Probation Unit was held in high regard by other probation programs in the state.

Conclusions:

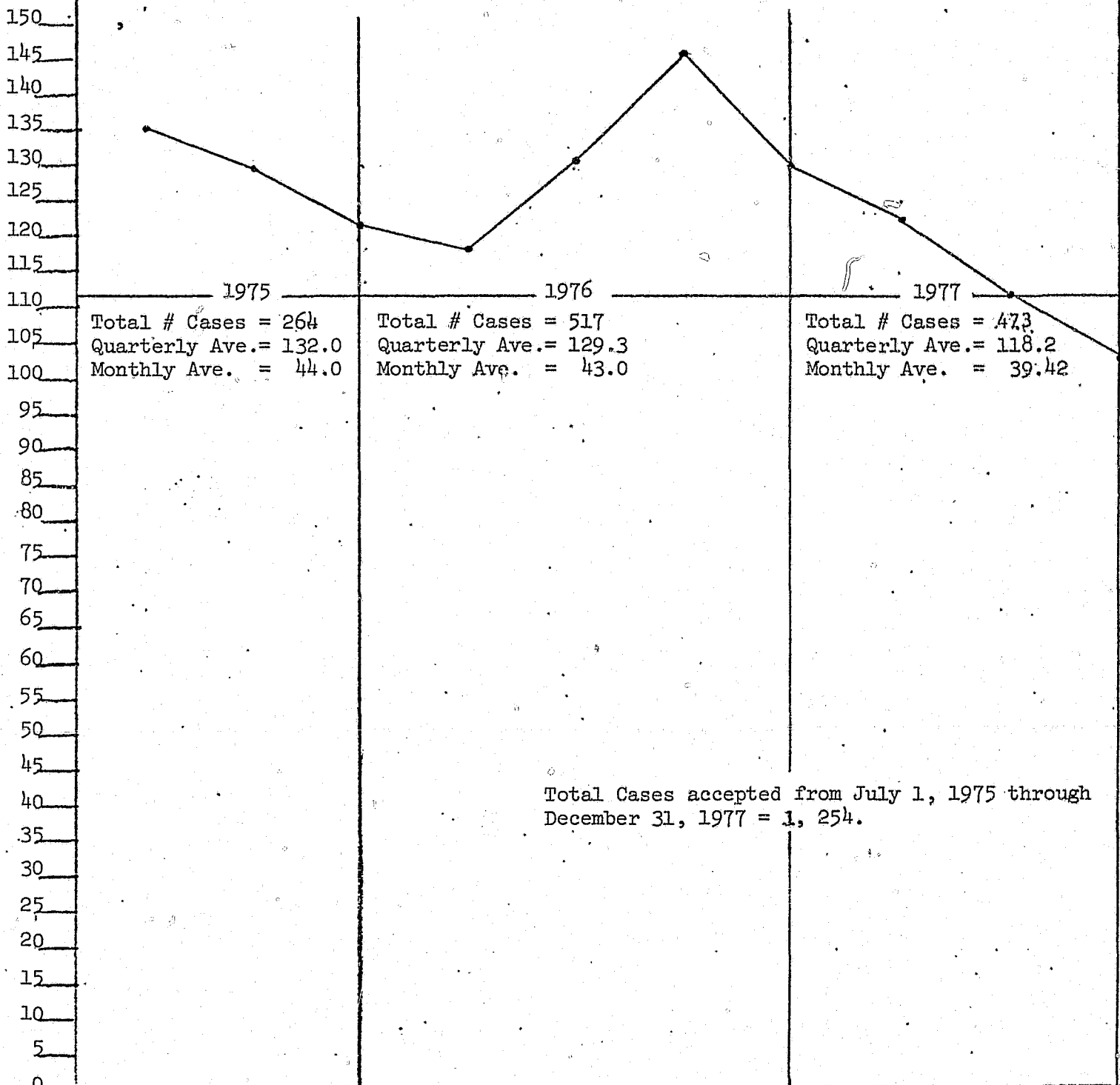
1. Attention need be directed towards the preparedness of the probation unit staff for dealing with alcohol related problems. Examination of the unit liaison with alcohol abuse treatment services is suggested with the intent of determining the optimal tradeoff of probation unit staff and alcohol professional time and energies.

2. Dialogues between the probation unit and prosecution and defense attorneys, State Probation and Parole, and local law enforcement personnel is suggested in light of a decline in program ratings by these criminal justice system elements.

3. Greater use of employment services is suggested in light of the high unemployment rate characterizing the probation unit.

APPENDIX

PROBATION
Cases Accepted



1975
Total # Cases = 264
Quarterly Ave. = 132.0
Monthly Ave. = 44.0

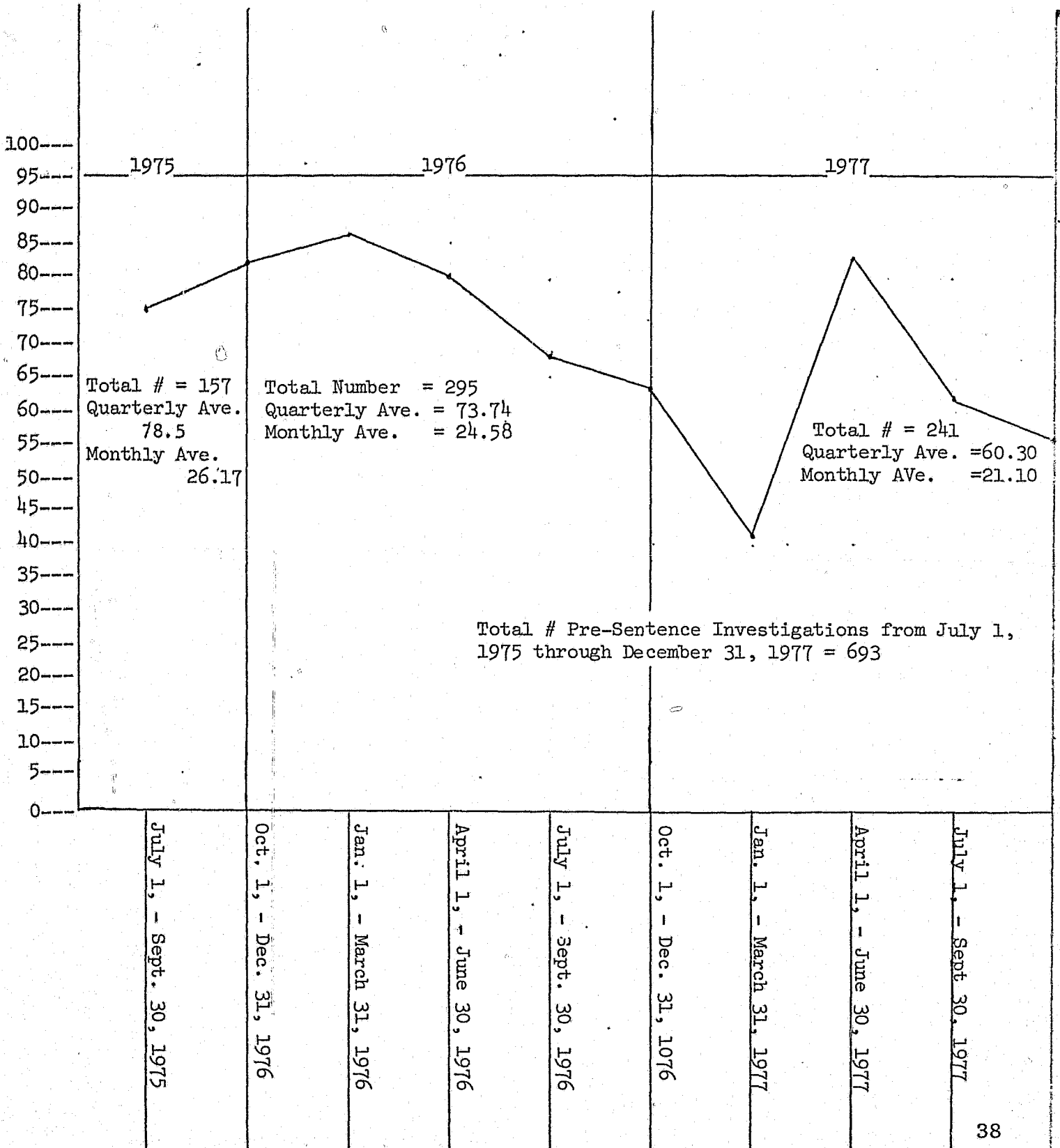
1976
Total # Cases = 517
Quarterly Ave. = 129.3
Monthly Ave. = 43.0

1977
Total # Cases = 473
Quarterly Ave. = 118.2
Monthly Ave. = 39.42

Total Cases accepted from July 1, 1975 through December 31, 1977 = 1,254.

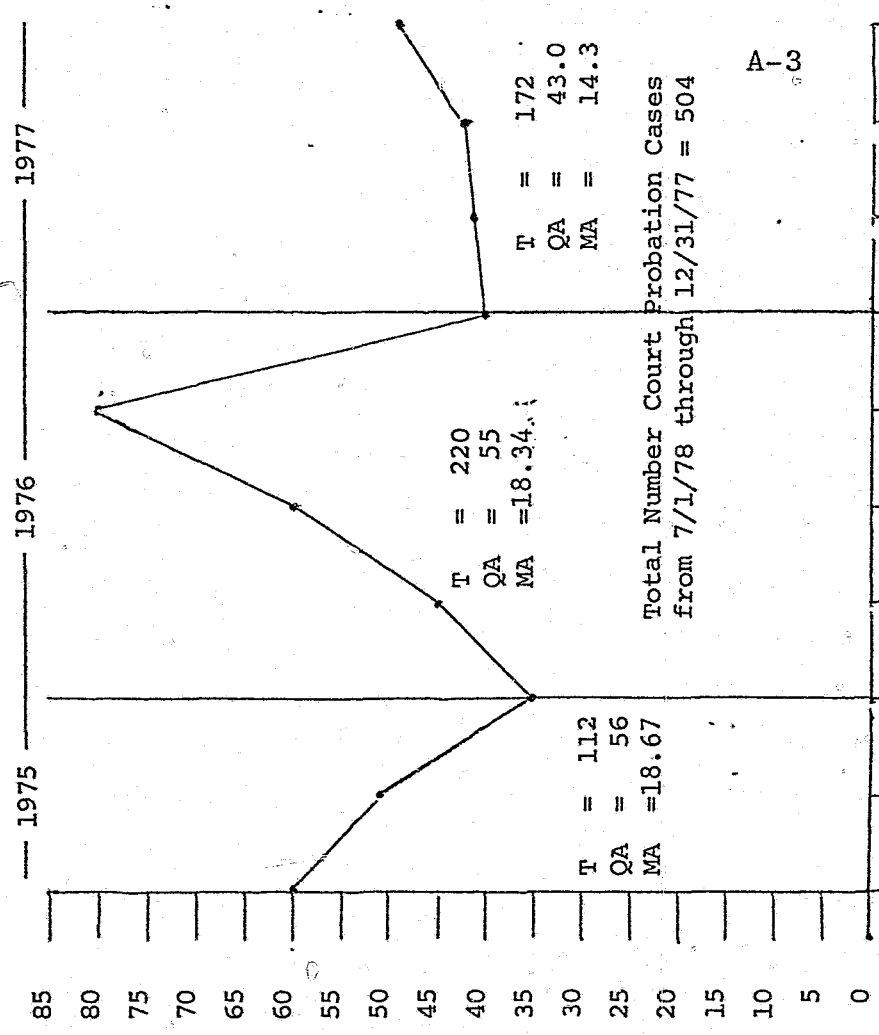
July 1, - Sept. 30, 1975
Oct. 1, - Dec. 31, 1975
Jan. 1, - March 31, 1976
April 1, - June 30, 1976
July 1, - Sept. 30, 1976
Oct. 1, - Dec. 31, 1976
Jan. 1, - March 31, 1977
April 2, - June 30, 1977
July 1, - Sept. 30, 1977
Oct. 1, - Dec. 31, 1977

PROBATION
Pre-Sentence Investigations



PROBATION

Number of Court Probations

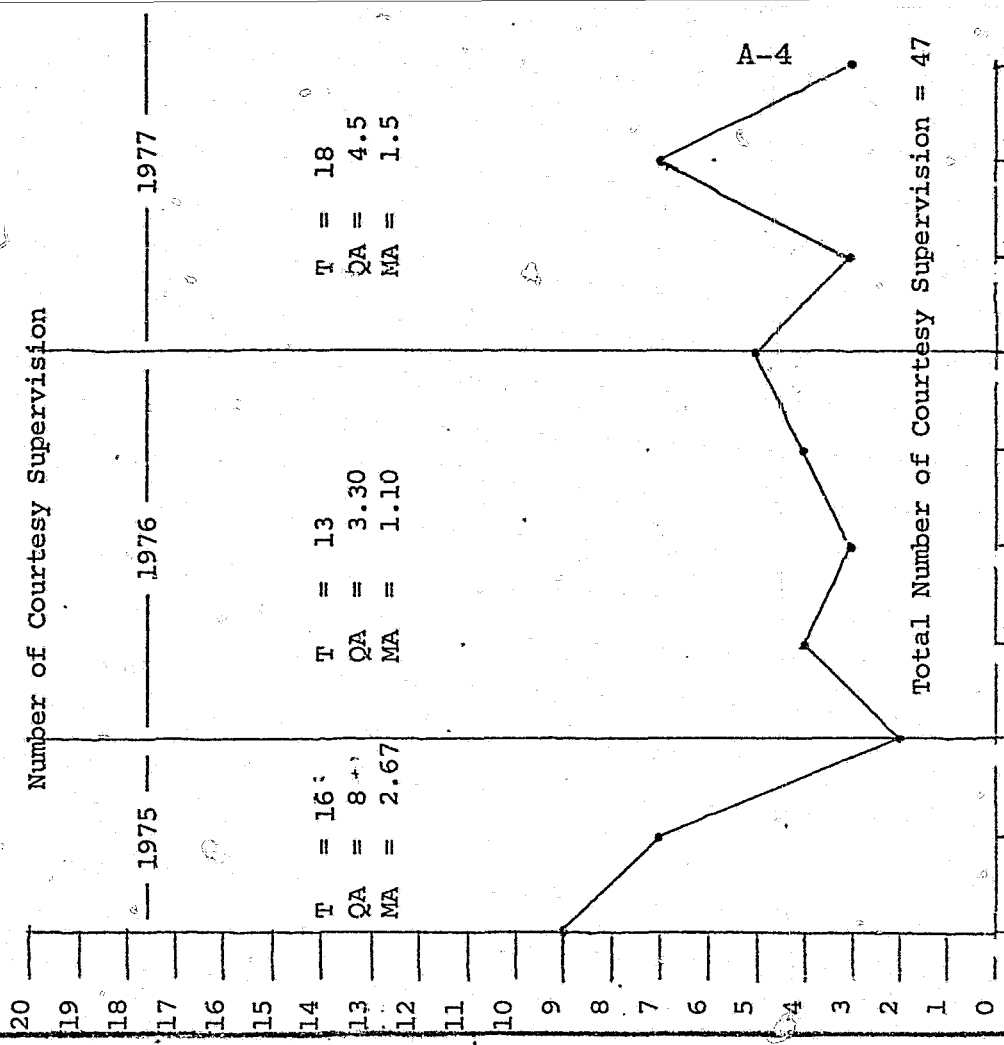


A-3

July 1-Sept. 30, 1975
Oct. 1-Dec. 31, 1975
Jan. 1-March 31, 1976
April 1-June 30, 1976
July 1-Sept. 30, 1976
Oct. 1-Dec. 31, 1976
Jan. 1-March 31, 1977
April 1-June 30, 1977
July 1-Sept. 30, 1976
Oct. 1-Dec. 31, 1977

PROBATION

Number of Courtesy Supervision

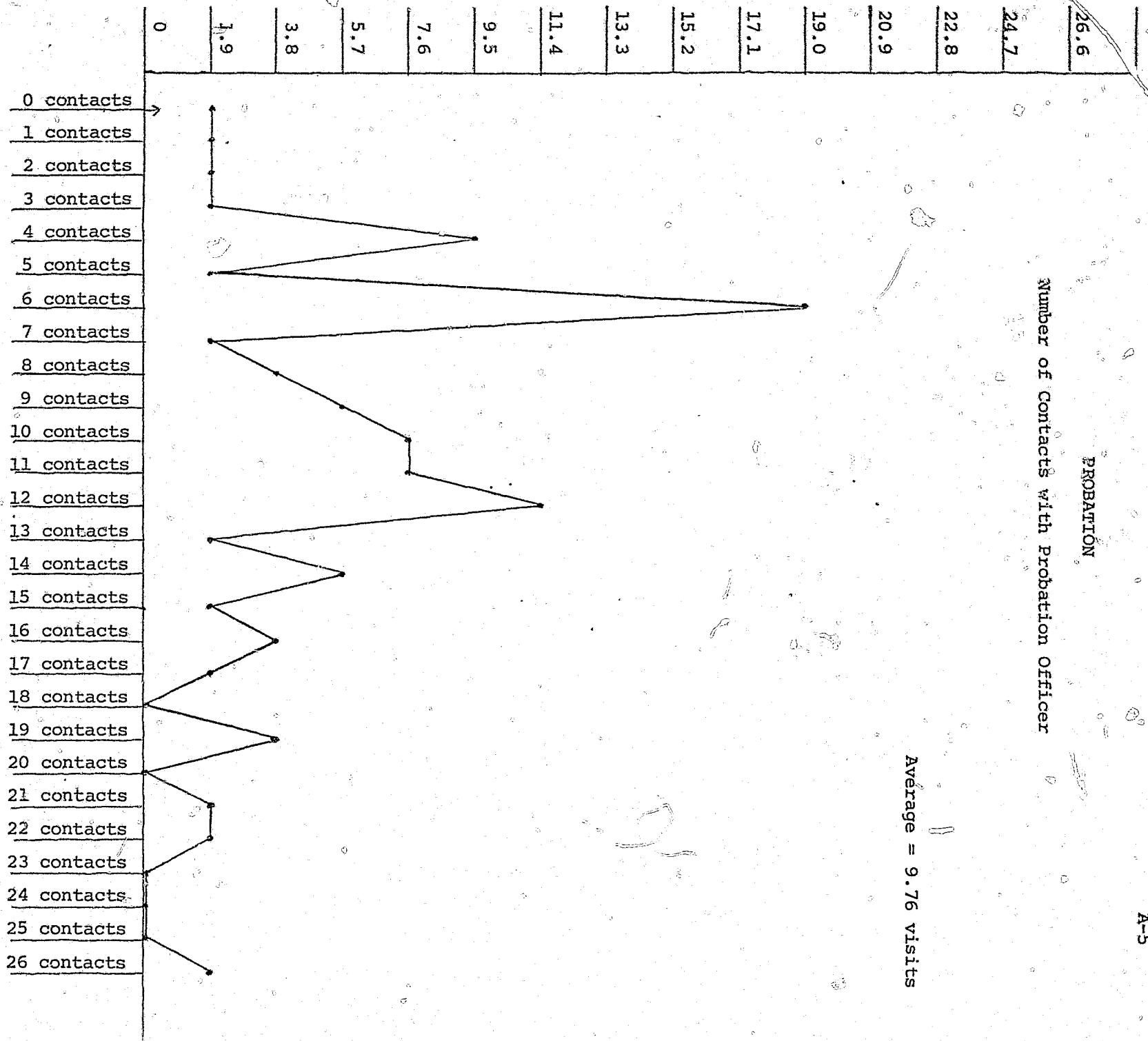


A-4

July 1-Sept. 30, 1975
Oct. 1-Dec. 31, 1975
Jan. 1-March 31, 1976
April 1-June 30, 1976
July 1-Sept. 30, 1976
Oct. 1-Dec. 31, 1976
Jan. 1-March 31, 1977
April 1-June 30, 1977
July 1-Sept. 30, 1977
Oct. 1-Dec. 31, 1977

PROBATION

Number of Contacts with Probation Officer



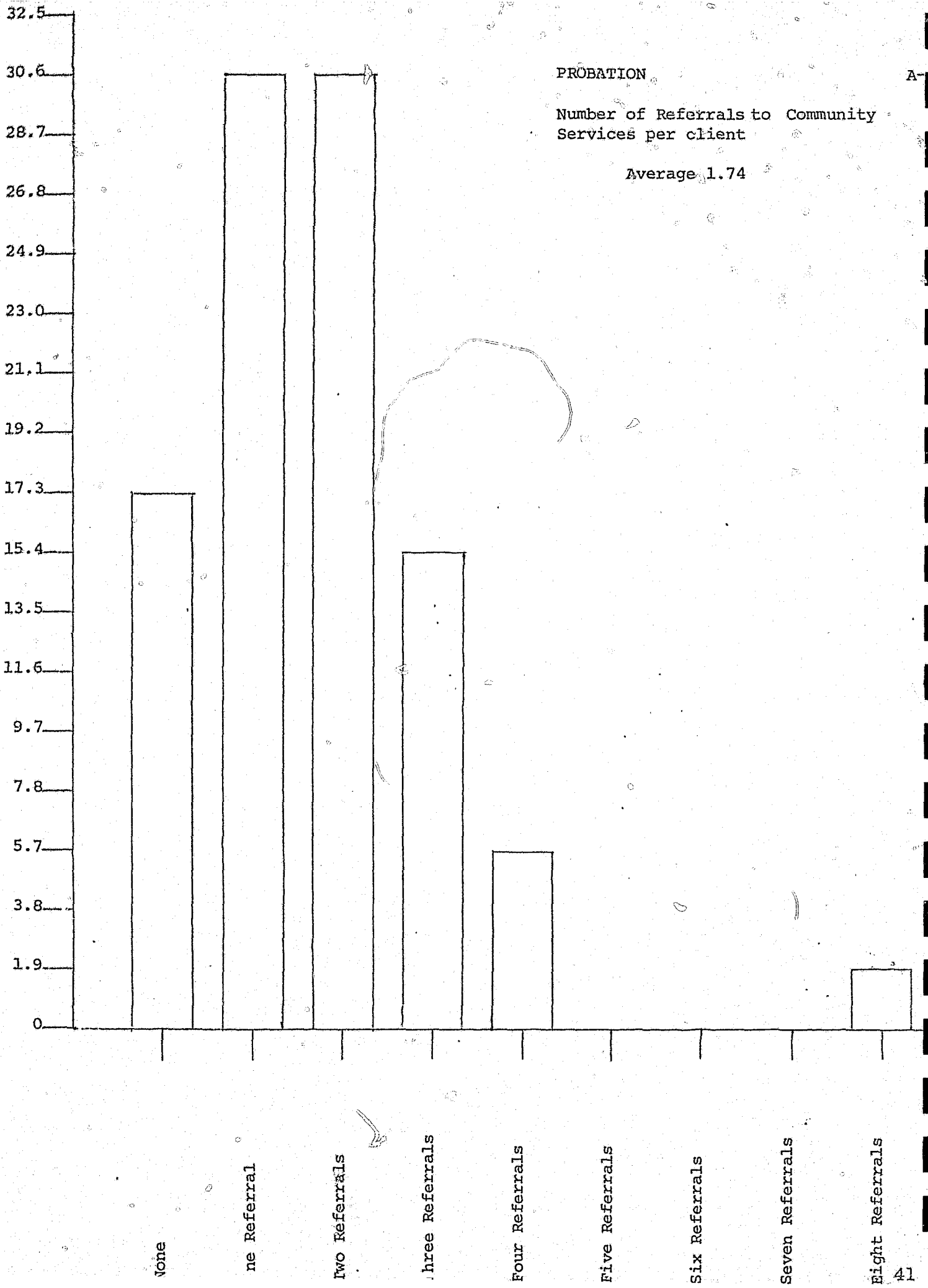
Average = 9.76 visits

PROBATION

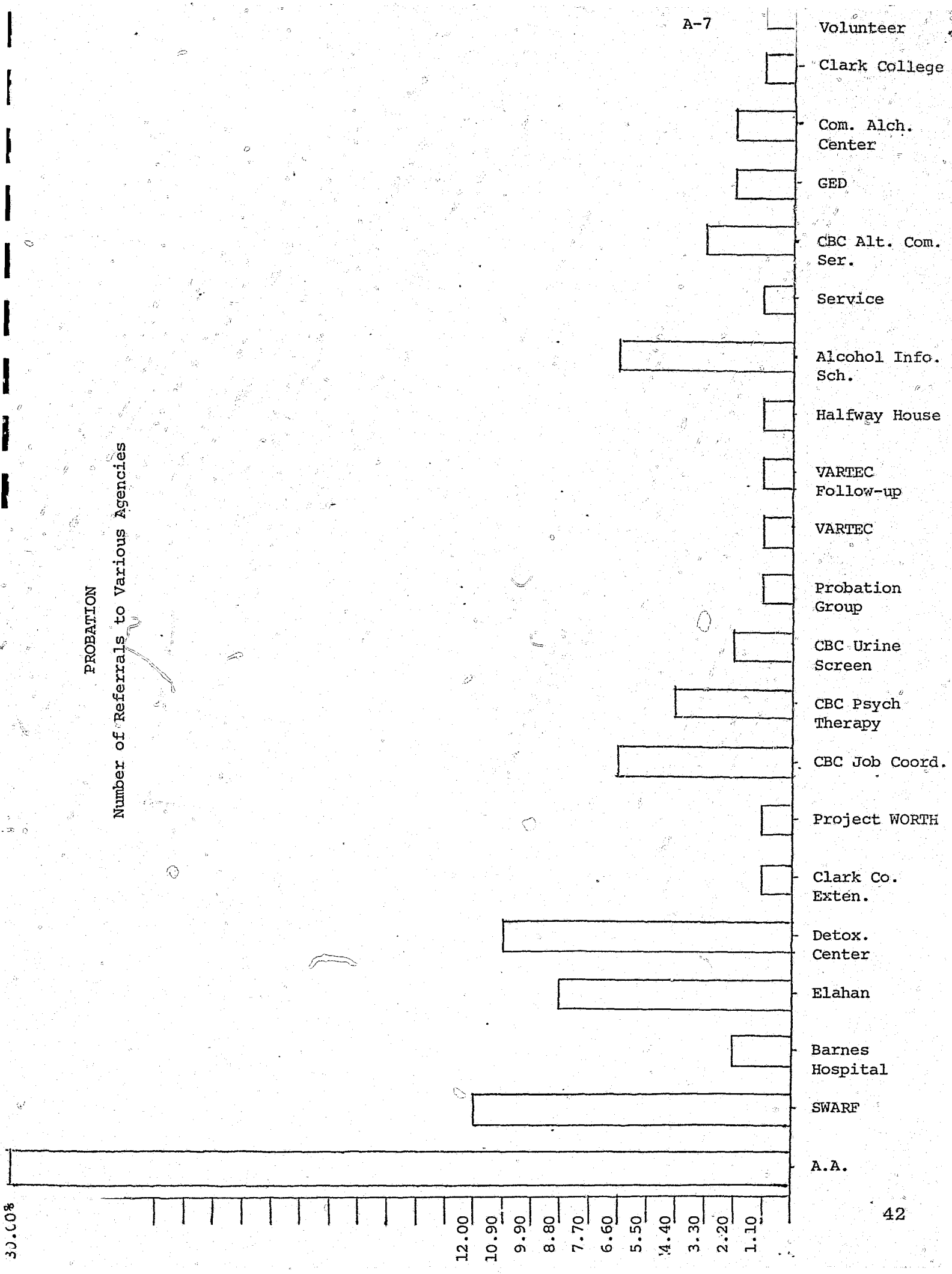
A-

Number of Referrals to Community Services per client

Average 1.74



PROBATION
Number of Referrals to Various Agencies



EMPLOYMENT STATUS AFTER SIX MONTHS ON PROBATION

	<u>Employed</u>	<u>Not Employed</u>
Unit Total*	58.49	41.51

*Figures based on a random sample of probation clients.

A-12

WAS PROBATION REVOKED?

	<u>No</u>	<u>Yes</u>
Unit Total*	84.91	15.09

*Figures based on a random sample of probation clients.

A-13

PROBATION SUBSEQUENT ARRESTS

	<u>No</u>	<u>Yes</u>
Unit Total*	77.36	22.64

*Figures based on a random sample of probation clients.

A-14

PROBATION UNIT OVERVIEW:

Relationships between number of contacts and referrals with employment status, probation revocation, and rearrests

	Average Number Contacts	Average Number Referrals	Employment Status		Probation Revoked		Rearrested	
			<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>
Unit Total	9.76	1.74	58.50	41.50	15.00	85.00	22.64	77.56

CORRELATION ANALYSES

Contacts with Rearrest	=	.23	# Referrals with Rearrest	=	.38
Contacts with Probation Revocation	=	.46	# Referrals with Probation Revocation	=	.46
Contacts with Employment	=	.51	# Referrals with Employment	=	.02

MISDEMEANANT CORRECTIONAL ACTIVITIES*

1975

	Pre-Sentence Reports	Probation Supervision	Bail Studies	Courtesy Probation Supervision	Superior Court Pre-Sentence Reports	Superior Court Probation Supervision	Volunteer Hours Contribute
CLARK	308	519	---	37	---	---	3,252
FRANT	224	204	---	5	---	---	---
LEWIS	200	440	---	---	---	---	---
HURSTON	360	346	---	25	---	---	780
WALLA WALLA	9	215	---	5	---	---	4
AKIMA	331	522	---	16	---	---	10,416

1976

CLARK	312	431	3,372	17	4	11	1,229
FRANT	231	218	---	6	---	---	---
LEWIS	150	200	25	24	3	3	3,500
HURSTON	470	424	4	57	35	34	3,120
WALLA WALLA	6	249	---	4	3	3	---
AKIMA	198	297	---	36	---	2	2,278

1977

CLARK	283	348	2,390	22	6	12	974
-------	-----	-----	-------	----	---	----	-----

Probation caseload rank: 1975 - 5

All counties in Washington 1976 - 10

* Counties with four judges referring misdemeanor probations

POTENTIAL IMPACT ON CLARK COUNTY JAILS

If each of the 288 offenders referred to probation unit were sentenced to just 2, 5, or 10 days in custody, the impact on our local jails would be as follows:

[Redacted]

X 2

764
\$10,314*

[Redacted]

X 5

1,910
\$25,785*

[Redacted]

X 10

3,820
\$51,570*

* Based on a cost per day of \$13.50

45

CRIMINAL JUSTICE SYSTEM AVERAGE RATINGS OF THE CLARK COUNTY
COMMUNITY BASED CORRECTIONS MISDEMEANANT PROBATION SERVICES

Program Effectiveness	Highly Effective Not effective at all	5 1	3.50	3.44	3.13	3.36
Cost Benefit	Worth Expenditure Not worth Expenditure	5 1	3.66	3.54	3.21	3.47
Deference	Highly Effective No Impact	5 1	3.12	3.13	2.73	2.99
Duplication	No Duplication Highly Duplicative	5 1	3.21	2.74	3.15	3.03
Contribution to Economic & Social Success of Client	Highly Effective Little Effective	5 1	3.24	3.46	3.10	3.27
Program Average	Positive Assessment Negative Assessment	5 1	3.35	3.26	3.06	3.22

DRUG SERVICES UNIT

EVALUATION SUMMARY

DRUG SERVICES UNIT

I. Client Characteristics:

Sex: 86% male
14% female

Mandatory Participation
in DSU = 95%

Marital Status: 52% single
30% married
13% divorced
5% common law marriage

Employment Status: 59% unemployed/laid off
41% employed full time

Average educational attainment: 10.5 years

Average amount spent weekly on drugs: \$188.00

Drugs used: alcohol 16%
marijuana/hashish 17%
amphetamines 17%
barbiturates 11%
cocaine 13%
heroin/morphine 18%

II. Unit Operations (1977):

Referral activity into DSU: 41% State Probation and Parole
32% District Court Probation
18% Vancouver Work Release
4.5% Adult Diversion
4.5% Superior Court

		Percent Difference from 1976
Number of drug abuse evaluations	- 46	35.21
Number involved urine screening	- 72	40.00
Number receiving drug counseling	- 35	30.00

III. Unit Effectiveness (1977):

Treatment received from the Drug Services Unit was associated with:

Increase in percentage of married clients

25% decrease in reliance on criminal activity for support

12% reduction in reliance on public assistance

10% increase in educational activity

9% increase in GED attainment

\$42.00 increase in average weekly income

General ambivalence on the part of DSU clients concerning treatment with the exception of avoiding criminal activity, staying off drugs, and feeling good about yourself for which clients indicated a favorable influence

35% subsequent rearrest rate

0% failure to appear rate for scheduled court appearance

IV. Unit Costs (1977):

Total Budget: \$95,375.00

Funding Sources:

57.68% TASC

31.46% CBC funds

6.67% NIDA

4.19% Grant in Aid

Average Cost per client:

Drug Screening: \$ 596.09

Drug Counseling: \$ 504.93

Drug abuse education: \$ 207.34

Average cost per contact:

Drug Screening: \$29.80

Drug Counseling: \$84.16

V. Conclusions:

1. The Drug Services Unit would be able to bring about significant reductions in the average cost associated

with the treatment of each client through additional use of the drug screening service.

2. Attention need be directed toward the development of better rapport between the Drug Services Unit and those elements of the Clark County Criminal Justice System most likely to come into contact with clients having drug abuse related problems. Specific attention needs to be devoted to informing law enforcement personnel of program activities.
3. The distinction between Drug Services client counseling and other treatment alternatives in the community needs to be emphasized and disseminated among elements of the Criminal Justice System.
4. In light of recent evidence describing the ever-growing problem associated with the abuse of prescription drugs, the DSU staff needs to review their preparedness for dealing with that variety of drug abuse and initiate an information dissemination campaign for the Clark County Criminal Justice System to teach them how to detect prescription drug abuse. Such an activity would serve to increase utilization of drug service resources while reducing the average treatment cost per client.
5. The possibility of the Drug Services Unit expanding its area of expertise to include alcohol referral would dovetail well with efforts to effectively reach the majority of alcohol abusing clients in the misdemeanor probation unit.
6. Further examination into the relationship between living arrangements and drug abuse is warranted by the significant drop in "living with friend" arrangements associated with DSU clients who no longer abuse drugs.
7. Had clients referred to the DSU not terminated their drug consumption habits, approximately 1.5 million dollars would have been spent by these individuals to purchase drugs in the course of a year.
8. The Clark County drug problem appears to vary according to season, with a peak in drug related arrests occurring before Christmas followed by an extreme decline in January and February.

COMMUNITY BASED CORRECTIONS DRUG SERVICES

The Community Based Corrections Drug Service Program became operational December 29, 1975, and since that time, has served as the primary liaison between the Clark County Criminal Justice System and Clark County Drug Abuse Treatment Services. Because of the varied funding and service offerings associated with the Drug Services Unit (DSU), the following evaluation report will first focus on describing the service and referral activities provided by the unit. Then, after providing an overview of client characteristics and client flow through the unit, attention will be directed towards the determination of service effectiveness. Because the DSU is a composite program funded by a Treatment Alternatives to Street Crime (TASC) grant from LEAA, National Institute for Drug Abuse (NIDA), drug treatment funds, and state corrections money, specific information describing each of those DSU elements will be provided in the context of a global program assessment. Following a discussion of service effectiveness, the results of a three-year survey of the Clark County Criminal Justice System along with a two-year survey of drug treatment service providers will be presented. These surveys were designed to identify the quality of the relationship between those who refer clients to the DSU, those who receive referrals from the DSU, and the Drug Services clients. The next

to the last section will deal with the cost effectiveness of the DSU and will be followed by an evaluation findings summary.

The Drug Services Unit: An Overview:

The DSU provides four major types of services. A drug abuse information service uses professional and information resources to deal with questions and problems regarding the pharmacology of drugs of abusers, drug abuse treatment procedures and agencies, and drug abuse education. An interagency client referral service is designed to match drug abuse clients with appropriate treatment facilities. In addition to assisting with referrals of drug-abusing clients for urinalysis, psychological testing, counseling, interviewing and/or treatment, this service also provides potential client evaluations describing the extent of a client's drug problem and treatment needs. A third service, the drug screen urine testing service provides a means for outpatient monitoring of client drug consumption. With this service it is possible to insure clients have not resumed using drugs during treatment, probation, or parole. In addition to these services, the DSU also provides drug abusers intensive counseling on an outpatient basis to assist offenders in transition from drug addiction to a non-drug supported lifestyle.

Reference to Figure B-1 provides a schematic overview of the referral network between the Clark County Criminal Justice System and community treatment resources. Included at the

bottom of Figure B-1 is a breakdown of the funding supporting the DSU. State corrections funds are used primarily to subsidize urine screening services and the drug abuse information service. Funds provided by the LEAA TASC Grant are used to support the screening and subsequent referrals to treatment service activities of the DSU. Funds from NIDA are used to subsidize the outpatient drug abuse counseling provided by the DSU. Of the various funding sources, only TASC funds were granted on the basis of specified objectives. For the two-year discretionary grant period for which TASC funds have been made available, the following objectives have been identified:

1. Screen a minimum of 3,056 individuals arrested for drug related offenses immediately following arrest and booking into the Clark County Jail to determine the extent of drug related criminal activity;
2. Diverting a minimum of 220 eligible drug abusing offenders to a variety of comprehensive treatment modalities; and
3. Tracking a minimum of 220 clients to monitor success or failure of the client in treatment.

Client Characteristics and Flow Through the DSU:

A review of all clients serviced by the DSU indicates that 86 percent are male, 14 percent female; the average age of men is 25 and of women is 26; 87 percent have committed crimes prior to the offense preceding referral to the DSU; and of those with prior convictions, the average number of prior offenses is slightly less than two. The average income of clients referred to the DSU was \$112.00 per week, with the mode* being \$0.00. The average

* Mode is a statistical term used to describe the value within a distribution of values which occurs most frequently. In the example above, more clients had a \$0.00 income than any other amount.

education of the Drug Services Unit client before treatment was 10.5 years.

Fifty-two percent of all referrals were single, 30 percent married, 13 percent divorced, and five percent indicated a common-law marriage. At the time of referral to the DSU, 59 percent were unemployed or laid off and 41 percent were employed full time.

Referrals to the DSU in 1977 were as follows: 41 percent from State Probation and Parole; 32 percent from District Court Probation, 18 percent from Vancouver Work Release; 4.5 percent from Adult Diversion, and 4.5 percent from Superior Court. Of these offenders referred to the DSU, 95 percent were required to participate by the agency responsible for the referral. Reference to Tables B-2 and B-3 reveals the type of drugs used by DSU clients prior to coming to the CBC Program and the amount of money used per week by these individuals to purchase their drugs. DSU clients spent, on the average, approximately \$188.00 per week on drugs before referral to the program. This finding suggests that over \$9,700.00 was spent a year by each DSU client to purchase drugs. When this figure is multiplied by the number of clients referred in 1977, 161, a figure of \$1,573,936.30 is obtained. Upon consideration of the fact that the DSU does not deal with all drug abusers in Clark County, the scope of the economic impact of drug abuse on the community becomes apparent.

Reference to Figures B-4 and B-6 provides an overview of the DSU operations since January 1, 1976. Figure B-4 contains

information describing the number of pre-sentence reports provided by the DSU. Though the 1977 project period is characterized by a decline in the number of pre-sentence reports, the extreme variability in report requests suggests that the decline is the result of Criminal Justice System needs and not program operation. Reference to Figure B-5 also suggests that client flow through the DSU is subject to extreme variation. This graph showing the number of clients receiving both counseling and drug screening shows an increase in the number of clients serviced in the second year of operations. Figure B-6 provides a breakdown of clients receiving either urine screening or drug counseling. Another interesting issue which is evident upon reference to Figure B-6 is the seasonal trend which shows referrals to grow in the fourth quarter (October - December) and decline drastically in the first quarter (January - March). This trend would suggest that future program operations might address determining the relationship between drug abuse and holiday activities. Perhaps the combination of holiday celebrations and rise in depression of those individuals for which the holiday season means loneliness might be related to the increase in DSU referrals.

Treatment Effectiveness:

With the intent of determining the effect of treatment provided by the DSU, a before-after assessment of client social stability was collected. The results of these comparisons suggest a significant improvement in client social stability is associated with referral to the DSU.

Figure B-7 is a percentage breakdown of client marital status before and after the client was referred to the DSU. Though the differences are not significant, referral to the DSU is apparently associated with a slight improvement in family stability.

Figure B-8 shows a dramatic improvement in client financial support after referral to the DSU. In addition to a 25 percent increase in the percentage of clients relying on own employment, a 32 percent drop in income from criminal activity was also evident. Figure B-9 describes reliance on public assistance before and after referral to the DSU. As evidenced in Figure B-8, an increase in self-support is associated with DSU treatment. Figure B-10 reflects student status and describes a ten percent increase in client education activity. Figure B-11 describes client degree attainment and shows a nine percent increase in high school GED degrees. Figure B-12 describes client living arrangements before and after referral to the DSU and shows a 19 percent decrease in the number of clients living with friends. This finding suggests that drug abuse is positively correlated with non-family living arrangements. Furthermore, in light of the general improvements in education, income, etc., already mentioned, which have occurred concurrently with the reduction in number of clients living with friends, drug treatment screenings in the future should definitely explore the type of living arrangement the prospective client currently has.

Figures B-13 and B-14 describe client employment status and average weekly income before and after referral to the DSU. Along with the significant decline in unemployment (32 percent), the average weekly income increased from \$112.00 to \$154.00. Of equal importance is the mode income before and after DSU referral. Before treatment, the mode income was \$0.00. After treatment, the mode income was \$125.00. This finding again reaffirms the economic advantage afforded by having drug treatment services programs.

Another objective of the drug services treatment program evaluation was to determine client attitudes regarding their participation in the program. Based on the assumption that a client's attitude would have a great degree of influence on the outcome of treatment, an attitude assessment instrument was developed to determine whether participation in the DSU programs cultivated client hostility. The instrument developed for this assessment used a Lickert-type format with a continuum ranging from one, which indicated the program had been extremely harmful, to five, which meant the client felt the program was extremely valuable. Below are the various issues cited in the instrument and the average of the client ratings for that issue.

Staying out of trouble	3.70
Getting along with others	3.45
Gaining and maintaining acceptable living situation	3.40
Avoiding criminal activity	3.75
Supporting dependents	3.33
Pursuing education/vocational goals	3.20
Staying off drugs	4.00
Accepting society's rules and regulations	3.70
Feeling good about yourself	3.95
Gaining and maintaining employment	3.25

These findings suggest that clients, for the most part, are ambivalent on issues concerning their participation in the program with the exception of their drug consumption activities and feeling good about themselves. Apparently, DSU clients feel that their participation in the program has some benefits and do not harbor discernible resentment. The improvement in social stability experienced by these clients is undoubtedly a factor in these attitudes.

Attention thus far has been directed towards the examination of the impact of referral to the DSU on client social stability. Another important "effect" issue is that of subsequent contact with the Criminal Justice System. A review of rearrest and failure to appear statistics show that the DSU experienced a 35 percent subsequent rearrest rate and a 0 percent failure to appear rate. Of those individuals arrested, 25 percent were arrested on drug related charges. The remaining rearrestees were arrested for crimes varying from driving while intoxicated to third degree assault. While the DSU rearrest rate suggests that its clients are not completely free of criminal involvement, consideration of the fact that 87 percent of all DSU clients had committed crimes prior to the offense responsible for their referral to the DSU provides valuable perspective. Had all DSU clients had no record of prior offenses, the 35 percent rearrest rate would suggest a significant program problem; yet in light of the 87 percent prior-arrest statistic, the 35 percent figure represents a 52 percent reduction. Of course, the limited time

frame of analyses (six months) precludes definitive interpretation, but nevertheless provides additional support for the finding that the DSU has proven to be an effective and valuable Criminal Justice System resource for dealing with offenders with drug related problems.

Drug Services Unit Cost:

The Drug Services Unit of the Community Based Corrections Program separated in 1977 with a budget of approximately \$95,375.00. Of that budget, 57.68 percent came from TASC funds, approximately 31.46 percent came from Community Based Corrections funds, 6.67 percent from NIDA funds, and 4.19 percent from grant-in-aid funds. With these funds, 72 individuals received intensive drug counseling, and 46 drug abuse evaluations were provided. For the purpose of examining the cost per unit of service associated with drug screening, drug counseling, and drug abuse evaluations, the following breakdown of DSU funding was used:

<u>SERVICE</u>	<u>PERCENT OF FUNDS</u>	<u>AMOUNT</u>
Drug Screening	45	\$42,918.75
Drug Counseling	45	42,918.75
Drug Abuse Evaluations	10	9,537.50

<u>SERVICE</u>	<u>AVERAGE COST PER CLIENT</u>	<u>AVERAGE COST PER CONTACT</u>
Drug Screening	\$596.09	\$ 29.80
Drug Counseling	\$504.93	\$ 84.16
Drug Abuse Evaluations	\$207.34	\$ N/A

Upon review of cost associated with each client, it becomes apparent that the fixed costs associated with maintaining the DSU operation are responsible for the resulting high cost per client. Should the client flow increase in the drug screening services, each new client would reduce the average cost per client by over \$7.00. If the client load was increased by 50 individuals in drug screening, an average cost per client of \$246.00 would result. Since an increase in client flow for drug screening services would not require a significant increase in staff time, this program element would be the most appropriate intervention point for efforts attempting to improve DSU cost effectiveness.

Systemic Perspective:

Two elements of the DSU were specifically addressed by the Community Based Corrections' three-year survey. Figure B-15 contains information describing criminal justice system ratings of the drug screening service. Figure B-16 contains the average ratings of the drug counseling service. The drug screening service, despite an overall positive assessment, experienced a non-significant decline in ratings between 1976 and 1978. Due to the small decline, the influence of chance factors cannot be

discounted. Those issues most instrumental in the rating decline were deterrence and duplication. Those Criminal Justice System elements rating the drug screening service as highly redundant were law enforcement personnel and jailers. Since no other drug screening service exists within Clark County, attention should be devoted toward informing other Criminal Justice System elements about the unique nature of the drug screening service in Clark County.

The reduction in program deterrence ratings can be attributed primarily to law enforcement personnel. Here again, the need for greater communication between CBC programs and law enforcement personnel is evident.

Ratings of the drug counseling services available through the DSU reflect a non-significant increase between 1976 and 1978. In spite of this increase, the drug counseling average ratings for the three-year period ending in 1978 are of a negative nature. The most significant issues responsible for this somewhat negative overall rating are duplication and deterrence. These negative assessments are found in all elements of the Clark County Criminal Justice System. Though the average ratings are slightly under the rating range and continuum mid-point, they nevertheless underscore the need for the DSU to establish better rapport with the Criminal Justice System they are part of.

Conclusions

1. The Drug Services Unit would be able to bring about significant reductions in the average cost associated with the

treatment of each client through additional use of the drug screening service.

2. Attention need be directed towards the development of better rapport between the Drug Services Unit and those elements of the Clark County Criminal Justice System most likely to come into contact with clients having drug abuse related problems. Specific attention needs to be devoted to informing law enforcement personnel of program activities.

3. The distinction between Drug Services client counseling and other treatment alternatives in the community needs to be emphasized and disseminated among elements of the Criminal Justice System.

4. In light of recent evidence describing the ever-growing problem associated with the abuse of prescription drugs, the DSU staff needs to review their preparedness for dealing with that variety of drug abuse and initiate an information dissemination campaign for the Clark County Criminal Justice System to teach them how to detect prescription drug abuse. Such an activity would serve to increase utilization of drug service resources while reducing the average treatment cost per client.

5. The possibility of the Drug Services Unit expanding its area of expertise to include alcohol referral would dovetail well with efforts to effectively reach the majority of alcohol abusing clients in the misdemeanor probation unit.

6. Further examination into the relationship between living arrangements and drug abuse is warranted by the significant drop

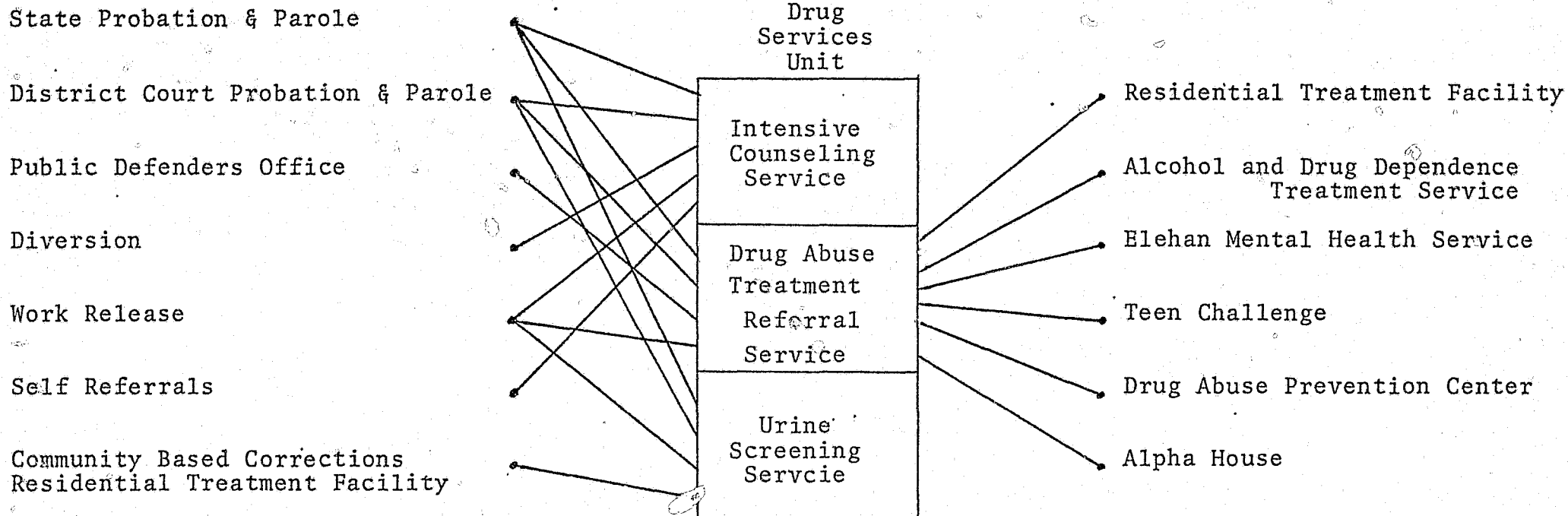
in "living with friend" arrangements associated with DSU clients who no longer abuse drugs.

7. Had clients referred to the DSU not terminated their drug consumption habits, approximately 1.5 million dollars would have been spent by these individuals to purchase drugs in the course of a year.

8. The Clark County drug problem appears to vary according to season, with a peak in drug related arrests occurring before Christmas followed by an extreme decline in January and February.

APPENDIX

REFERRAL NETWORK FOR COMMUNITY BASED CORRECTIONS
DRUG SERVICES UNIT



Annual Total Budget:

State Funds-	\$ 30,000	31.46%
TASC Funds -	\$ 55,000	57.68%
NIDA Funds -	\$ 6,375	6.67%
Grant in Aid	\$ 4,000	4.19%
Total	\$ 95,375	

Figure B-2

DRUGS USED PRIOR TO BEGINNING CBC PROGRAM

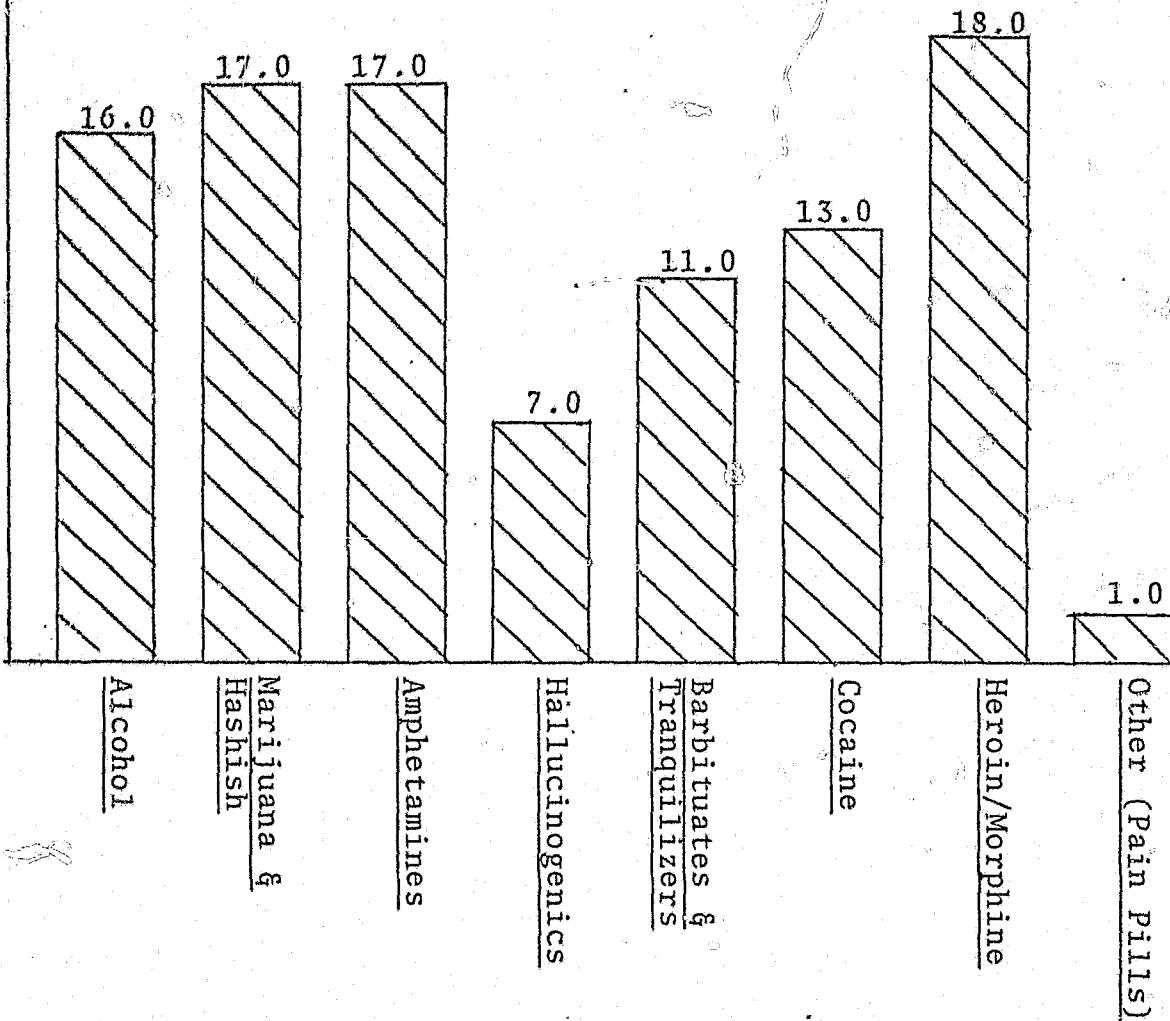
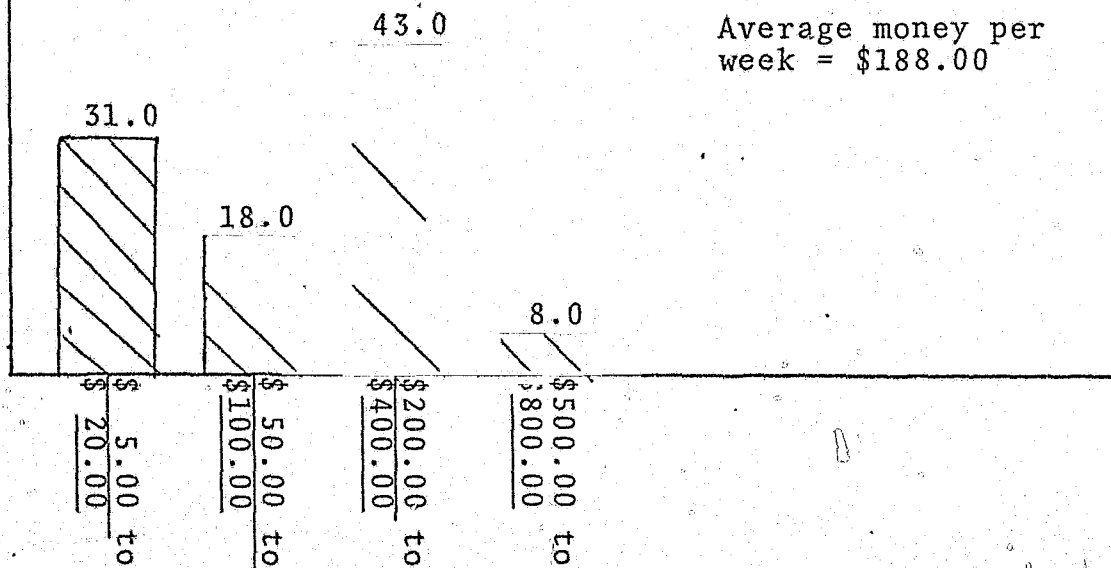


Figure B-3

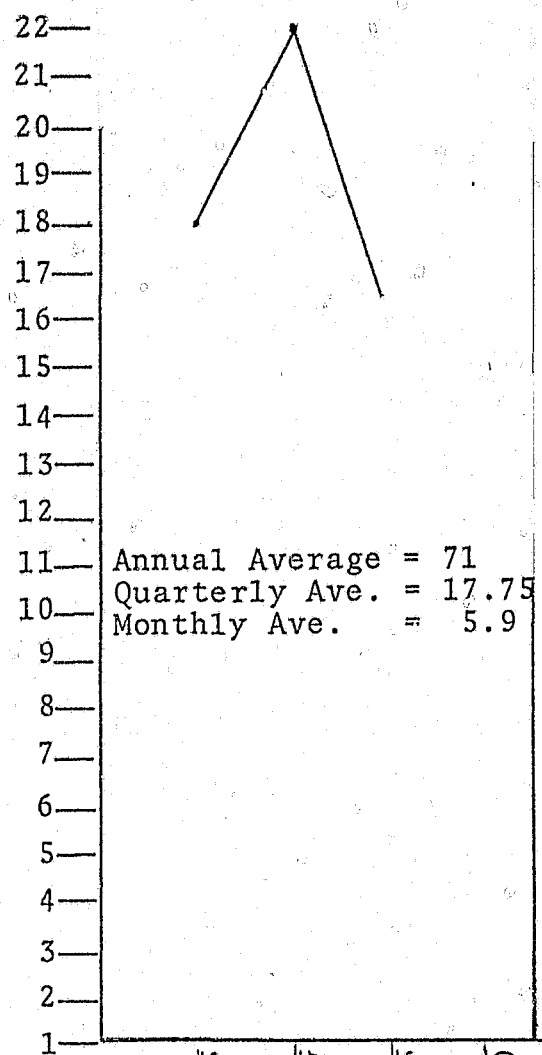
AMOUNT OF MONEY PER WEEK USED TO PURCHASE DRUGS PRIOR TO BEGINNING CBC PROGRAM



DRUG

Drug Abuse Evaluations
For Pre-Sentence Reports

Total # of Evaluations = 117



Annual Average = 71
Quarterly Ave. = 17.75
Monthly Ave. = 5.9

Annual Average = 46
Quarterly Ave. = 11.5
Monthly Ave. = 3.8

- Oct. 1 - Dec. 31, 1977
- July 1 - Sept. 30, 1977
- April 1 - June 30, 1977
- January 1 - March 31, 1977
- Oct. 1 - Dec. 31, 1976
- July 1 - Sept. 30, 1976
- April 1 - June 30, 1976
- January 1 - March 31, 1976

DRUG

Receiving Weekly Urine Scans and Counseling

64
62
60
58
56
54
52
50
48
46
44
42
40
38
36
34
32
30
28
26
24
22
20
18
16
14
12
10
8
6
4
2
0

Annual Average = 138
Quarterly Ave. = 34.5
Monthly Average = 11.5

Annual Average = 161
Quarterly Ave. = 40.25
Monthly Ave. = 13.4

Jan. 1 - March 31, 1976

April 1 - June 30, 1976

July 1 - Sept. 30, 1976

Oct. 1 - Dec. 31, 1976

Jan. 1 - March 31, 1977

April 1 - June 30, 1977

July 1 - Sept. 30, 1977

Oct. 1 - Dec. 31, 1977

CONTINUED

1 OF 3

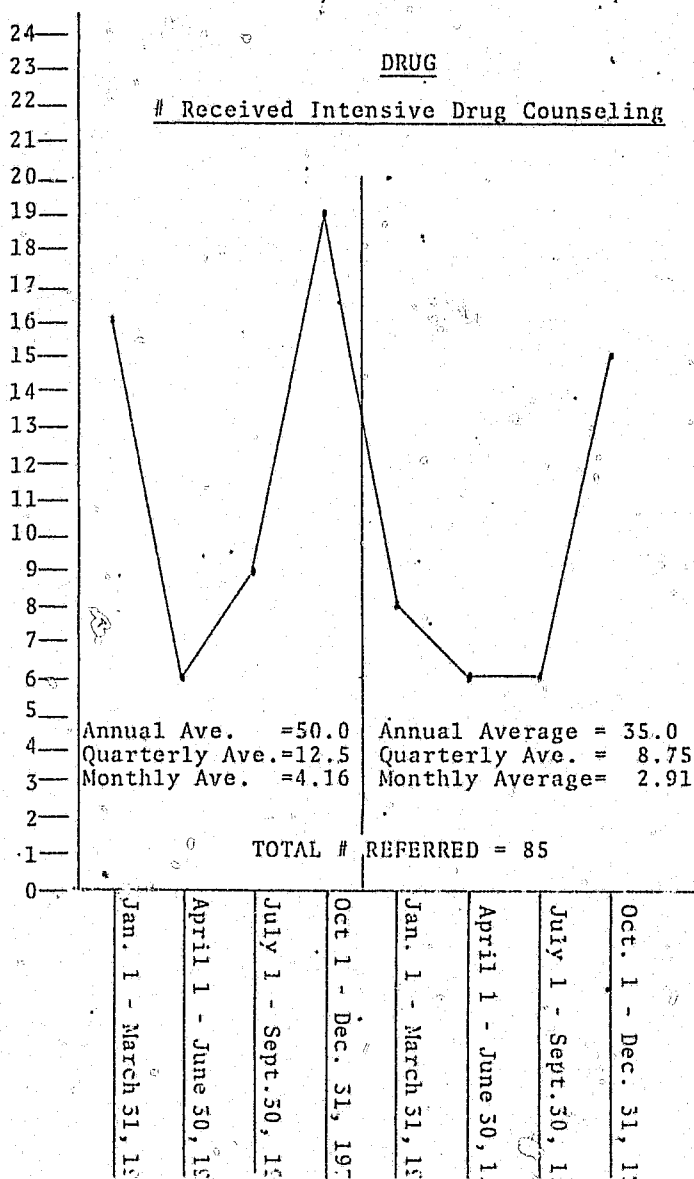
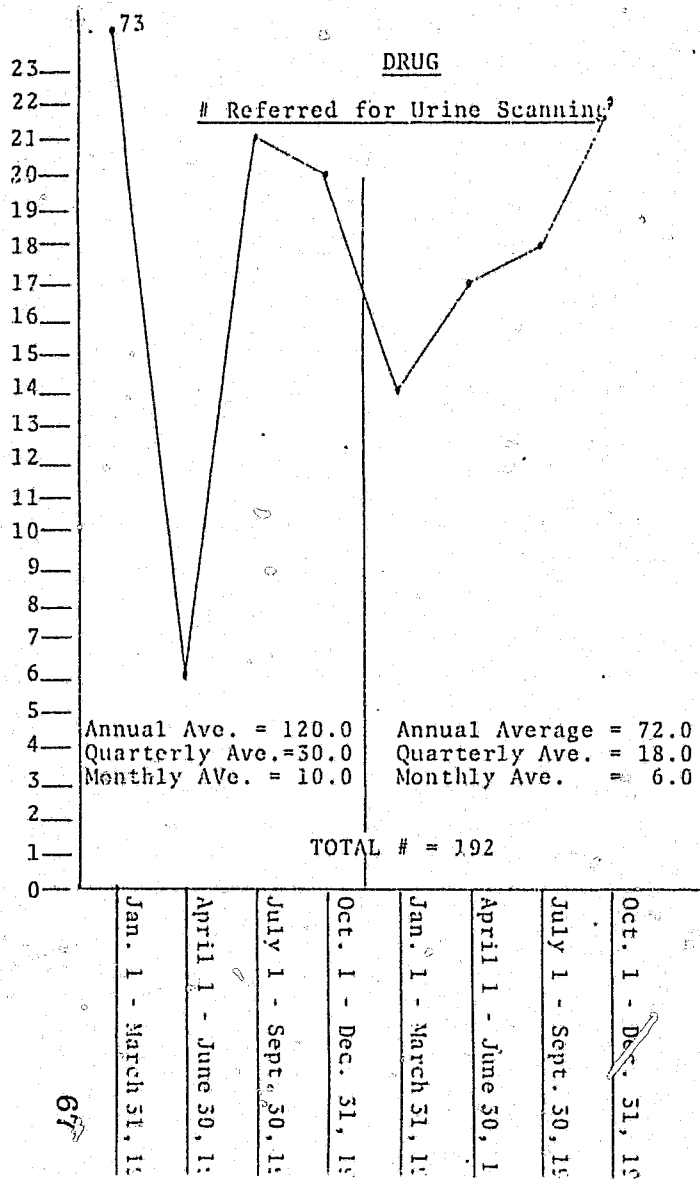


Figure B-6

B-6

Figure B-7

Percentage Breakdown of:
Client Marital Status Before and After
Entering C.B.C. Drug Program

	BEFORE	AFTER
Single	52.0	47.0
Married	30.0	35.0
Separated	4.0	4.0
Divorced	9.0	9.0
Widowed	0.0	0.0
Common-law Marriage	5.0	5.0
Homosexual Alliance	0.0	0.0
Other	0.0	0.0

Percentage Breakdown of:
 Client Primary Income Source Before and
 After Entering C.B.C. Drug Program

	BEFORE	AFTER
None	6.0	4.0
Own Employment	35.0	60.0
Spouse Employment	3.0	12.0
Family	3.0	7.0
Comp. Benefits or Retirement	3.0	12.0
Inheritance or Investments	6.0	0.0
Public Assistance	6.0	5.0
Criminal Activity	32.0	0.0
Other Individual	6.0	0.0

Percentage Breakdown of:
 Client Public Assistance Before and After
 Entering C.B.C. Drug Program

Figure B-9

	BEFORE	AFTER
None	75.0	87.0
Self Only	15.0	9.0
Dependents Only	0.0	0.0
Self and Dependents	5.0	4.0
Dependent on recipient of P.A.	5.0	0.0

Percentage Breakdown of:
 Client Student Status Before and After
 Entering C.B.C. Drug Program

Figure B-10

	BEFORE	AFTER
NOT A Student	95.0	85.0
Full-time Student	0.0	10.0
Part-time Student	5.0	5.0

Percentage Breakdown of:
 Client Diplomas and Degrees Before and
 After Entering C.B.C. Drug Program

	BEFORE	AFTER
None	32.0	23.0
High School Equivalency (GED)	14.0	23.0
High School	45.0	45.0
Special Trade	9.0	9.0
Associate of Arts	0.0	0.0
BA/BS	0.0	0.0

Percentage Breakdown of:

Client Living Arrangements Before and
 After Enterring C.B.C. Drug Program

	BEFORE	AFTER
Living Alone	14.0	18.0
Living w/Spouse and Children	27.0	32.0
Living with Children	0.0	0.0
Living with Parents	18.0	23.0
Living With Friends	27.0	4.0
Other	14.0	23.0

Percentage Breakdown of:
 Client Employment Status Before and
 After Entering C.B.C. Drug Program

	BEFORE	AFTER
Unemployed/ Laid Off	59.0	27.0
Employed Full-time	41.0	55.0
Employed Part-time	0.0	0.0
Unemployable Due to Handicap	0.0	4.0

Figure B-14

WEEKLY INCOME BEFORE AND AFTER DRUG PROGRAM

	BEFORE	AFTER
Mean	\$112.00	\$154.00
Median	\$125.00	\$125.00
Mode	\$ 0.00	\$125.00

CRIMINAL JUSTICE SYSTEM AVERAGE RATINGS OF THE CLARK COUNTY
COMMUNITY BASED CORRECTIONS DRUG SCREENING

ISSUE	RANGE		1976	1977	1978	Three-year Average
Program Effectiveness	Highly Effective Not Effective At All	5 1	3.17	3.45	3.35	3.32
Cost Benefit	Worth Expenditure. Not Worth Expenditure	5 1	3.52	3.60	3.44	3.52
Deference	Highly Effective No Impact	5 1	3.17	3.27	3.08	3.17
Duplication	No Duplication. Highly Duplicative	5 1	3.80	3.67	3.92	3.46
Contribution to Economic & Social Success of Client	Highly Effective Little Effective	5 1	3.02	3.13	3.16	3.10
Program Average	Positive Assessment Negative Assessment	5 1	3.34	3.42	3.19	3.30

73

CRIMINAL JUSTICE SYSTEM AVERAGE RATINGS OF THE CLARK COUNTY
COMMUNITY BASED CORRECTIONS DRUG COUNSELING

ISSUE	RANGE		1976	1977	1978	Three-year Average
Program Effectiveness	Highly Effective Not Effective At All	5 1	2.94	2.93	2.87	2.91
Cost Benefit	Worth Expenditure Not Worth Expenditure	5 1	3.27	3.12	3.26	3.22
Deference	Highly Effective No Impact	5 1	3.05	2.73	2.80	2.86
Duplication	No Duplication Highly Duplicative	5 1	2.45	2.08	3.02	2.52
Contribution to Economic & Social Success of Client	Highly Effective Little Effective	5 1	3.02	2.78	3.13	2.98
Program Average	Positive Assessment Negative Assessment	5 1	2.95	2.73	3.02	2.90

ALTERNATIVE COMMUNITY SERVICES

EVALUATION SUMMARY

ALTERNATIVE COMMUNITY SERVICES

Unit Operation and Effectiveness (1977):

Total number of referrals - 968
Percent placed at community work site - 98.66
Percent successfully completing service - 95.87
Percent failing to complete service - 4.13

Unit Costs:

Approximate program budget - \$20,000.00
Total value of community services in 1977- \$41,900.00*

Conclusions:

1. The network of organizations eligible to receive ACS referrals need be examined with the intent of identifying additional sites for ACS placement and services that represent a meaningful use of offender community service potential.
2. Greater attention need be directed toward informing Clark County law enforcement personnel of the nature and potential use of the ACS program.
3. An ongoing dialogue between the ACS unit and the Clark County Criminal Justice System need be undertaken to remedy misunderstandings of the use and benefit of ACS service.

ALTERNATIVE COMMUNITY SERVICES

The Alternative Community Services Unit (ACS) is a community based corrections operation that was initiated to provide a means of working off fines for those individuals unable to afford payment. The program consists of one counselor who interviews all potential clients and refers them to an appropriate public or non-profit agency where their fines may be worked off at a credit rate of \$3.00 per hour. Prior to this program, those individuals unable to afford payment of their fines were frequently sentenced to jail at taxpayers' expense. Decisions regarding referral to the ACS program are made by district court judges. In the following evaluation report, ACS operations will be discussed in a context of the perceived value of the program by those agencies receiving referrals from the ACS and the Clark County criminal justice system. On the basis of the information detailed in that discussion, a list of suggestions will be offered concerning alternative strategies for improving ACS operations in the future.

Unit Operation

In 1977 the Alternative Community Services Unit received a total of 968 referrals. Of this number, 98.66% were placed at a community work site, 95.87% successfully completed payment of their traffic fines, and 4.13% of the individuals failed to fulfill their ACS responsibility. A total of 15,800 hours of

community service work was completed in 1977. Reference to Figure C-1 provides an overview of ACS operation since its inception in August of 1975. As is evident upon reference to this graph, a decline in total client activity occurred in 1977. This decline was due in part to changes in the record keeping system. Along with this decline, a concurrent decline in the average number of failures each month is also evident. This finding suggests that concurrent with the reduction in unit operation, there has been an improvement of unit effectiveness. Reference to Figure C-2 provides a three-year overview of the number of community service hours supervised by the ACS unit. Due to the one-to-one relationship between the number of people referred to the program and the number of hours of service provided, the decline in unit operation resulted in a non-significant drop in the number of community service hours provided in 1977.

Unit Costs:

Funding for the ACS unit in 1977 was slightly more than \$20,000. With these funds, approximately \$41,900 in community service activity was provided (based on a rate of \$3.00 per community service hour). As with the total number of community service hours generated in 1977, community service savings are a function of the number of individuals referred to the program. Therefore, the drop in the total community saving evidenced in

Figure C-3 is not necessarily an indicator of reduced program effectiveness. It nevertheless underscores the relationship between cost effectiveness and client flow and suggests that a direct relationship exists between community savings and the number of clients referred to the ACS unit.

Referral Network Assessment:

With the intent of identifying the adequacy of the relationship between the ACS unit and those agencies receiving the ACS referrals, a survey was distributed to all appropriate agencies in 1977 and early 1978. The results of these surveys suggest the ACS to be a highly valued criminal justice system program that could benefit from additional program refinement. Reference to Figure C-4 provides a two-year comparison of the results of the ACS network survey. Despite a slight drop in several rating categories, the overall rating average rose slightly in 1977. This slight improvement is primarily the result of greater satisfaction with referrals keeping their appointments.

Close examination of this comparison suggests that though agencies receiving ACS referrals felt that service quality and program effectiveness were lacking, they wanted more referrals than they received (i.e., service quality ratings reflect a distinct decline in 1977). This inconsistency becomes understandable after considering comments made in response to a request for suggestions that was included in both surveys. These comments indicate that those agencies receiving referrals, for the most part, value the ACS but feel that it affords offenders

a means of "beating the system." In addition, they feel that ACS staff should be more willing to provide on-site supervision of those offenders referred. In other words, agencies would like ACS staff to do more than simply provide personnel to help with agency projects. The fact that this consensus was not evident in the first year survey suggests that as the novelty of the ACS program wore off, agency expectations grew. Support for this argument is found upon reference to the issue of whether requests for service were followed up in a timely fashion. Despite an increase in ratings, a concurrent improvement in quality assessment was not found. The possibility that a saturation effect may be occurring within the Clark County public and non-profit agency network for ACS referrals must definitely be examined. Apparently the perceived utility of the ACS program is dependent on the availability of jobs that may be meaningfully carried out by ACS referrals. As the number of such jobs is decreased over time by the cumulative impact of ACS referrals, the ACS value to the public and non-profit agency network diminishes. If this is the case, effort should be directed in the future towards expansion of the network eligible to receive ACS referrals. Then, as the demand for ACS services grows, an increase in the perceived utility of the ACS service should occur along with an improvement of agency evaluations.

Clark County Criminal Justice System Assessment:

Reference to Figure C-5 provides a three-year overview of criminal justice system ratings of the ACS unit. Despite the

negligible decline evidenced in 1978, the ACS unit is consistently rated as one of the best Community Based Corrections programs. Reference to the ratings associated with the deterrence effect of referral to the ACS program suggests that criminal justice system professionals feel the program to have little influence over recidivism. When this rating is viewed in light of the fact that the ACS program was primarily intended to assist economically disadvantaged offenders rather than prevent future offenses, the low deterrence rating is consistent with a knowledgeable understanding of the ACS unit. The slight decline in program ratings in 1978 appears to be associated with the growing awareness that the ACS is no longer restricted to the economically disadvantaged and as was found in the agency questionnaire, this occurrence had cultivated the opinion that the ACS provides a means of "beating the system." Clearly the need for greater interaction between ACS staff and the criminal justice system is evident. In the course of these dialogues, attention should be directed toward informing law enforcement personnel of the program and how it can be used. This will allow these individuals responsible for enforcing traffic laws to deal with complaints regarding undue hardships as they arise.

Conclusions:

1. The network of organizations eligible to receive ACS referrals need be examined with the intent of identifying additional sites for ACS placement and services that represent a meaningful use of offender community service potential.

2. Greater attention need be directed toward informing Clark County law enforcement personnel of the nature and potential use of the ACS program.

3. An ongoing dialogue between the ACS unit and the Clark County Criminal Justice System need be undertaken to remedy misunderstandings of the use and benefit of ACS service.

APPENDIX

ALTERNATIVE COMMUNITY SERVICE

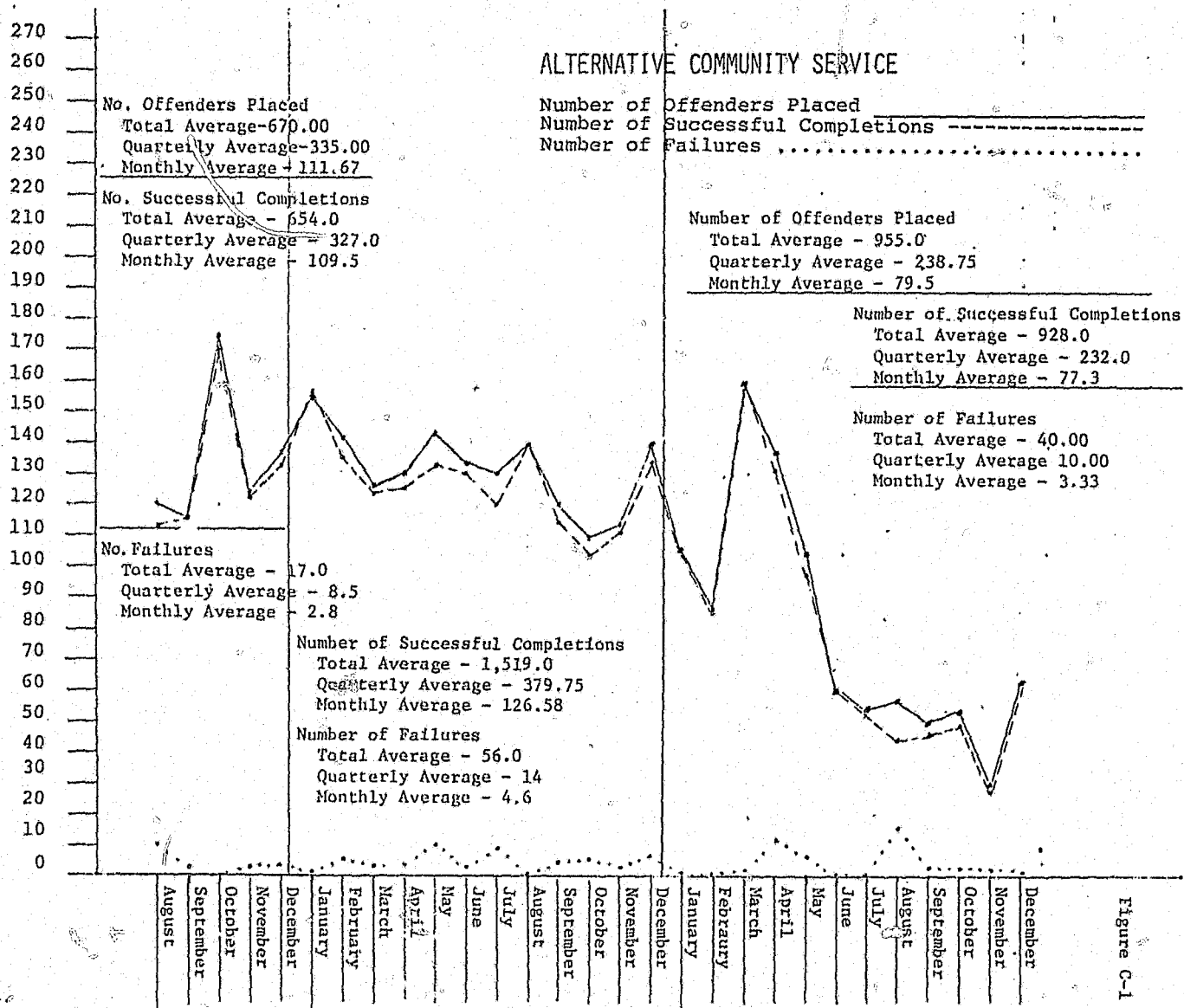


Figure C-1

ALTERNATIVE COMMUNITY SERVICES
HOURS OF WORK COMPLETED

83

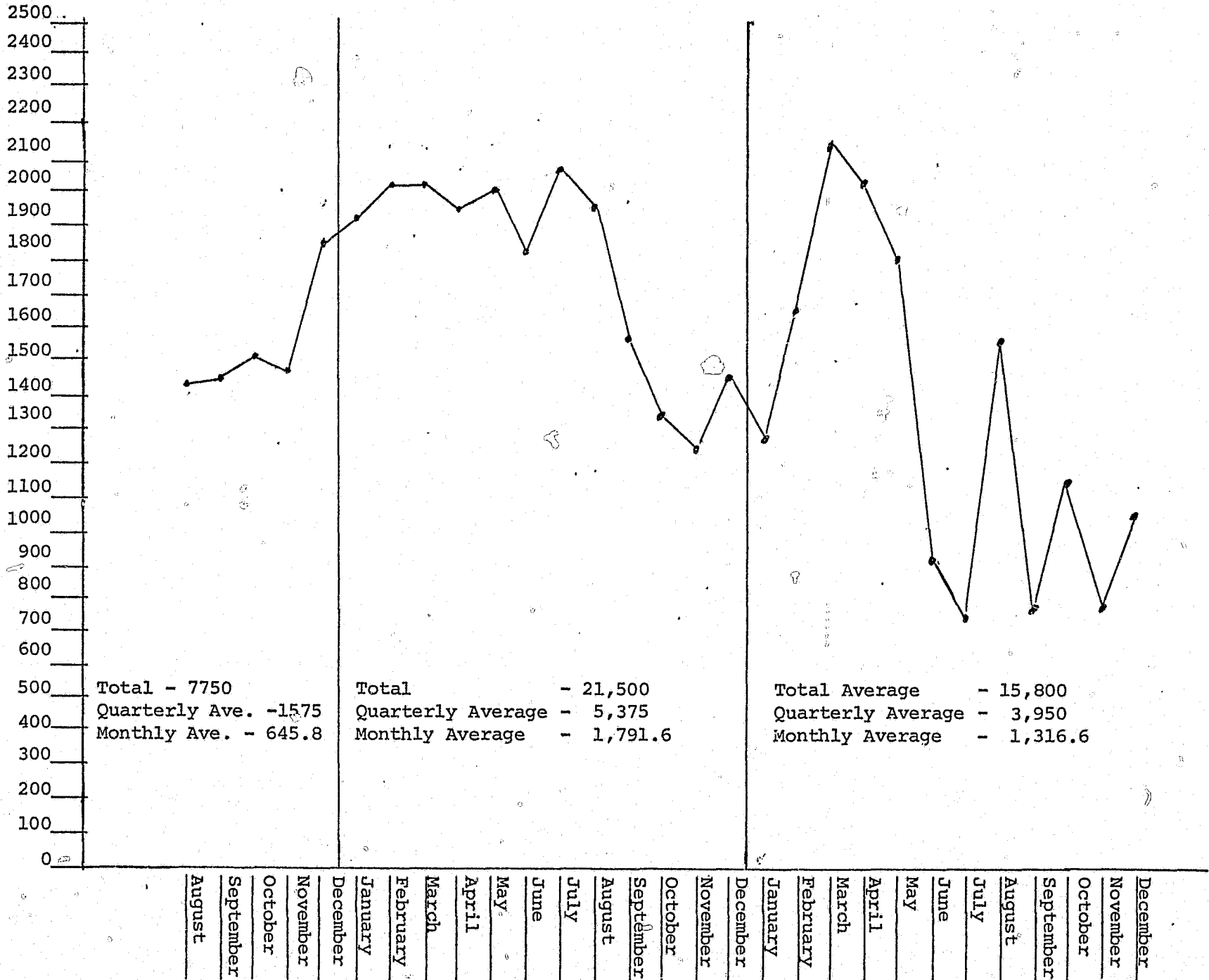


Figure C-2

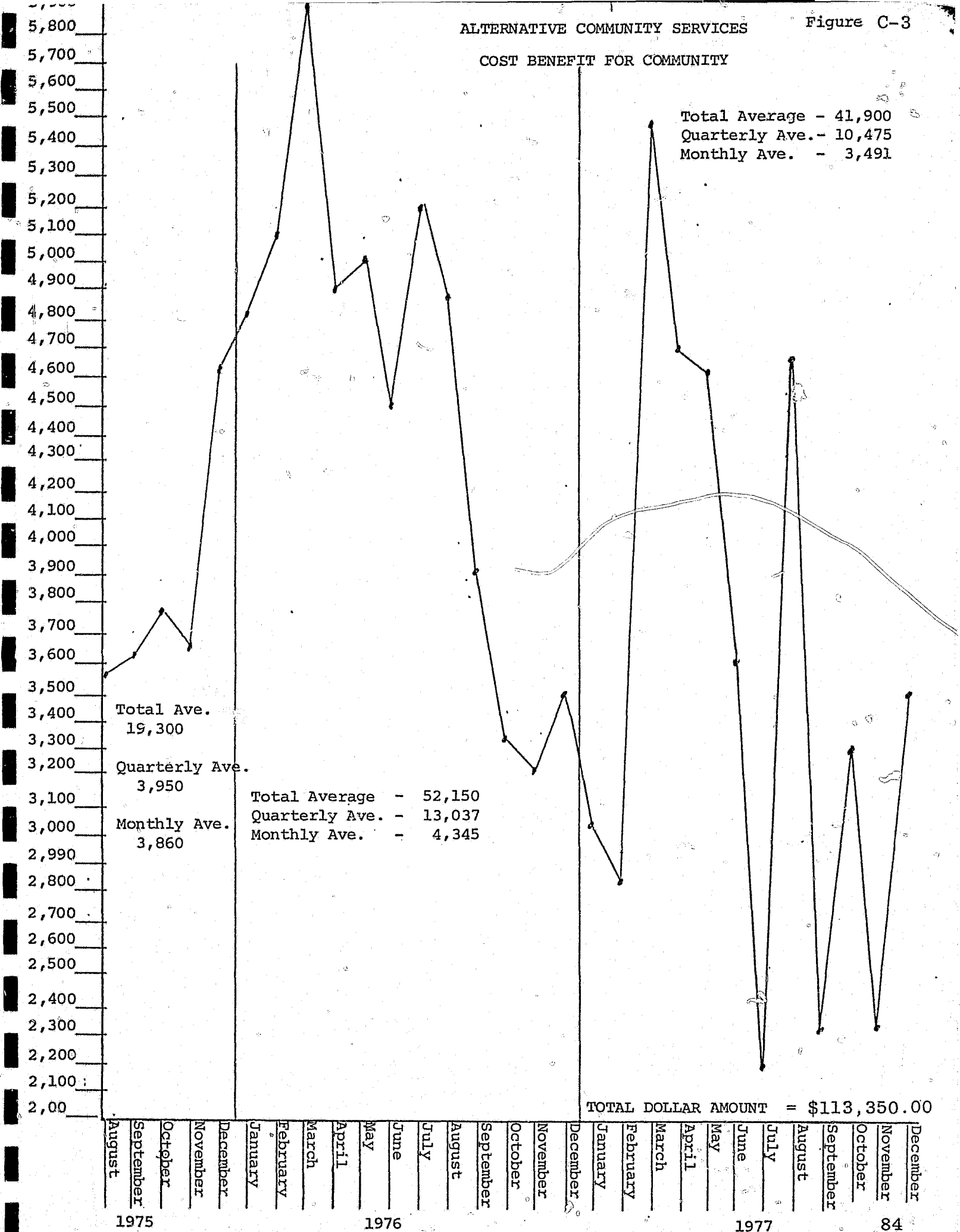
COST BENEFIT FOR COMMUNITY

Total Average - 41,900
 Quarterly Ave. - 10,475
 Monthly Ave. - 3,491

Total Ave. - 19,300
 Quarterly Ave. - 3,950
 Monthly Ave. - 3,860

Total Average - 52,150
 Quarterly Ave. - 13,037
 Monthly Ave. - 4,345

TOTAL DOLLAR AMOUNT = \$113,350.00



COMPARISON OF FIRST AND SECOND YEAR RESULTS

OF THE ACS REFERRAL NETWORK

FIRST-YEAR SURVEY

SECOND-YEAR SURVEY

Issue	Agree	Don't Know	Disagree	Agree	Don't Know	Disagree
Satisfactory Communication	100%	----	----	93.3%	6.7%	----
Agreement with ACS Philosophy	95%	5%	----	93.3%	6.7%	----
Requests followed-up in timely fashion	82%	6%	12%	85.6%	7.2%	7.2%
Service Quantity Satisfactory	95%	----	5%	85.6%	7.2%	7.2%
Service Quality Satisfactory	100%	----	----	78.5%	----	21.5%
Does ACS Save You Money?	53%	----	47%	66.6%	13.3%	20 %
Referrals keep Appointments	18%	----	82%	66.7%	6.7%	26.6%
Program is Effective	90%	10%	----	73.3%	13.3%	13.3%
Will Accept Another ACS Referral	95%	5%	----	86.6%	13.4%	----
TOTAL	80.88%	2.89%	16.23%	81.05%	8.28%	10.66%

CRIMINAL JUSTICE SYSTEM AVERAGE RATINGS OF THE CLARK COUNTY
COMMUNITY BASED CORRECTIONS ALTERNATIVE COMMUNITY SERVICES

ISSUE	RANGE	AVERAGE RATING			THREE-YEAR AVERAGE
		1976	1977	1978	
Program Effectiveness	Highly Effective 5 Not Effective At All 1	3.85	3.73	3.49	3.69
Cost Benefit	Worth Expenditure 5 Not Worth Expenditure 1	3.96	3.94	3.83	3.91
Deferrance	Highly Effective 5 No Impact 1	3.00	2.89	2.76	2.88
Duplication	No Duplication 5 Highly Duplicative 1	3.18	3.03	3.10	3.10
Contribution to Economic & Social Success of Client	Highly Effective 5 Little Effective 1	3.32	3.59	3.11	3.34
PROGRAM AVERAGE	Positive Assessment 5 Negative Assessment 1	3.46	3.44	3.26	3.38

EMPLOYMENT COUNSELING SERVICE

EVALUATION SUMMARY

EMPLOYMENT COUNSELING SERVICE

Client Characteristics (1977):

90% male

10% female

56% Between ages of 18 and 24

28% Between ages of 25 and 30

16% Between ages of 31 and 40

Average number of months unemployed: 6.69

70% of all referrals were unskilled laborers before coming to program

30% clients referred from Misdemeanant Probation

28% clients referred from State Probation and Parole

29% clients committed misdemeanor offenses

71% clients committed felony offenses

Unit Operations (1977):

163 felony offenders were referred to program; 81% or 133 were successfully placed

64 misdemeanor offenders were referred to program; 57% or 37 were successfully placed

1977 unit operations were characterized by a 35% decline in client referral to the program

Unit Effectiveness (1977):

69% of all clients were successfully placed. Thirty-three days on the average elapsed between first contact and employment

78% of clients placed were placed on full time employment.

22% of clients placed were placed on part time employment.

Average number of job terminations was 15 per 100 clients.

Unit Costs:

Approximate total budget: \$28,000.00

Average cost per placement: \$123.35

Average cost per placement by private agency of comparable individuals: \$328.20

Conclusions:

1. Attention need be directed towards the referral activity of misdemeanor offenders to the Employment Counseling Unit.
2. A dialogue with prosecuting and defense attorneys and State Probation and Parole staff need be initiated to develop better rapport between those criminal justice elements and the Employment Services Unit.
3. Use of volunteers to assist with employment counseling should be considered in light of the time required in accompanying clients to employment interviews. This would free more of the counselors' time for motivational counseling and job development.
4. A system for continuing monitoring of employment unit clients after placement might reduce the number of job terminations associated with client employment activity.
5. Successful employment clients might be recruited to assist with the placement of clients and job development activities. This activity would serve to provide employment models for both clients and potential employers.
6. Criteria need be implemented which limit the number of times a client may request service from the employment unit. This would allow unit resources to be devoted to high probability placements rather than be dissipated on established failures.

EMPLOYMENT COUNSELING

The Employment Counseling Unit of the Clark County Community Corrections program provides vocational testing, motivational counseling, and job placement services for both felony and misdemeanor offenders. Since its inception in August of 1975, it has provided assistance to 772 individuals attempting to gain employment and who were referred from an element of the Clark County Criminal Justice System. The following evaluation report will provide: a description of the clients this program serves; an overview of this unit's operation since its beginning; a review of the unit's effectiveness in 1977 within a context of total unit activity since 1975; a discussion of the assessment of the Employment Services Unit by the Clark County Criminal Justice System; and end with a list of conclusions developed on the basis of the information contained in this report.

Employment Counseling Clients:

Over 90% of the clients referred to the Employment Counseling Unit are men. Fifty-six percent of these individuals are between the ages of 18 and 24; 28 percent are between the ages of 25 and 30; and 16 percent are between the ages of 31 and 40. Figure D-1 provides additional information describing the

employment history of Employment Counseling clients. Reference to the 6.69-month average of unemployment characterizing these clients indicates that the majority of clients were unemployed at the time of the offense that brought them into contact with the Criminal Justice System. Figure D-2 provides an overview of the referral activity into the Employment Counseling Unit. Of special significance is the fact that approximately 58 percent of the referrals are from either the State Probation and Parole Office or the Misdemeanant Probation Office. Figure D-3 describes the number of felony and misdemeanor referrals to the Employment Unit. In 1975, there was a 50-50 mix of felony and misdemeanor referrals. In 1977, over 70 percent of the Employment Counseling clients had committed felony offenses. Reference to the total number of clients referred to the program in each year of its operation suggests that this change in mix of felony and misdemeanor referrals occurred because of a reduction in the number of misdemeanor referrals rather than a change in unit orientation. The average number of prior convictions for Employment Counseling Unit clients was 2.34.

Employment Unit Operations:

Figure D-4 provides a description of unit activity since August of 1975. Between that time and June of 1976, Employment Unit operations were characterized by an ever-increasing client load. In July of 1976, an extreme decline in client flow through the unit began, and following that quarter, unit operations have

somewhat stabilized. Reference to Figure D-5 provides an overview of referral placement since August of 1975. As with client referral activity, a dramatic increase followed by a significant decline characterizes referral placement. Reference to Figure D-6 provides an explanation for this fluctuating unit operation. The dramatic decline in unit activity took place in 1976 after which unit operations stabilized at a level which has been maintained to the present. In 1976, approximately 94 percent of all misdemeanor referrals and 97 percent of all felony referrals successfully found employment. In other words, the Employment Counseling Unit virtually worked itself out of a job and in doing so, reduced the client flow into the program by almost 50 percent. Had the percentage of successfully placed clients not been as high as it was, alternative explanations such as diminished unit credibility or poor performance would have to be considered. In light of the exemplary placement success of 1976, it would appear that either the number of available jobs in the area are diminishing or the majority of clients who could be successfully placed in any job have been. The relatively low percentage of misdemeanor placements could be affected by the large number of alcoholics usually supervised by the CBC program.

Unit Effectiveness:

In 1977, the Employment Counseling Unit successfully placed approximately 69 percent of all clients referred to the unit. The average elapsed time between the first contact and employment is 33 days. When this figure is contrasted with the twenty-day

elapsed period between first contact and employment characterizing the Employment Services Unit in 1976, it appears that either job placements are becoming more difficult to arrange or a saturation effect has occurred. Future evaluation efforts need address this possibility. Of those clients placed by the Employment Service Unit, 22 percent were placed on part-time jobs, while 78 percent found full-time employment. The average number of job terminations for clients placed by the Employment Unit was slightly more than 15 terminations per 100 placements. Reference to Figure D-7 provides a description of the employment categories in which employment clients were placed. When this information is contrasted with the employment categories shown in Figure D-1 earlier, which represents the previous employment history of the client, a distinct decline in the percentage of unskilled jobs becomes apparent. The previous monthly salary of Employment Unit clients for the last job they had was \$642.00 per month. Compared with the monthly salary average of \$547.00 characterizing placements, a slight decline in income becomes evident. This drop can be explained due to the relatively short tenure of Employment Unit placements at the time of data collection and the fact that 22 percent of the client sample was working part-time.

Unit Costs (1977):

The approximate total budget for the Employment Services Unit in 1977 was \$28,000.00. With these funds, 227 individuals were

assisted in their attempts to obtain employment. Thus, an approximate average cost of \$123.35 per placement was found for the 1977 operation period. When this figure is compared with the average cost of placement for comparably skilled individuals by private employment agencies, \$328.20, a savings of approximately \$204.00 per client or \$46,500.95 for all clients serviced by the unit becomes apparent. This savings, when viewed in light of the fact that the majority of Employment Services clients have low incomes and payment of large placement fees represents a source of financial pressure, allows clients to devote more of their income to improving their living situations and therefore facilitates their attempts to stabilize their life situation. Given the high correlation between life stability and probability for committing a crime, the Employment Services Unit effectively impacts client recidivism.

Systemic Perspective:

Reference to Figure D-8 provides a three-year perspective of Clark County Criminal Justice System assessments of the Employment Counseling Unit. With the exception of the issue of duplication, the Employment Services Unit consistently received positive ratings by Criminal Justice System peers. Of pronounced distinction is the assessment of the Employment Unit's contribution to the economic and social success of the client. No other community based corrections program unit received such positive ratings for its impact of client social and economic stability. Another issue for which the Employment Services Unit received

somewhat low ratings was in the area of program effectiveness. This negative assessment can be primarily attributed to State Probation and Parole personnel and prosecuting and defense attorneys. Dialogues between the Employment Counseling Unit and these elements of the Criminal Justice System should serve to determine and remedy the problems responsible for this lowered assessment. Despite this one area of low assessment, the Employment Services Unit nevertheless represents one of the most positively valued programs in the community based corrections program.

Conclusions:

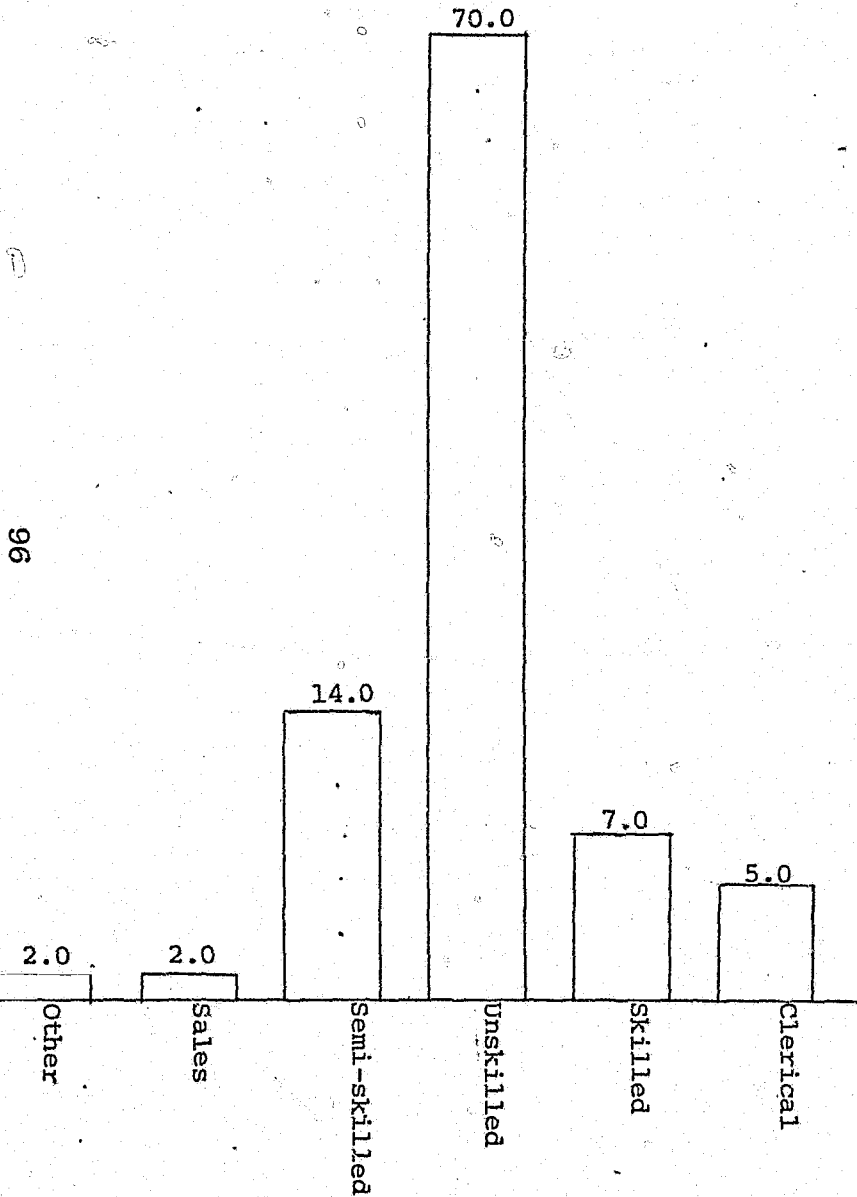
1. Attention need be directed towards increasing the referral activity of misdemeanor offenders to the Employment Counseling unit.
2. A dialogue with prosecuting and defense attorneys and State Probation and Parole staff need be initiated to develop better rapport between those criminal justice elements and the Employment Services Unit.
3. Use of volunteers to assist with employment counseling should be considered in light of the time required for accompanying clients to employment interviews. This would free more of the counselors' time for motivational counseling and job development.
4. A system for continuing monitoring of Employment Unit clients after placement might reduce the number of job terminations associated with client employment activity.
5. Successful employment clients might be recruited to assist with the placement of clients and job development activities. This

APPENDIX

activity would serve to provide employment models for both clients and potential employers.

6. Criteria need be implemented which limit the number of times a client may request service from the Employment Unit. This would allow unit resources to be devoted to high probability placements rather than be dissipated on established failures.

PREVIOUS JOB CATEGORY



Number of months on previous job

Average = 9.0

Previous Salary (monthly)

Average = \$642.00

Number of months unemployed

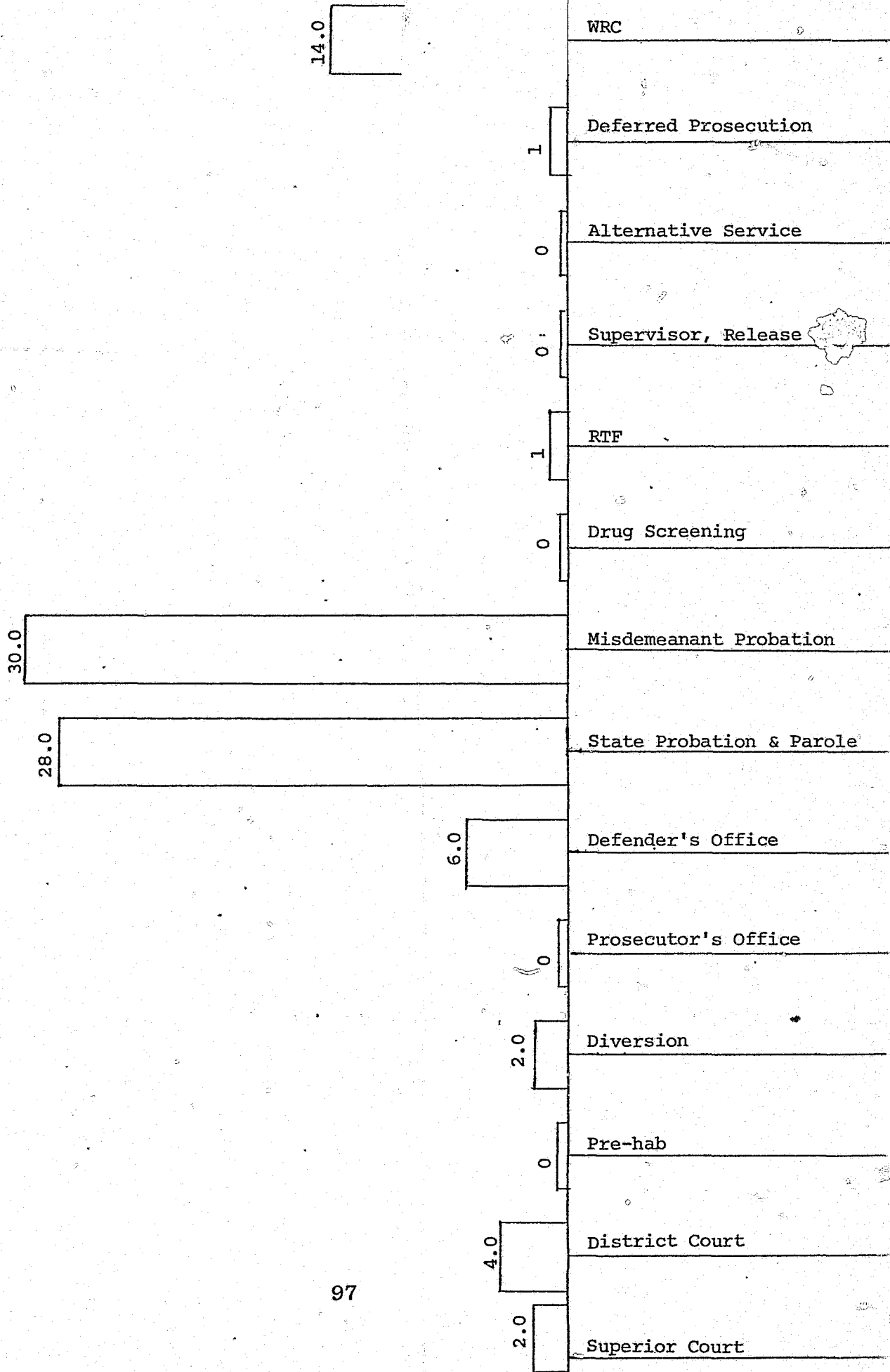
Average = 6.69

Current Income (weekly)

Average = \$114.20

EMPLOYMENT COUNSELING REFERRAL SOURCE

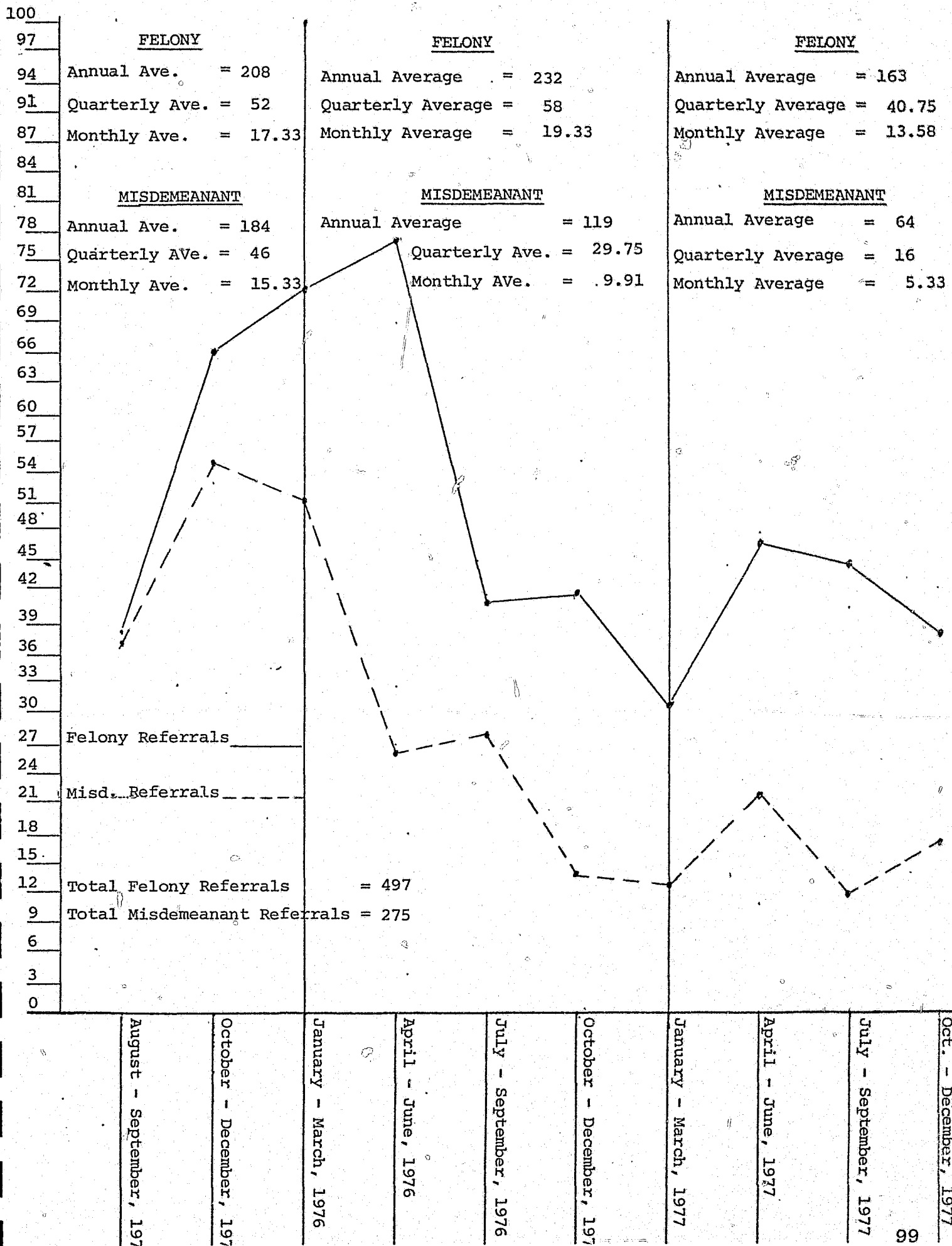
Figure D-2



PERCENTAGE BREAKDOWN OF Clients

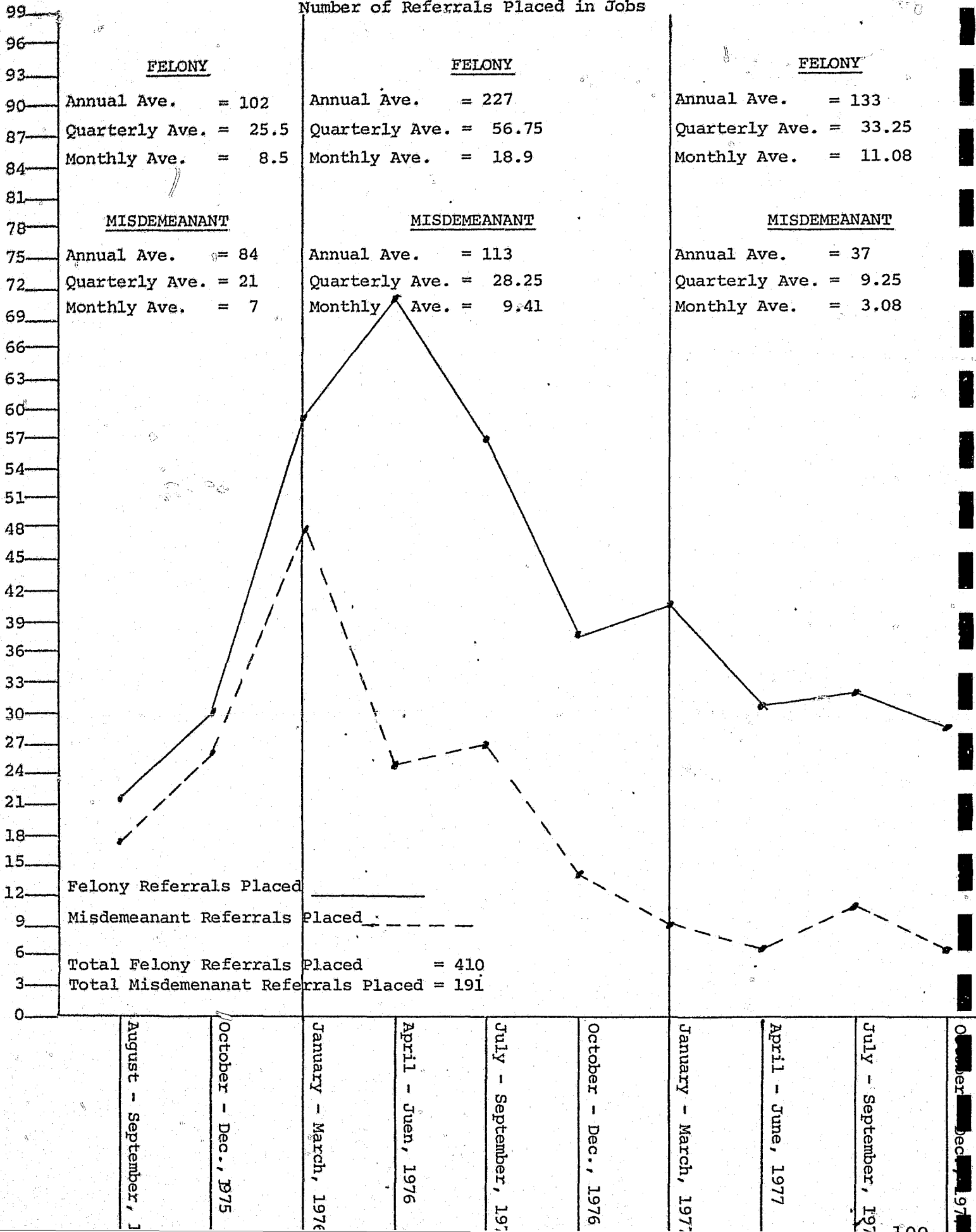
	<u>1975</u>	<u>1976</u>	<u>1977</u>
Total Number	392	351	227
Misdemeanant	46%	34%	29%
Felony	54%	66%	71%

TOTAL REFERRALS TO EMPLOYMENT SERVICES UNIT



EMPLOYMENT

Number of Referrals Placed in Jobs



EMPLOYMENT COUNSELING

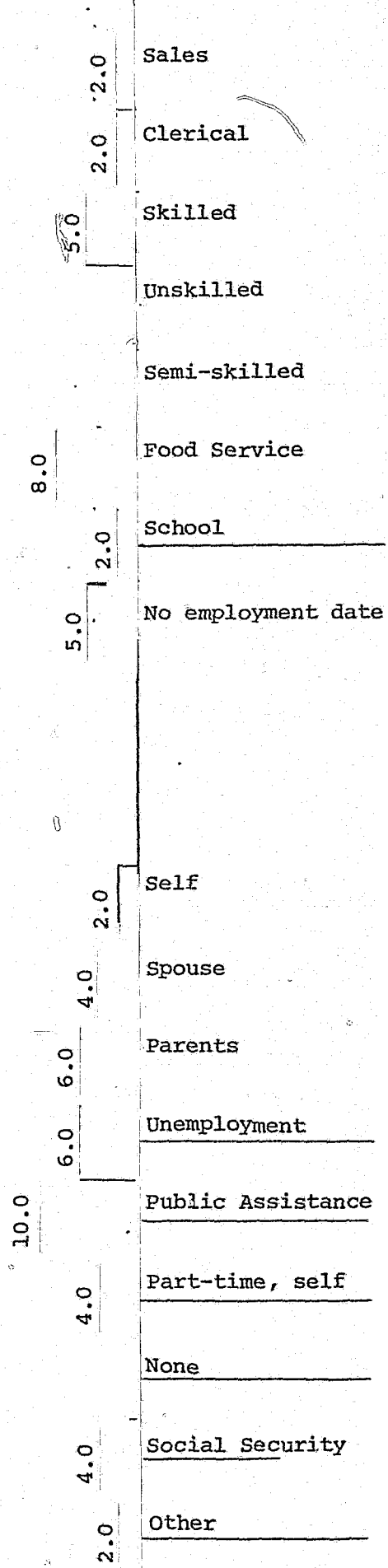
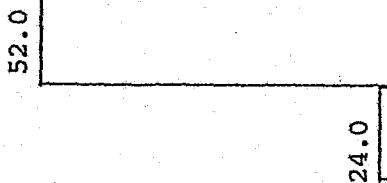
Percentage Placed in Jobs

	1975	1976	1977
Misdemeanant	45	94	57
Felony	49	97	81

EMPLOYMENT CATEGORY

SOURCE OF INCOME

62.0



CRIMINAL JUSTICE SYSTEM AVERAGE RATINGS OF THE CLARK COUNTY

COMMUNITY BASED CORRECTIONS JOB FINDING SERVICES

ISSUE	RANGE		1976	1977	1978	Three-year Average
Program Effectiveness	Highly Effective	5	3.28	3.12	2.79	3.1
	Not Effective At All	1				
Cost Benefit	Worth Expenditure	5	3.62	3.54	3.52	3.56
	Not Worth Expenditure	1				
Deterrence	Highly Effective	5	3.48	3.54	3.39	3.47
	No Impact	1				
Duplication	No Duplication	5	2.56	2.58	2.48	2.54
	Highly Duplicative	1				
Contribution to Economic & Social Success of Client	Highly Effective	5	4.20	3.97	4.11	4.09
	Little Effective	1				
Program Average	Positive Assessment	5	3.49	3.35	3.26	3.35
	Negative Assessment	1				

SUPERVISED RELEASE

EVALUATION SUMMARY

SUPERVISED RELEASE

Client Characteristics:

Average Age - 25 years

Married 23%

Single 65%

Separated 8%

Divorced 4%

62% were unemployed at time of referral

84% from Vancouver

80% felony charges

4% from Portland

20% misdemeanor charges

12% other

Program Operations (1977)

Referrals to Supervised Release: 43 misdemeanants

199 felons

98 or 40.5% of all referrals were accepted.

35% all treatment referrals to alcohol services.

25% all treatment referrals to employment services

1977 was characterized by the largest caseload since the supervised release unit was started

Program Effectiveness:

91.6% of all clients accepted into the program successfully completed their supervised release tenure.

8.4% had Supervised Release status revoked.

0.9% failed to appear for a scheduled court appearance.

19% of clients referred to program served jail time.

Only one individual who was on supervised release was eventually sent to prison.

48.15% of all clients were employed at time of disposition.

Supervised Release clients spent on the average 53 days under supervision.

Individuals failing to successfully complete supervised release status were normally younger and more prone to have alcohol related problems.

Program Costs (1977):

- o Total Budget: \$25,000.00
- Savings to County in jail costs: \$41,725.80
- Net savings to County: \$16,725.80

Conclusions:

1. The Supervised Release Program represents a total savings in jail costs of over \$41,500 in 1977 and a net savings of over \$16,500.
2. Those clients failing to complete the Supervised Release Program are on the average younger (24.6 years versus 28.04 years for successful clients) and more likely to have an alcohol related problem than successful clients.
3. The possibility of expanding Supervised Release eligibility to include more women is a consideration warranted by the success of the program.
4. The high unemployment rate of clients referred to the program underscores the need for continued use of employment services and possible expansion of employment services in the future.
5. The trend for referrals to the Supervised Release Program along with the trend of acceptance of clients has been steadily growing over the last three years. This trend is the result of excellent communication between area judges and program staff, and suggests that the staff responsible for this relationship might assist other community based corrections programs in improving their relationship with the local court system.
6. A need for better communication between Supervised Release staff and law enforcement personnel, prosecuting attorneys, and state probation and parole is evident in

the responses to the Community Based Corrections' annual survey. Dissemination of the results of this evaluation should help to remedy misconceptions regarding the program.

SUPERVISED RELEASE

The Supervised Release Program provides intensive case work management for those individuals not scoring enough points during the Release on Own Recognizance (ROR) interview, but who are considered acceptable risks to warrant release to a pre-trial program. The purpose of the Supervised Release Program is to effect the release of pre-trial criminal defendants who do not qualify for regular release on their own recognizance; to stabilize their personal situations, through weekly contact, frequent counseling, and/or referral to outside community services, to the extent that they are reliable in making their scheduled court appearances while out of custody awaiting trial. The process through which an individual becomes eligible for referral to the Supervised Release Program begins when an alleged offender can't make bail or is denied referral to ROR. If the defense attorney requests a Supervised Release interview and the judge approves the request, a detailed interview is conducted. During the course of this interview, the Supervised Release counselor attempts to determine the social stability of the client before him. Specific attention is directed towards the identification of educational, family or other community support systems which can be used during the pre-trial supervision period to stabilize the client's life situation. Attention is also devoted to the determination of

the fit between the client's needs and the resources available to the Supervised Release Program. Upon completion of this interview, the Supervised Release counselor makes a recommendation of whether the client should be accepted to the program. In those instances where a violent crime has been committed, a complete interview will be done and the decision regarding referral is left to the discretion of the judge. For those cases considered somewhat risky, Supervised Release may be recommended in addition to release with a ten percent bail cash bond.

The following evaluation report will examine the operation of the Supervised Release Program with the intent of establishing the effectiveness and associated savings involved with its operation. After providing a description of client characteristics and program operation activity, attention will be turned towards the assessment of program effectiveness. This assessment will involve the review of the number of clients successfully completing their Supervised Release tenure along with those clients failing to complete their commitment. Following this review, a comparison of the Clark County project with the Supervised Release program in San Mateo County will be offered to provide a reference for better understanding the Clark County project's success. This comparison will be followed by a comparison of successful supervised release clients with unsuccessful clients to determine if any client characteristics may be disproportionately associated with one of these groups. After the discussion of program effectiveness, a short discussion of program cost effectiveness will be offered. Next, a discussion of the Clark County Criminal Justice System assessment of the Supervised Release Program will be

presented. This will be followed by a list of conclusions drawn from the information obtained from this evaluation.

Program Characteristics:

Clients: The average age of a Supervised Release client is 25, with the range extending from 18 to 46. Approximately 23 percent of Supervised Release clients are married; 65% are single; 8% are separated; and 4% are divorced. The charge status of clients referred to the Supervised Release program is 80% felony and 20% misdemeanor. Slightly over 62% of all Supervised Release clients are unemployed at the time of their arrest. Approximately 84% of the Supervised Release clients are from Vancouver, 4% are from Portland, and 12% are from other areas. The majority of Supervised Release clients were male.

Program Operations: Reference to Figure E-1 provides a three-year overview of the number of clients referred to the Supervised Release Program. Figure E-2 describes the number of clients accepted in the program and Figure E-3 describes the actual program caseload since July of 1975. The percentage of clients accepted by the program of those referred has increased over the three years of the program. In 1975, 21.17% of all clients referred were accepted; in 1976, 38.96% of referred clients were accepted; and in 1977, 40.5% of all referred clients were accepted. This trend suggests that the Supervised Release Program is gaining in Criminal Justice System credibility while constantly improving the fit between staff definitions of appropriate clientele and

definitions held by area judges. Reference to Figure E-4 provides a description of referral activity of Supervised Release clients to community resources. Approximately 35% of all referrals were for alcohol treatment and 25% were for employment assistance.

Program Effectiveness:

Reference to Figure E-5 provides a three-year overview of the number of clients successfully completing their Supervised Release tenure. Figure E-6 describes the number of clients who either had their Supervised Release opportunity revoked or failed to appear for their court date. As is evident upon reference to these graphs, the Supervised Release program is characterized by a revocation rate of slightly more than 8 percent (8.41%) and a failure to appear rate of .9 percent (less than 1%). These figures suggest the Supervised Release Program to be extremely effective in case work management. Reference to Figure E-7 describes the disposition of clients referred to the Supervised Release Program. On the basis of this information, it appears that the majority of clients are not sent to prison and that the stabilizing influence of the program was apparently successful in the opinion of local judges. It should be mentioned here that the information in Figure E-7 is based on a sample of clients and therefore does not adequately represent the entire client population in those disposition categories with relatively small client representation. Mention of this is made because the actual number of clients sent to prison who successfully completed

Supervised Release is only one out of 98 (1.1%), rather than the estimate of 3.85 per cent indicated in the disposition chart. At the time of disposition, 48.15 percent of all Supervised Release clients were employed and the average hourly rate of these clients was \$4.25 per hour.

Reference to Figure E-8 provides the results of a comparison between the Supervised Release Program in San Mateo County and the Clark County program. Despite the greater percentage of felony clients characterizing the Clark County program, significant differences in program effectiveness are only found in two outcome measures. Both the rate of failures to appear and the average number of days on supervision are significantly lower for the Clark County Project than the San Mateo effort. Reference to the disposition of Supervised Release clients suggests the San Mateo project to have a much lower percentage of clients convicted than is found in Clark County, but this difference can be, for the most part, attributed to the greater representation of misdemeanor offenders in the San Mateo group. An important reference item is the average number of days spent by clients on Supervised Release. The fact that the Clark County project required an average of 16 days less than the San Mateo project represents a significant savings when this figure is multiplied times the number of individuals referred to the program. In 1977 alone, a savings of approximately 1,168 days was realized. Given the extremely low rate of failure to appear and rearrest rate associated with the Clark County program, it appears that

the lower number of days of supervision was not associated with a reduction in program effectiveness.

Figure E-9 contains a comparison of successful Supervised Release clients with an equal number of program failures. Review of these client characteristics suggests that the only significant difference between these two groups is age, with successful clients on the average being four years older than those failing to complete the program. Another issue of interest which becomes evident upon review of Figure E-9 is that there are slightly more unsuccessful Supervised Release clients with alcohol related problems than those successfully completing the program. Though the difference is not significant to the degree that unequivocal statements can be made, it nevertheless suggests that future evaluation efforts carefully examine the relationship between alcohol abuse and failure on Supervised Release.

Program Costs:

The operation of the Supervised Release Program required approximately \$25,000 for 1977 and saved the County approximately \$41,725.80 in jail costs.¹ This savings represents a net savings to the County of approximately \$16,725.80 and reaffirms the value of the Supervised Release Program to the Clark County Criminal Justice System.

¹These survey estimates are based on an average stay of 14.2 days for misdemeanants, 40.3 days for felons, and a jail cost of \$13.50 per day.

Systemic Perspective:

Reference to Figure E-10 provides a three-year overview of Clark County Criminal Justice System ratings of the Supervised Release Program. Though these ratings are among the highest given to any community based corrections program, they nevertheless suggest a distinct drop in the 1978 evaluations of the Supervised Release Program's deterrence and contribution to the economic and social success of the client. This decline can be primarily attributed to changes in program assessments by law enforcement personnel, state probation and parole staff, and prosecuting attorneys. The fact that the program has demonstrated its effectiveness in these two areas underscores the need for these elements of the Criminal Justice System to be informed regarding what the program has accomplished.

Conclusions:

1. The Supervised Release Program represents a total savings in jail costs of over \$41,500 in 1977 and a net savings of over \$16,500.
2. Those clients failing to complete the Supervised Release Program are on the average younger (24.6 years for failures vs. 28.04 years for successful clients) and more likely to have an alcohol related problem than successful clients.
3. The possibility of expanding Supervised Release eligibility to include more women is a consideration warranted by the success of the program.

4. The high unemployment rate of clients referred to the program underscores the need for continued use of employment services and possible expansion of employment services in the future.

5. The trend for referrals to the Supervised Release Program along with the trend of acceptance of clients has been steadily growing over the last three years. This trend is the result of excellent communication between area judges and program staff, and suggests that the staff responsible for this relationship might assist other community based corrections programs in improving their relationship with the local court system.

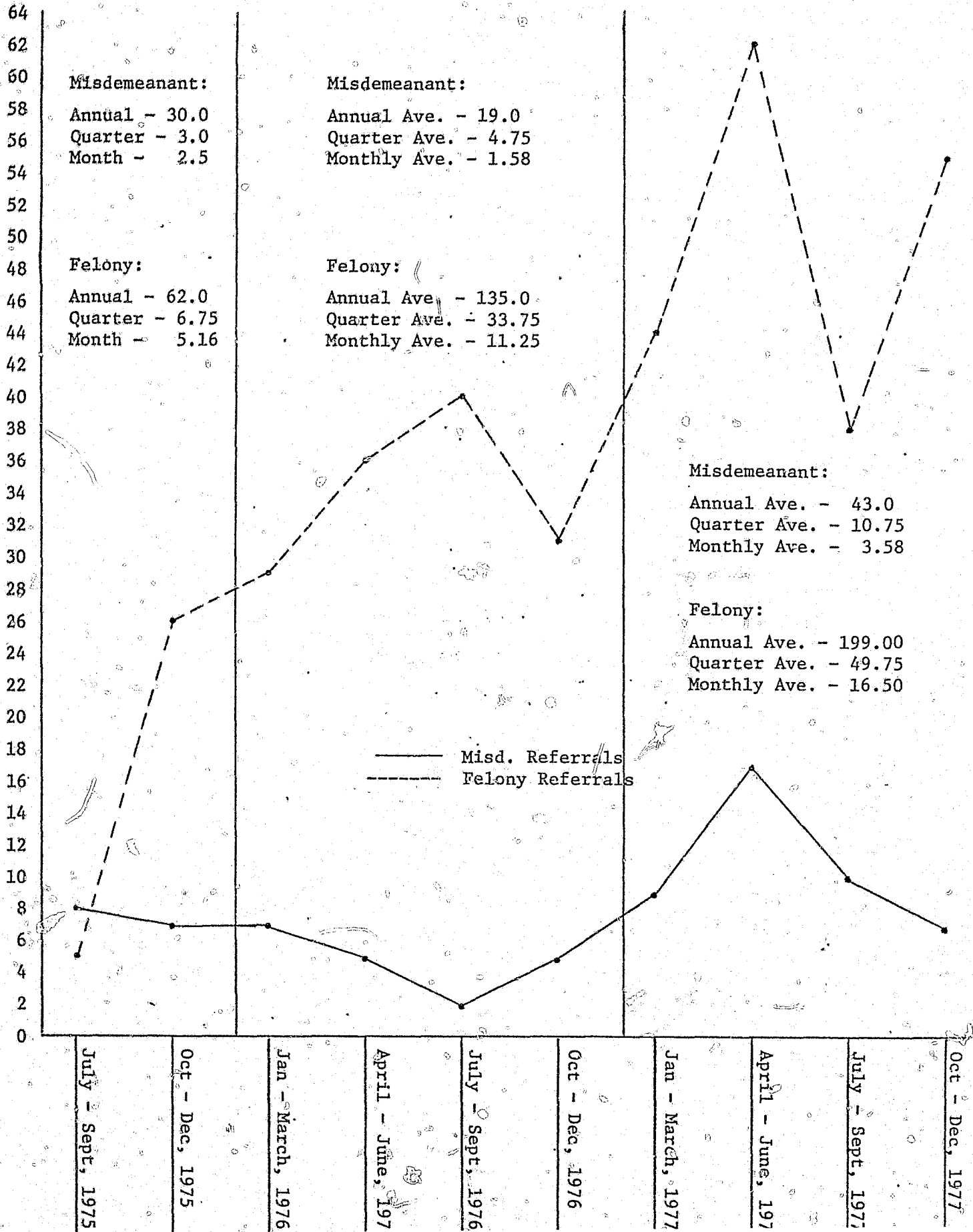
6. A need for better communication between Supervised Release staff and law enforcement personnel, prosecuting attorneys, and state probation and parole is evident in the responses to the community based corrections annual survey. Dissemination of the results of this evaluation should help to remedy misconceptions regarding the program.

APPENDIX

SUPERVISED RELEASE

Figure E-1

Referrals



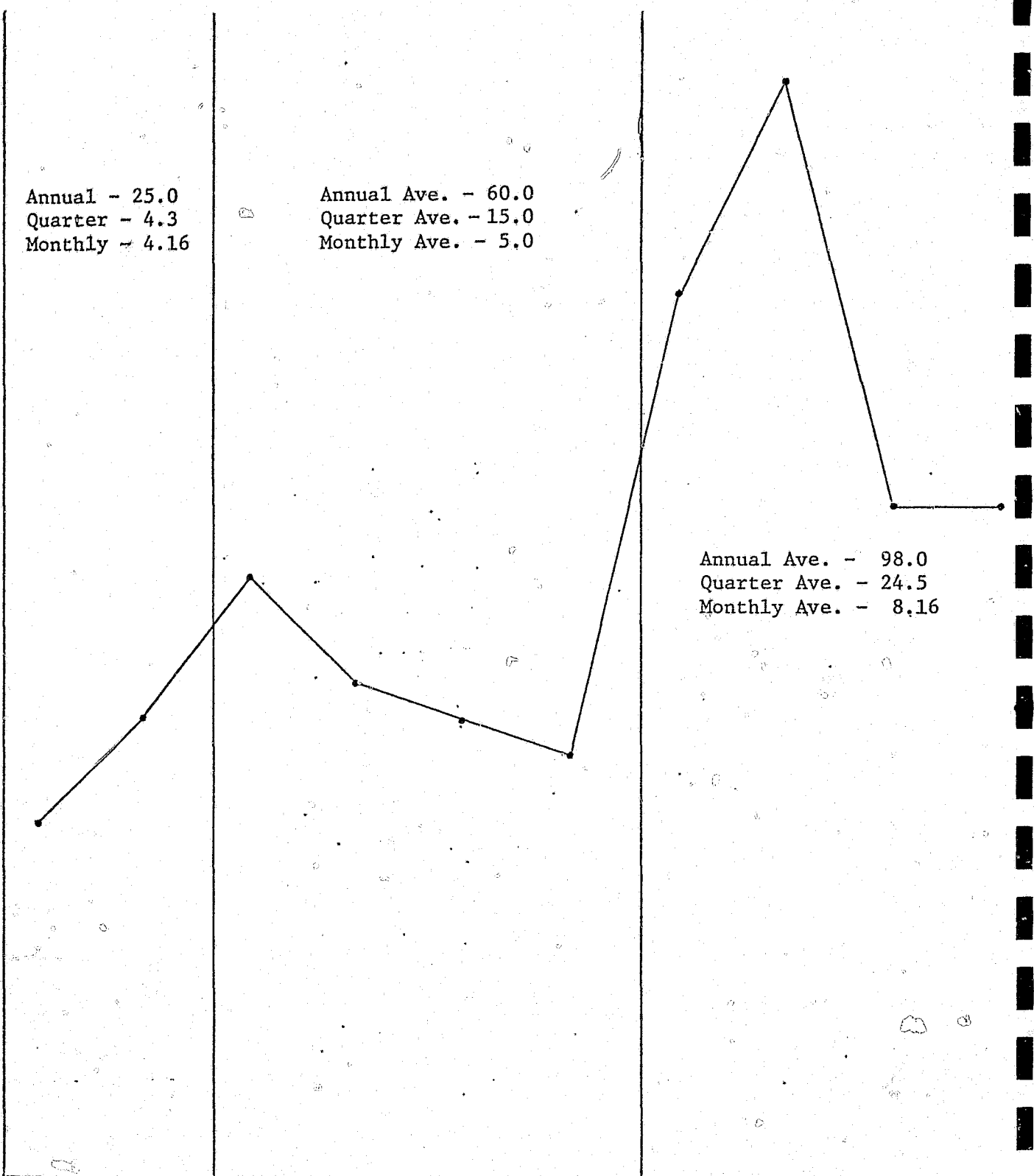
Clients Accepted

34
33
32
31
30
29
28
27
26
25
24
23
22
21
20
19
18
17
16
15
14
13
12
11
10
9
8
7
6
5
4
3
2
1

Annual - 25.0
Quarter - 4.3
Monthly - 4.16

Annual Ave. - 60.0
Quarter Ave. - 15.0
Monthly Ave. - 5.0

Annual Ave. - 98.0
Quarter Ave. - 24.5
Monthly Ave. - 8.16



July - Sept, 1975

Oct - Dec, 1975

Jan - March, 1976

April - June, 1976

July - Sept, 1976

Oct - Dec, 1976

Jan - March, 1977

April - June, 1977

July - Sept, 1977

Oct - Dec, 1977

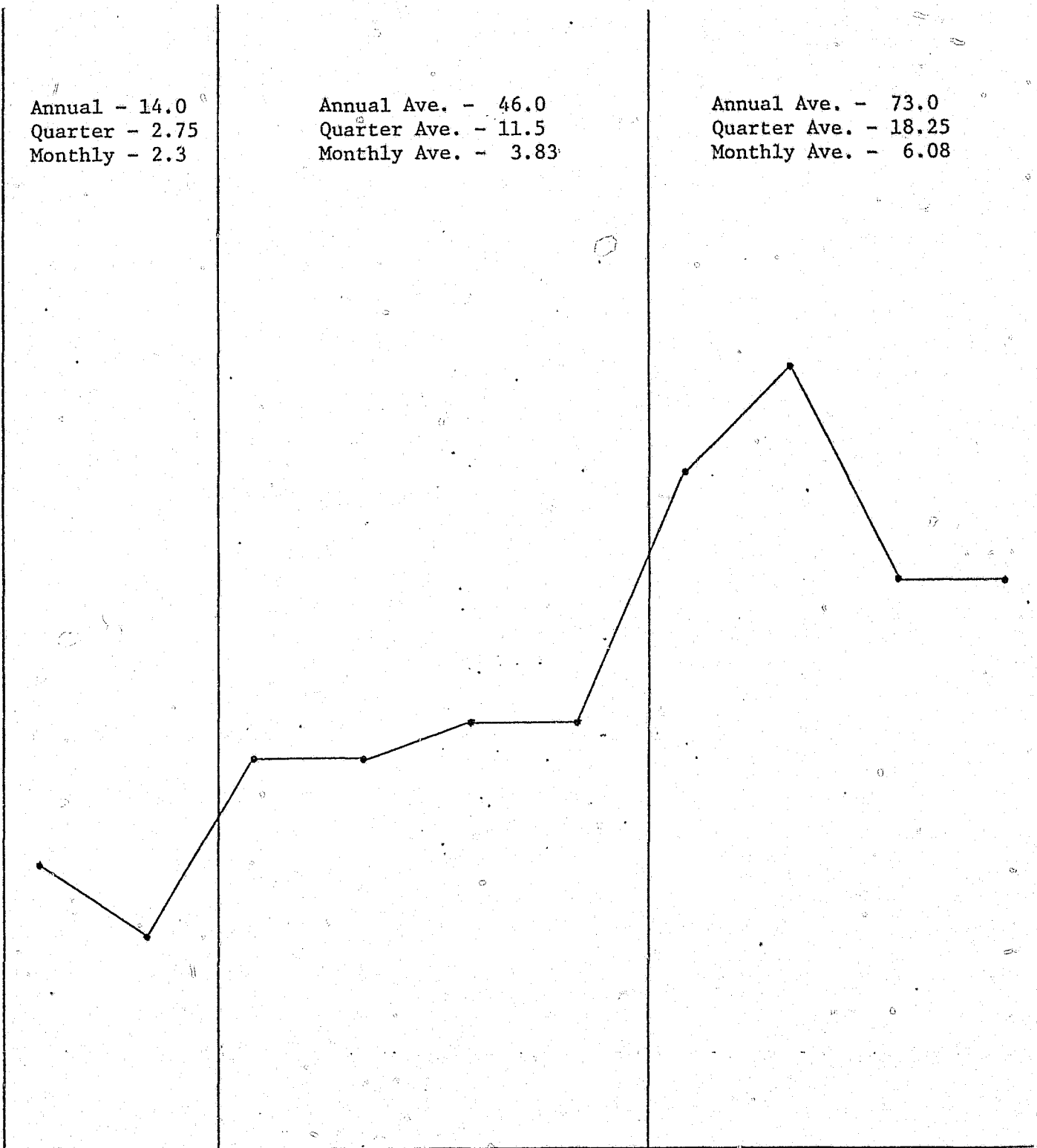
CASELOAD

32
31
30
29
28
27
26
25
24
23
22
21
20
19
18
17
16
15
14
13
12
11
10
9
8
7
6
5
4
3
2
1
0

Annual - 14.0
Quarter - 2.75
Monthly - 2.3

Annual Ave. - 46.0
Quarter Ave. - 11.5
Monthly Ave. - 3.83

Annual Ave. - 73.0
Quarter Ave. - 18.25
Monthly Ave. - 6.08



July - Sept, 1975

Oct - Dec, 1975

Jan - March, 1976

April - June, 1976

July - Sept, 1976

Oct - Dec, 1976

Jan - March, 1977

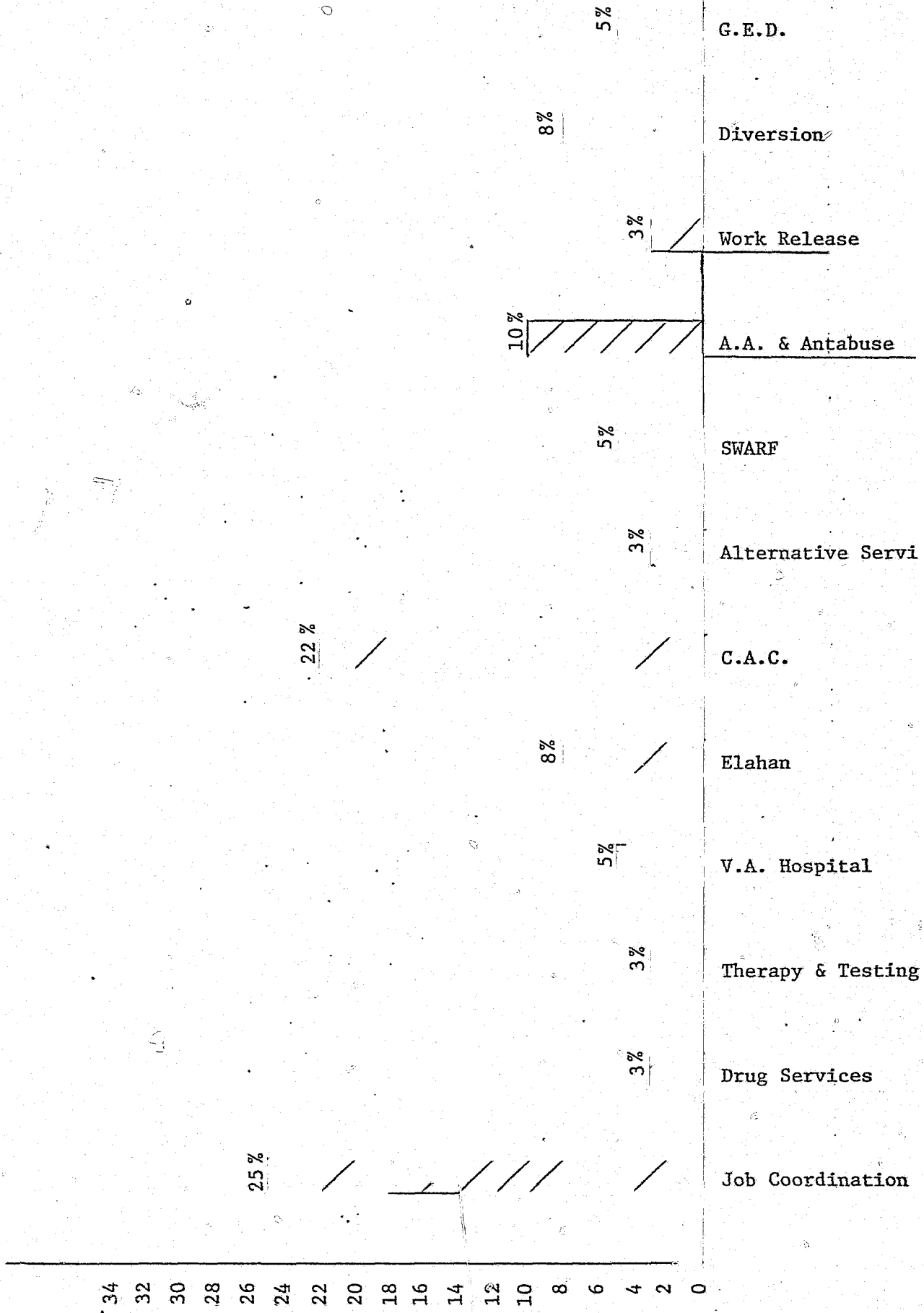
April - June, 1977

July - Sept, 1977

Oct - Dec, 1977

Figure E-4

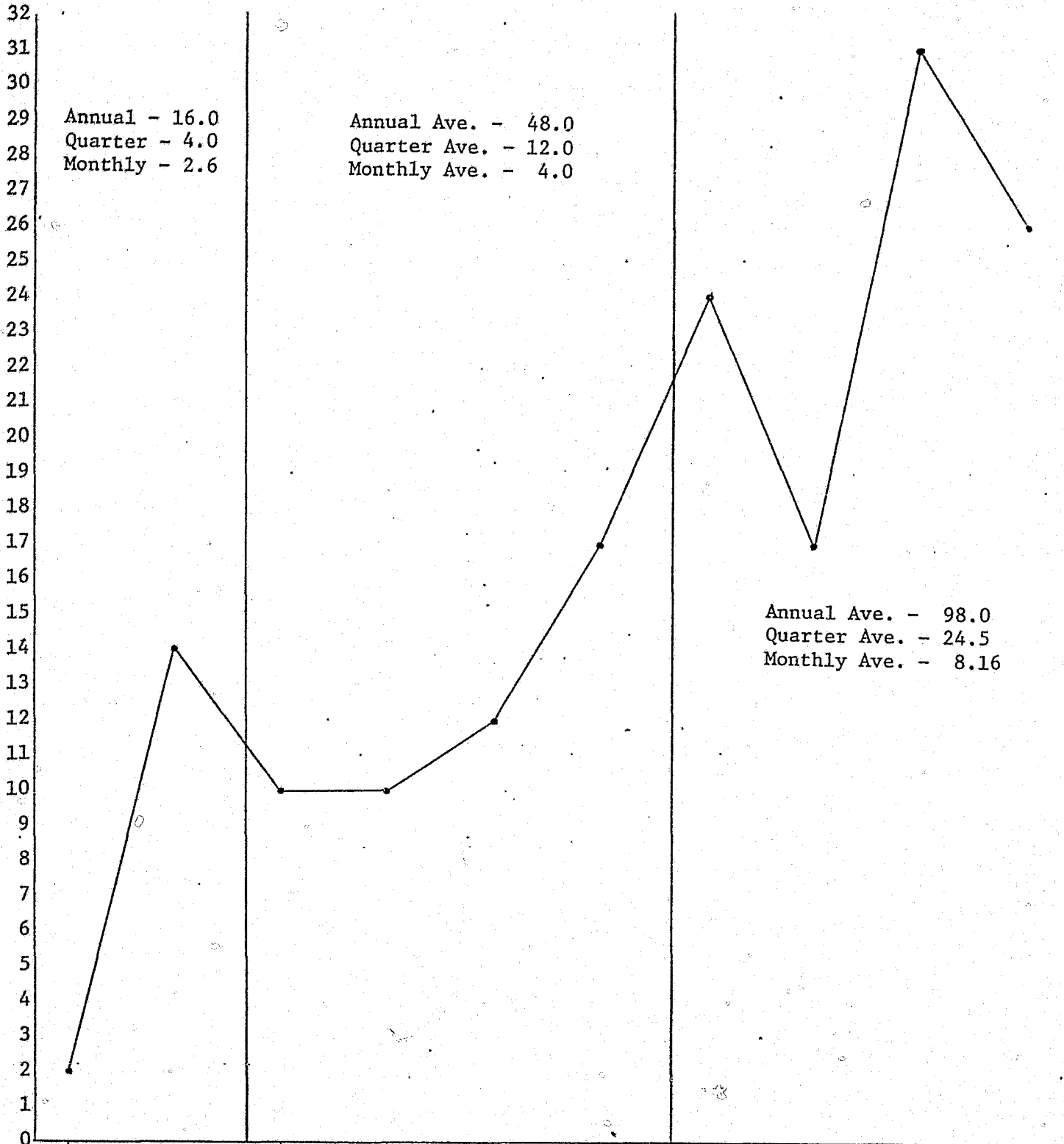
SUPERVISED RELEASE
AGENCY REFERRALS



SUPERVISED RELEASE

Figure E-5

Clients Completed S.P.



Annual - 16.0
 Quarter - 4.0
 Monthly - 2.6

Annual Ave. - 48.0
 Quarter Ave. - 12.0
 Monthly Ave. - 4.0

Annual Ave. - 98.0
 Quarter Ave. - 24.5
 Monthly Ave. - 8.16

July - Sept, 1975

Oct - Dec, 1975

Jan - March, 1976

April - June, 1976

July - Sept, 1976

Oct - Dec, 1976

Jan - March, 1977

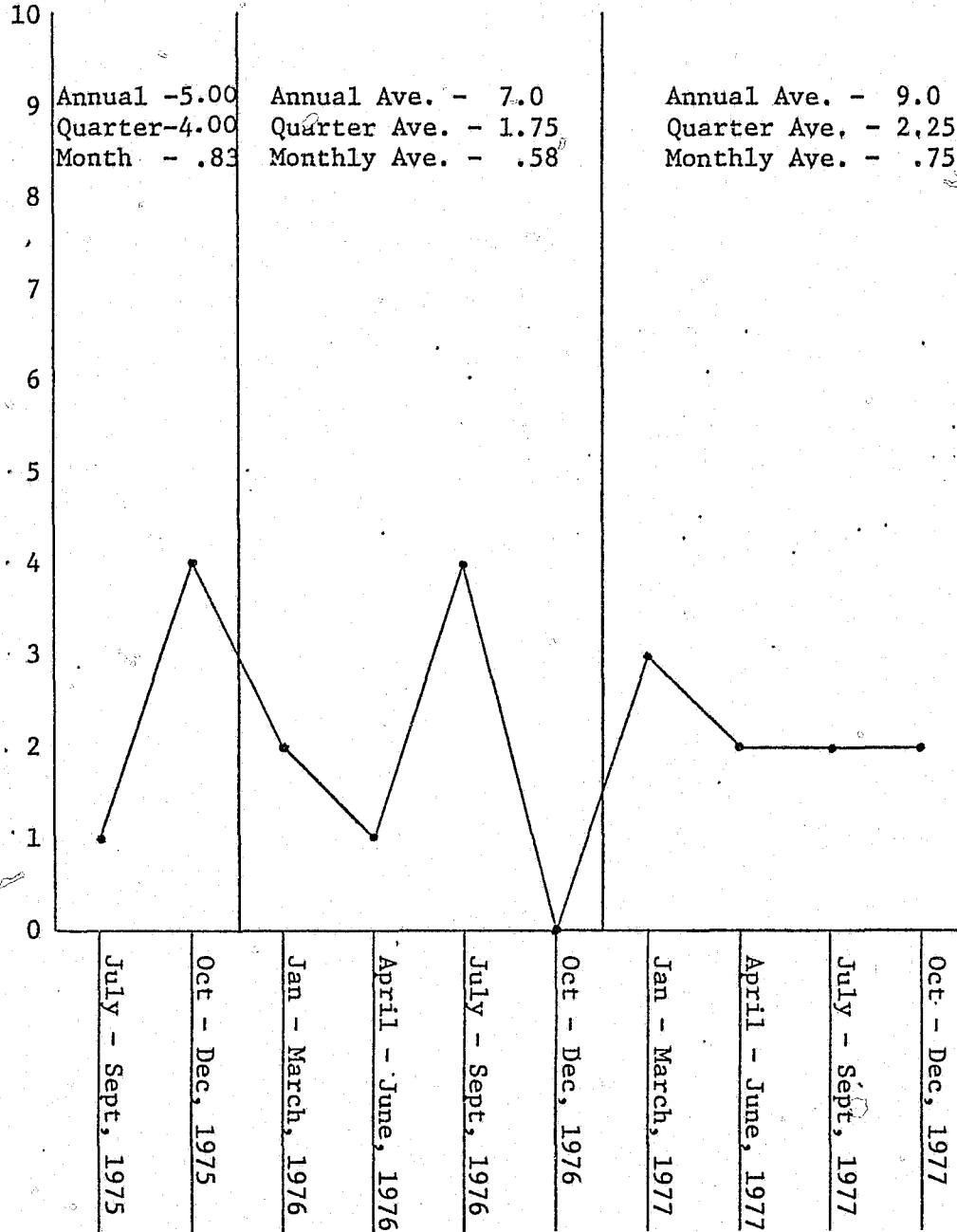
April - June, 1977

July - Sept, 1977

Oct - Dec, 1977

SUPERVISED RELEASE

Revoked



SUPERVISED RELEASE

FTA

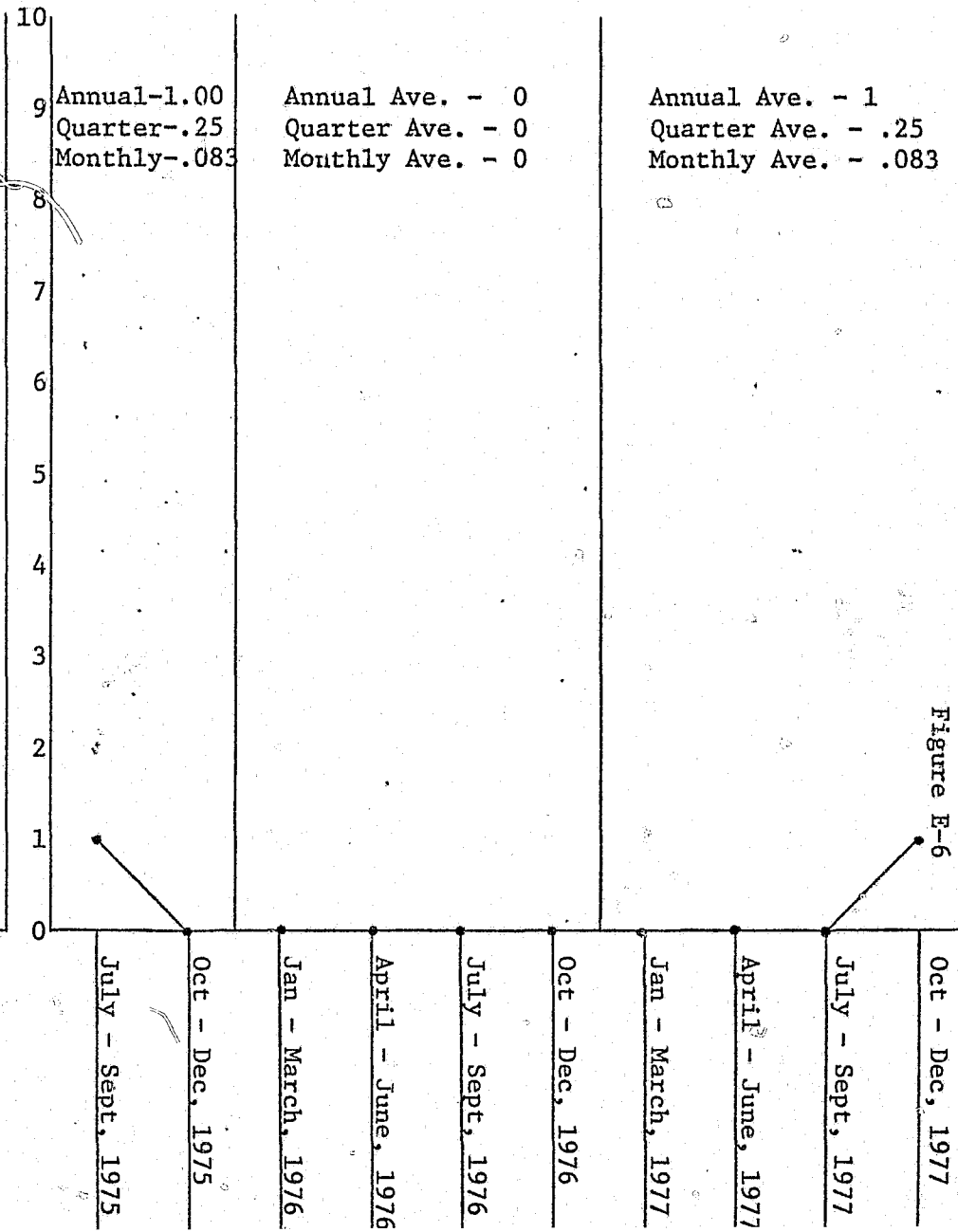


Figure E-6

120

SUPERVISED RELEASE
CLIENT DISPOSITION

Prison	3.85%
County Jail	15.38%
Probation	11.54%
Jail & Probation	3.85%
Fine or Public Service Work	3.85%
Deferred Prosecution	23.08%
Diversion	19.23%
Dismissed/Not Guilty	19.23%
TOTAL	<u>100.00%</u>

Comparison of San Mateo and Clark County
Supervised Release Programs

	<u>San Mateo</u>	<u>Clark County</u>
Felonies	64%	80%
Misdemeanants	36%	20%
Unemployment at Referral	63%	62%
Rearrest Rate	6.18%	8.41%
Failures to Appear	5.59%	.9%
Conviction Rate	67%	80.77%
Disposition: prison/jail	17%	23%
probation	68%	14.2%
other*	15%	63%
Average Number of Days on Supervision	69	53

* Deferred Prosecution
Adult Diversion
Fine
Public Service

SUPERVISED RELEASE

	Successful Completions	Revoked
Age	28.04	24.6
Length of Time on S.R.	53 days	38.95 days
Employed at Time of Referral	28% Yes 72% No	16% Yes 84% No
Felony or Misdemeanor	80% Felony 20% Misdemeanor	76% Felony 24% Misdemeanor
Severity of Charge	Ave = #5	Ave = #5
Referrals	68%	76%
Not Referred	8	6
C.A.C.	3	6
SWARF	0	1
Employment Services	12	7
Elahan	0	1
Diversion	0	1
D.V.R.	0	1
D.M.V.	1	1
Doctor	1	2
Drug	1	1
Vet. Rep.	0	2
Halfway House	0	2
C.C. Alternative Service	0	1
Alcohol	1	0
Army Rec.	1	0
Pre-Hab	1	0
Work Release	1	0
Antabuse	1	0
Alcohol Related Problems	12.9%	21.88%
Employed at Time of Disposition	68% Yes 28% No 4% Unknown	20% Yes 60% No 20% Unknown
FTA	0% Yes 100% No	8% Yes 92% No
New Charges	8% Yes 92% No	60% Yes 40% No
Average Number of Visits	7	3

**Criminal Justice System Average Ratings of the Clark County
Community Based Corrections Supervised Pre-Trial Services**

Issue	Range	Average Ratings				
		1976	1977	1978	3 Year Average	
Program Effectiveness	Highly Effective	5	3.94	3.83	3.93	3.90
	Not Effective At All	1				
Cost Benefit	Worth Expenditure	5	3.82	3.89	3.80	3.84
	Not Worth Expenditure	1				
Deterrence	Highly Effective	5	3.03	3.10	2.69	2.94
	No Impact	1				
Duplication	No Duplication	5	3.40	2.97	3.38	3.25
	Highly Duplicative	1				
Contribution to Economic and Social Success of Client	Highly Effective	5	3.28	3.50	2.79	3.19
	Little Effect	1				
Program Average	Positive Assessment	5	3.49	3.46	3.32	3.42
	Negative Assessment	1				

RELEASE ON OWN RECOGNIZANCE

EVALUATION SUMMARY

RELEASE ON OWN RECOGNIZANCE

Client Characteristics:

86% male	81.73% with misdemeanor charges
14% female	18.27% with felony charges
Average age - 29.76	Approximately 59% employed

Unit Operations (1977):

2,851 individuals were interviewed by ROR staff - 1.89% increase in client flow over 1976

Number of individuals with felony charges screened by ROR staff increased 1.9% in 1977

Number of individuals denied recog with misdemeanor charges in 1977 increased 8.6%

Number of individuals denied recog with felony charges in 1977 decreased by 5.8%

Over 56% of all individuals interviewed by the ROR staff were not recommended for ROR

The possibility of an age bias in the ROR five-point screening scale is suggested by the reduction in numbers of positive ROR recommendations concurrent with a larger number of potential ROR clients under the age of 24 being interviewed.

An average of 35.1 days was spent by ROR clients on personal recognizance in 1977.

Unit Effectiveness (1977):

1977 was characterized by a 52.94% reduction in the number of alleged misdemeanor offenders failing to make a scheduled court appearance.

No ROR client charged with a felony offense failed to make a scheduled court appearance in 1977.

In 1977, 33.33% fewer ROR clients were rearrested than in 1976.

For those clients referred to ROR on the basis of ROR staff recommendations, a rearrest rate of .03% was found in 1977.

Unit Costs (1977):

Approximate program budget - \$55,000.00

Cost per ROR interview - \$19.29

Total potential savings attributed to ROR program in 1977 - \$70,846.

Conclusions:

1. The ROR program experienced an overall increase of 1.89 percent in unit activity in 1977.
2. Fewer misdemeanant ROR candidates were granted ROR in 1977 than in 1976. (36.51% versus 49.85% respectively)
3. A decrease in the rate of failures to appear (-52.94%) and rearrests (-33.33%) was found for ROR activity in 1977.
4. A total potential savings of approximately \$70,846 was made possible because of the ROR program.
5. Evidence suggesting an age bias against younger alleged offenders was found. Clearly future research efforts must examine this question closely.
6. The Clark County ROR program is considered one of the Community Based Corrections project's finest units by the Clark County Criminal Justice System.

RELEASE ON OWN RECOGNIZANCE

The Release on Own Recognizance (ROR) program is an alternative to pre-trial incarceration which is available to individuals who are unable or desire not to post bond. Eligibility for ROR referral is determined using a five-category screening scale which measures the alleged offender's length of residence in Clark County, family ties, employment stability, and criminal history. All alleged offenders are screened immediately with this instrument following arrests, with the exception of those individuals with court holds. Though other factors are often taken into consideration when determining ROR eligibility, the results of the initial assessment are of central importance. ROR was initiated in response to the problems associated with the fact that an alleged offender's ability to post bond was the ultimate determinant of whether that individual would remain in jail during the pre-trial period. Since such a financial criteria discriminates against individuals who are poor, Supreme Court Ruling 3.2 was issued to remedy this inequity. This ruling guaranteed the opportunity to spend the pre-trial period out of jail to all offenders considered to be an "acceptable" risk for making scheduled court appearances. The Washington State Supreme Court has interpreted this requirement in CrR 3.2 and JCrR 2.09 of their operating rules for courts within the State of Washington. These court rules place the burden of administering pre-trial release on the local detaining

agency and judicial system. A defendant is to be released on personal recognizance pending trial unless the court can determine through the examination of relevant factors as set forth in the court rules that the defendant may not appear at subsequent hearings. The determinant of an alleged offender's probability for appearing at subsequent hearings is the rating computed using the screening instrument mentioned above. Information used in obtaining this score comes from an ROR information sheet which is completed by an interviewer shortly after an individual is arrested. Those individuals wishing to self bail or post bond are not screened by the ROR interviewer.

The Clark County ROR operation is staffed with four interviewers who work in rotating shifts so that coverage of the Clark County Jail during peak booking hours is possible. After an individual is booked into the County Jail, the jailer contacts the ROR interviewer and an ROR officer goes to interview the alleged offender. In the course of this interview, the ROR form is completed and following completion of the form, the ROR officer checks the validity of the information provided by the alleged offender. Following this verification, the officer determines the individual's rating on the ROR scale, and the decision regarding release on own recognizance is made. For those alleged offenders not released, there remains the option of either posting bond or waiting for the first court appearance where the judge may grant ROR status despite the ratings on the

ROR scale. In some instances (such as severe inebriation), ROR interviews cannot be completed immediately following booking. When this happens, interviews are conducted as soon as sobriety allows. In addition to conducting ROR interviews, the ROR staff also conduct financial screenings,

In the following evaluation, a description of the clients released on their own recognizance will be provided along with a comparison of clients released by ROR staff with those released by area judges. Next, a review of unit operations will be offered within a context of total unit activity since 1975. This section will be followed by a discussion of ROR effectiveness which will examine the rate of rearrests, the rate of failures to appear for subsequent court dates (FTA), and a comparison of these statistics with those associated with the Spokane ROR project. Following a brief review of unit costs and cost savings to the community and the assessment by the Clark County Criminal Justice System of the ROR unit, a list of conclusions generated on the basis of the information contained in this report will be offered.

ROR Client Characteristics (1977):

Approximately 86 percent of all ROR clients are male, 14 percent female; and of this group, 18.27 percent have allegedly committed felony crimes and the remaining 81.73 percent are accused of misdemeanor offenses. The average age of ROR clients is 29.76. Figure F-1 provides a more detailed description

of the ages of ROR clients. Of significance here is the relatively high average client age, which can be attributed either to the mix of clients processed by the ROR unit or a bias in the ROR scale used to determine unit eligibility. Attention will be devoted to this issue later in the report. Of those clients accepted to the ROR program by ROR staff, over 69 percent are employed. Reference to Figure F-2 and F-3 provides a description of ROR clients who were granted ROR status by local judges. The individuals granted ROR status by judges are those alleged offenders who could not be granted ROR status by the ROR staff because they committed a felony (i.e., most felony offenders are screened by ROR staff, but determination of ROR status can only be made by a judge) or failed to score an adequate number of points on the ROR screening scale. Though no appreciable difference between the sex of clients released by ROR staff and those released by judges exists, a distinct difference between the ages of these two groups is found. The average age of those clients who are granted ROR status by judges is 25.71 -- a figure four years less than that found for those individuals released solely on the basis of their score on the five-point scale. Other characteristics of the group of ROR clients released by judges are that approximately 52 percent of the group were employed at the time of their arrest and that slightly more than 55 percent of the group were arrested on felony charges and 45 percent were charged with misdemeanor offenses. The higher

proportion of felony charges in this group is the result of the fact that individuals charged with felony crimes can only be released by judges.

Figure F-4 provides a detailed breakdown of the alleged offenders who were considered for ROR by local judges. The first column contains information describing those individuals who were granted ROR despite the fact that the ROR staff recommended denial. The second column describes those individuals granted ROR after a positive recommendation by the ROR staff. The third column describes those individuals for whom the ROR decision was deferred following a positive recommendation from the ROR staff. It is interesting to note that within the groups of individuals who were not recommended for ROR by the ROR staff but were released nevertheless (column one), that the greatest representation of one age group is that of the 18 to 24 category. This would suggest that the possible age bias found in the ROR scale is often corrected by local judges. If this were not the case, the distribution of age among those clients for whom judges decided not to follow the ROR staff recommendation should be evenly divided among all age categories. One other interesting finding which emerges upon reference to Figure F-4 is that the judges often defer their decision a few days when the individual before them is employed. Support for this contention is found upon comparison of the employment statistics for the three groups,

ROR Unit Operations (1977):

Figure F-5 provides a three-year overview of the number of individuals interviewed for ROR. In 1977, a total of 2,851 individuals were interviewed by the ROR staff. This figure represents a 1.89 percent increase over the number of clients interviewed in 1976. In 1976, approximately 16.3 percent of the individuals screened by the ROR staff were charged with felony offenses. In 1977, this figure rose to 18.2 percent. Figure F-6 describes the number of people granted ROR following the ROR interview. In the three-year period included in this graph, a noticeable decline in the number of alleged misdemeanor offenders granted ROR status is apparent. When this decline is considered in light of the fact that the actual number of individuals with misdemeanor charges interviewed in 1977 is only twelve less than the number interviewed in 1976, it appears that either a change in ROR clientele has occurred or the criteria for ROR status has become more rigorous. The fact that the number of individuals with felony charges who were granted ROR increased concurrently with the increase in the number of clients interviewed suggests that the former argument may be valid. Reference to Figure F-7 describes the number of ROR recommendations for denial over the three-year period. An

8.6 percent increase in the number of individuals with misdemeanor charges who were recommended to be denied ROR is found between 1976 and 1977. A 5.8 percent decline in the number of felony offense ROR denials is found for the same period. Figure F-8 describes the recommendations made by the ROR staff in 1977. Over 56 percent of the individuals interviewed were not recommended for ROR. In 1976 48.78 percent of the individuals interviewed were not recommended for ROR. Again evidence of a more conservative ROR screening process in 1977 becomes apparent. Apparently a change in client characteristics did occur in 1977 which resulted in a decrease in ROR staff positive recommendations. In light of the age bias associated with the ROR scale it would appear that one possible explanation of this decline could be a more youthful group of potential clients in 1977 than in 1976. In 1976 approximately 44.6 percent of all clients interviewed were 24 years old or younger. In 1977 approximately 52.4 percent of the clients interviewed for ROR were 24 years old or younger. On the basis of this finding, the need for extensive examination of the possibility of an age bias in the five-point ROR scale becomes apparent.

In 1977 an average of 35.1 days was spent by ROR clients on personal recognizance in 1977. Figure F-9 provides a breakdown of the various number of days spent by ROR clients on personal recognizance.

ROR Unit Effectiveness (1977):

Figure F-10 and Figure F-11 provide an indication of the ROR unit effectiveness in 1977. Figure F-10 describes the

number of failures to appear by ROR clients. In 1977 a total of 31 misdemeanor offenders failed to appear for their court date. This represents a 52.94% reduction in FTA's between 1976 and 1977. No ROR clients charged with felony offenses failed to make a scheduled court appearance in the history of the ROR program. These results suggest an exemplary unit operation. Figure F-11 describes the rearrest rate for ROR clients since the beginning of the program. Again, as with failures to appear, a significant decline in the number of rearrests in 1977 compared with the number found in 1976 is apparent. In 1977, 33.33 percent fewer ROR clients were rearrested than in 1976. Of those clients rearrested, 20 percent were charged with felony offenses and 80 percent had been charged with misdemeanor offenses. Figure F-12 provides a comparison of those individuals released after a positive recommendation by the ROR staff with those clients who were granted ROR despite a recommendation for denial. The results presented in this table suggest that the majority of rearrests of ROR clients are found among those individuals who were originally recommended to be denied ROR. Furthermore, if the ROR scale had been used exclusively for determining ROR, a rearrest rate of approximately .03 percent would have been found. This finding suggests that despite the strong possibility of an age bias in the ROR screening scale, it nevertheless serves to identify high risk ROR clients. Clearly additional research into this problem is called for.

CONTINUED

2 OF 3

With the intent of determining the standing of the Clark County ROR program relative to another program, statistics from the Spokane, Washington, ROR program were obtained. The Spokane program experienced a one percent failure to appear¹ rate and a 4.2 percent rearrest rate. When compared with the 3.3 percent failure to appear rate of the Clark County project and a 2.3 percent rearrest rate, it becomes evident that the Clark County project effectiveness is on par if not superior to that with other programs.

Unit Costs (1977):

The total budget for the Clark County ROR program in 1977 was approximately \$55,000.00. With these funds a total of 2,851 individuals were interviewed at a cost of approximately \$19,29 per interview. When this figure is considered in light of the amount of bail saved through use of ROR, \$28,361.00 and the jail costs that would have been incurred had the ROR clients been incarcerated, \$42,484.50², a total savings of \$70,846 is realized. Another consideration relevant to the cost effectiveness of the ROR unit is the amount of income that would have been lost had the ROR clients been incarcerated rather than released back to

¹Comparisons of the Clark County ROR program FTA rate with that characterizing the Spokane project should consider that the Spokane project defines FTA as those individuals absconding only. The Clark County statistics include those who abscond and those who simply miss their court date.

²Based on an average period in jail of three days at \$13.50 per day.

the community and employment. Assuming that the 69 percent of the ROR client load that was employed made on the average of \$3.00 per hour, a savings in employment revenue of \$51,716 was found in 1977. If this amount is added to the savings already documented, a total savings of over a third of a million dollars is discovered. Clearly, the Clark County ROR program is an example of a cost effective approach to dealing with non-violent offenders during the pre-trial period. Figure F-13 contains a three-year over-view of the bail saved through use of the ROR program. A total savings since 1975 of \$137,685.00 in bail fees was made possible by the ROR program.

Systemic Perspective:

Figure F-14 provides the results of a three-year survey of the Clark County Criminal Justice System regarding their perception of the value of the Community Based Corrections Program. Reference to the average ratings given the ROR program in 1978 show that, with the exception of the issue of deterrence, the ROR program is considered an extremely valuable Criminal Justice System resource. The low ratings found for the issue of deterrence were distributed among all elements of the Clark County Criminal Justice System and reflect a consensus opinion that the ROR program does not deter future criminal activity. When this rating is considered in light of the purpose of the ROR program which was to compensate for economic inequities in the Criminal Justice System, the low

rating is understandable. On the whole, the ROR program received one of the most positive overall ratings given any unit of the Community Based Corrections project and is therefore held in high regard by its Criminal Justice System peers.

Conclusions:

1. The ROR program experienced an overall increase of 1.89 percent in unit activity in 1977.
2. Fewer misdemeanant ROR candidates were granted ROR in 1977 than in 1976.
3. A decrease in the rate of failures to appear (-52.94) and rearrests (-33.33) was found for ROR activity in 1977.
4. A total savings of approximately one third of a million dollars was made possible because of the ROR program.
5. Evidence suggesting an age bias against younger alleged offenders was found. Clearly future research efforts must examine this question closely.
6. The Clark County ROR program is considered one of the community based corrections project's finest units by the Clark County Criminal Justice System.

APPENDIX

RECOGNIZANCE - AGE OF CLIENTS RECOGGED

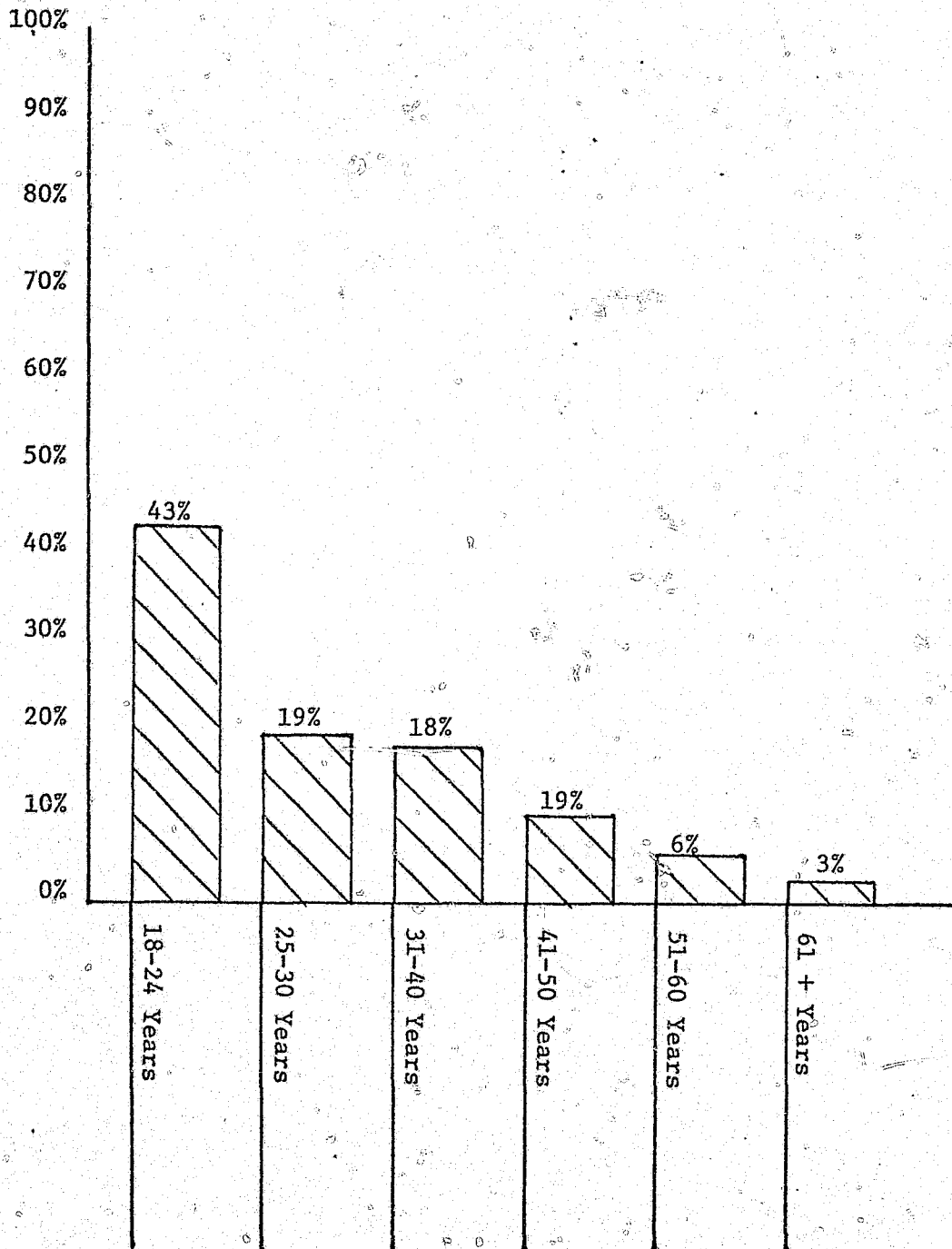


Figure F-2

JUDGES' RECOGNIZANCE - Sex.

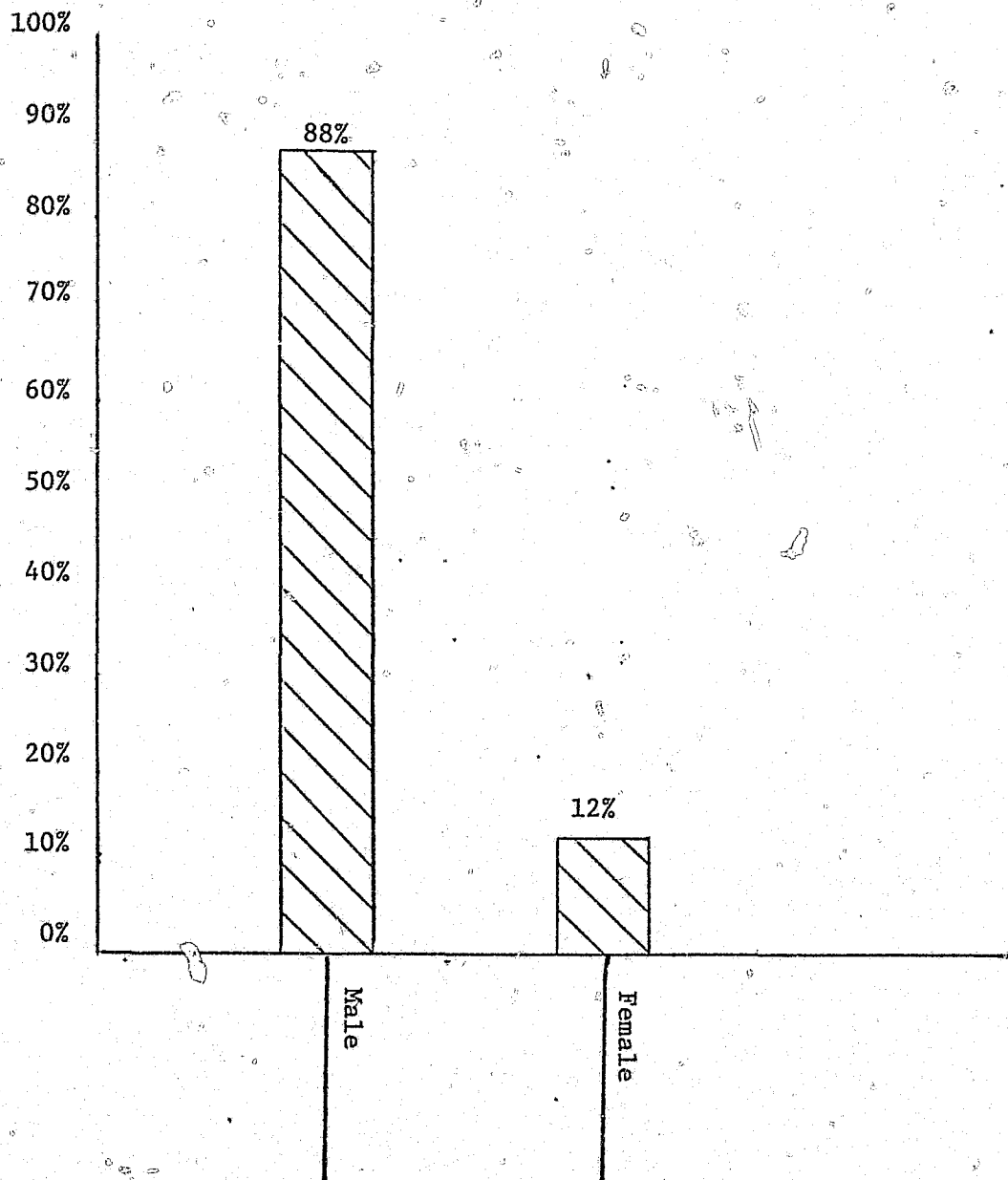
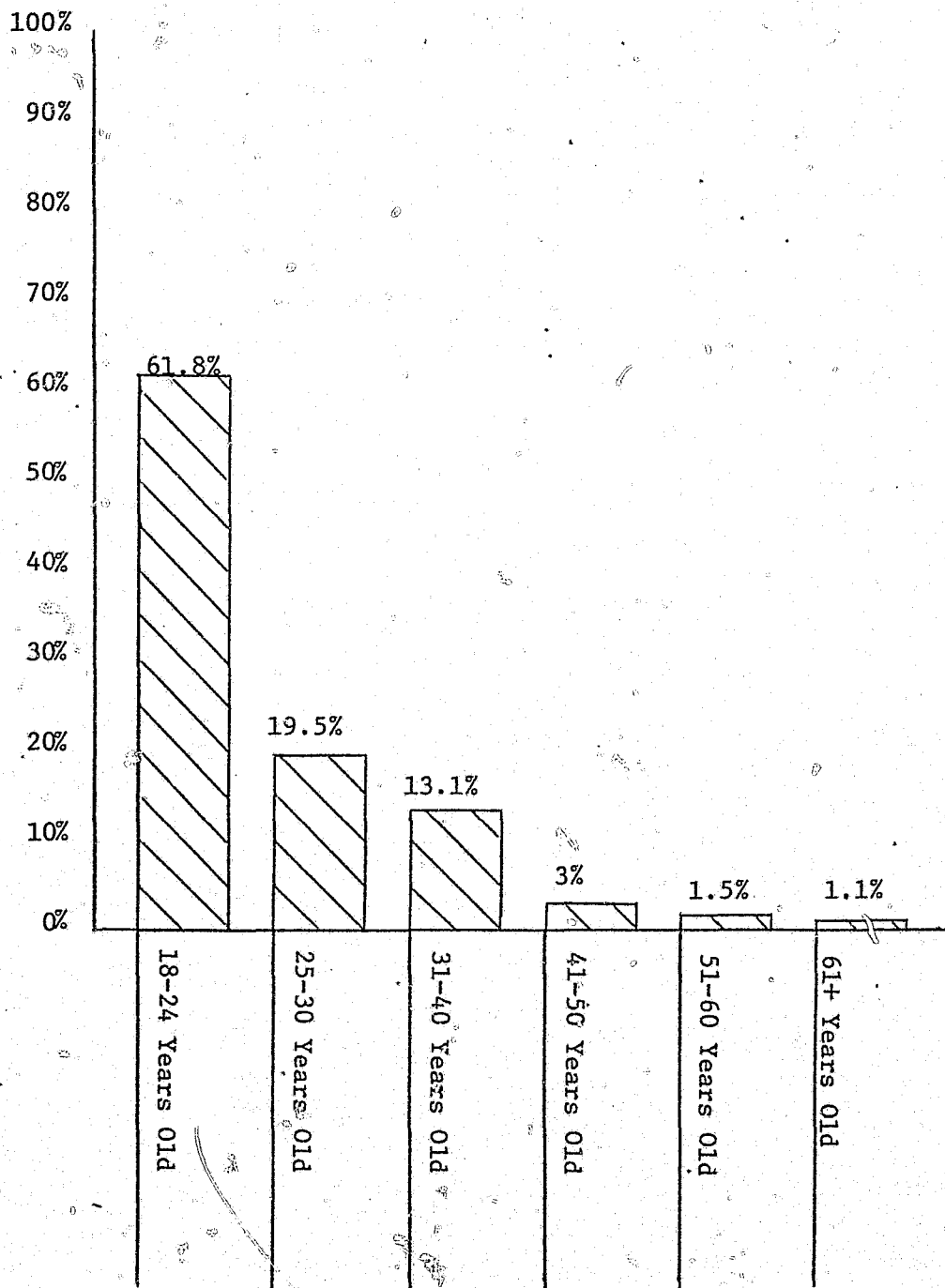


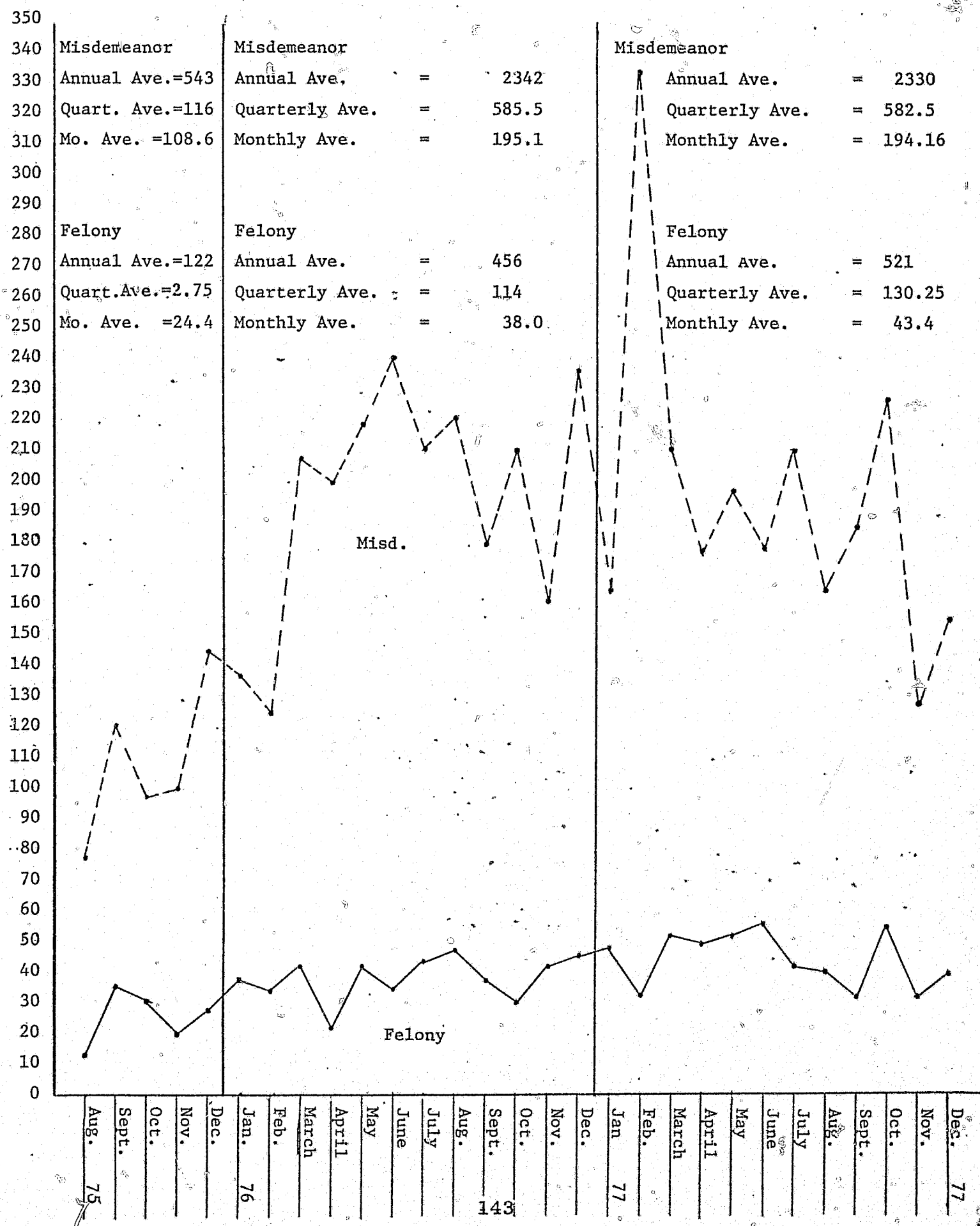
Figure F-3

JUDGES' RECOGNIZANCE - Age

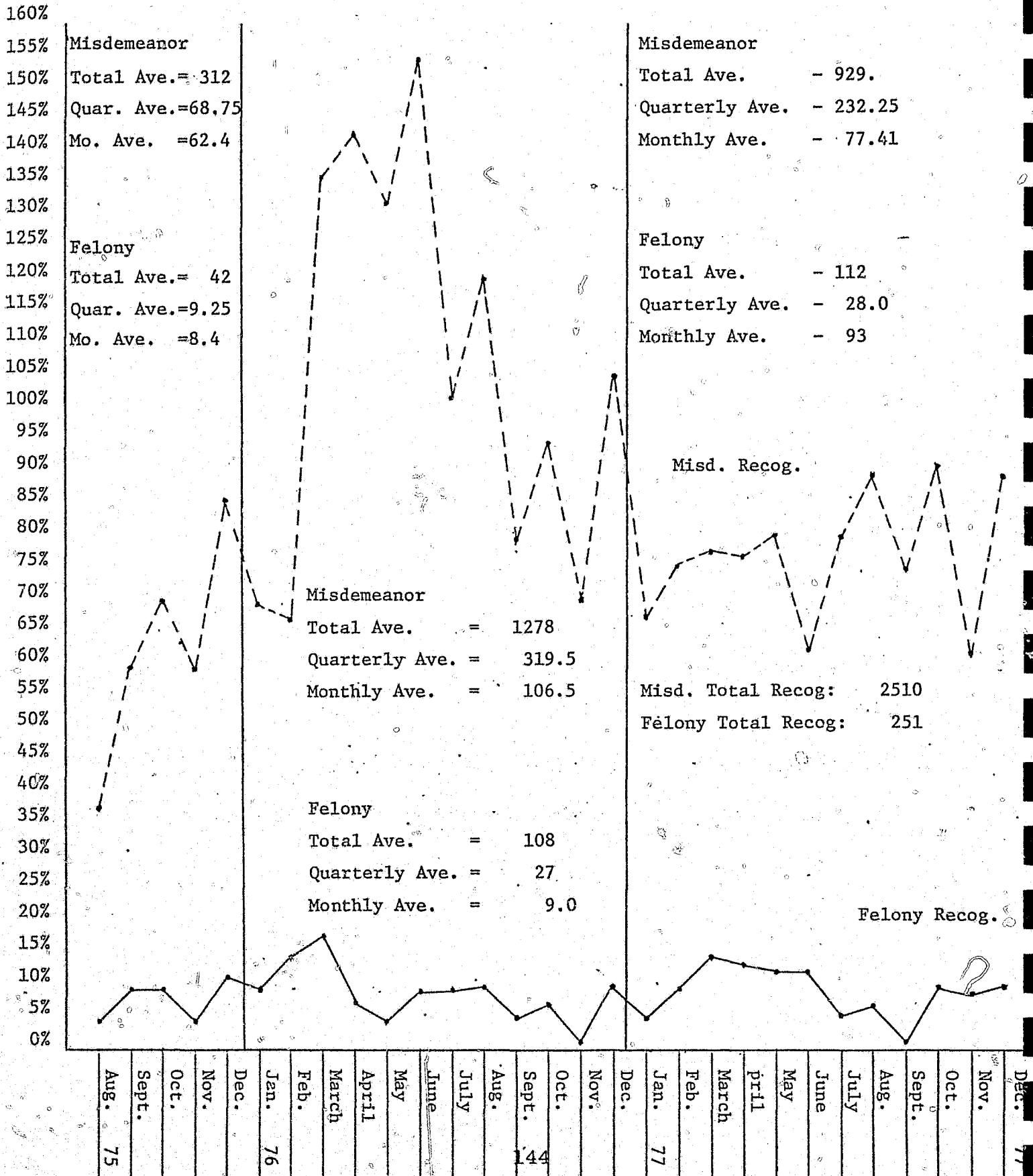


	Recommendation Denied	Recommendation Granted	Recommendation Deferred
<u>Sex</u>			
Male	95.24	82.95	90.32
Female	4.76	17.05	9.68
<u>Ages</u>			
18-24	58.12	77.53	35.48
25-30	15.62	14.61	19.35
31-40	11.25	4.49	38.71
41-50	11.88	2.25	6.45
51-60	1.25	-0-	-0-
60+	1.88	1.12	-0-
<u>Charge</u>			
Felony	28.86	89.98	77.42
Misdemean- ant	71.14	10.02	22.58
Employed	40.62	51.14	80.64

NUMBER INTERVIEWED FOR ROR



TOTAL # PEOPLE RECOGGED



DENIED OR RECOMMENDED DENIED RECOG

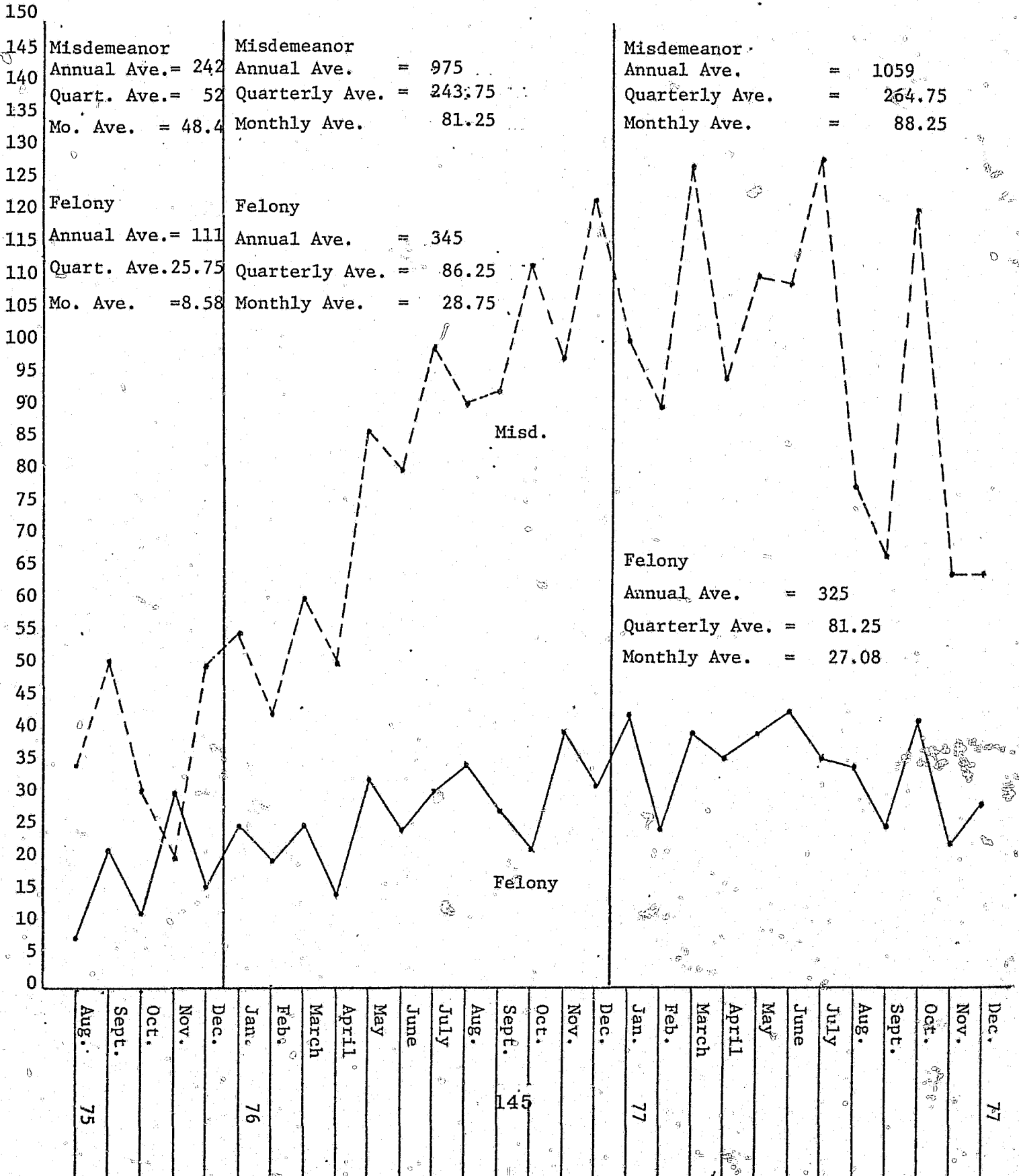
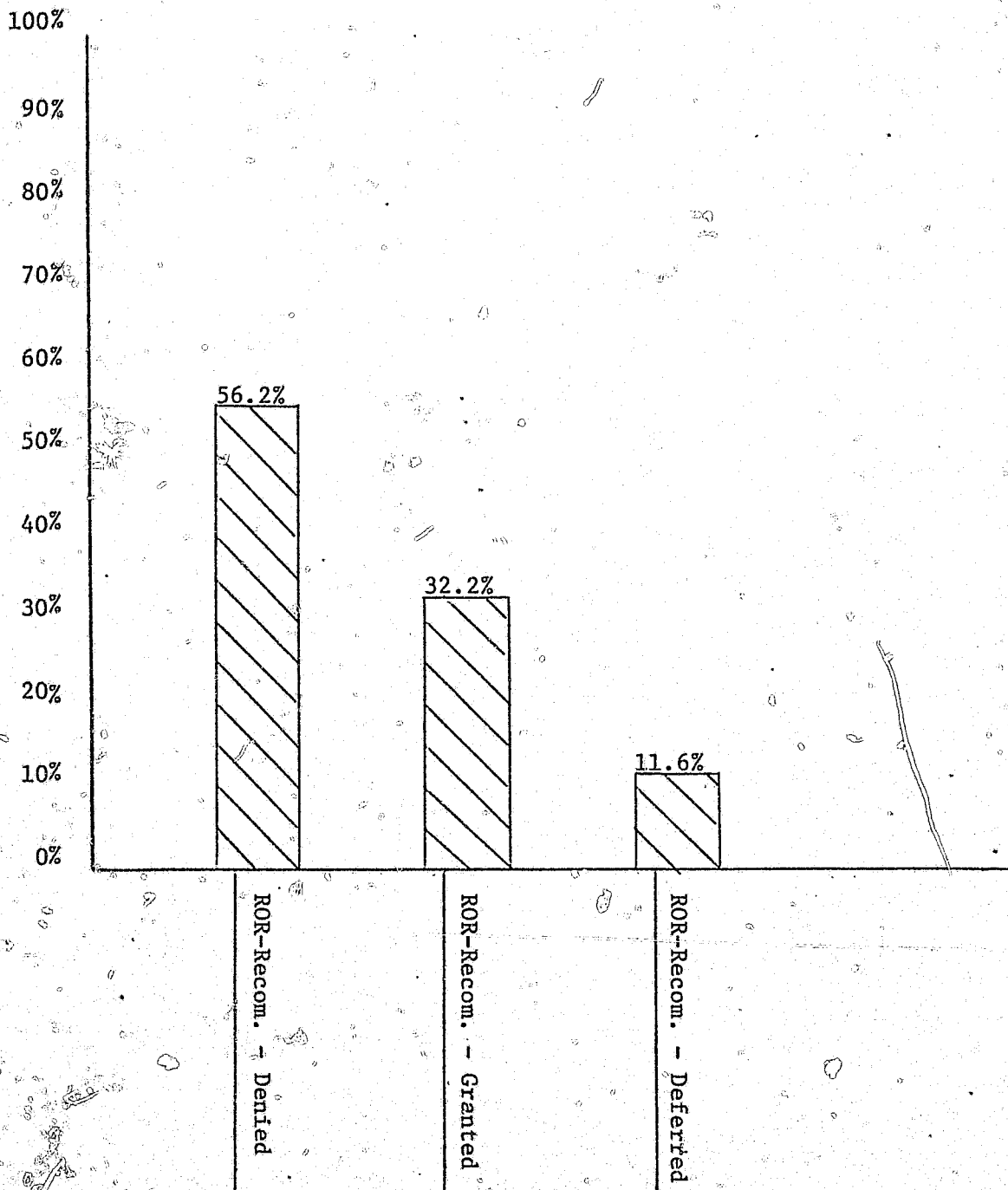
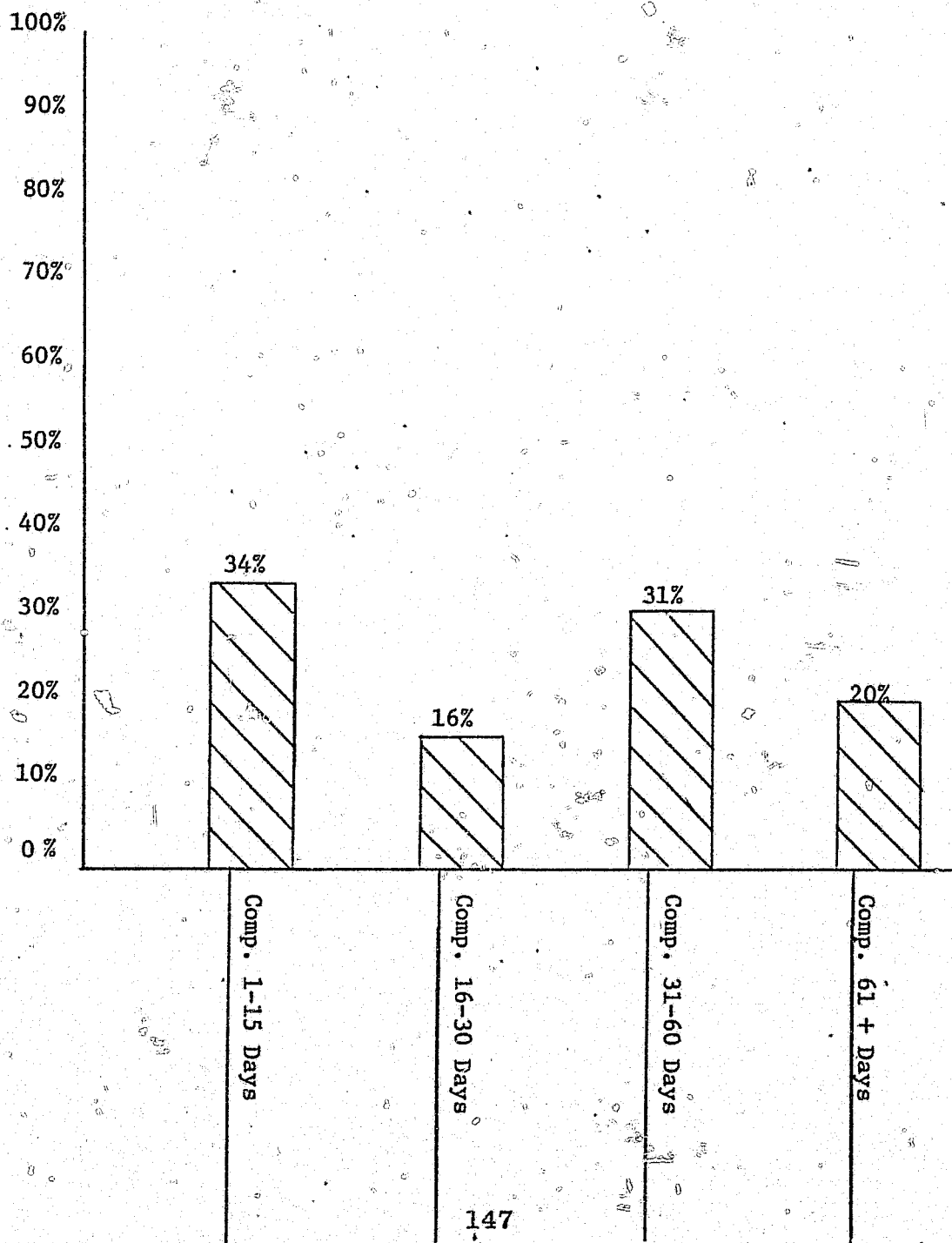


Figure F-8

ROR - RECOMMENDATIONS TO JUDGES

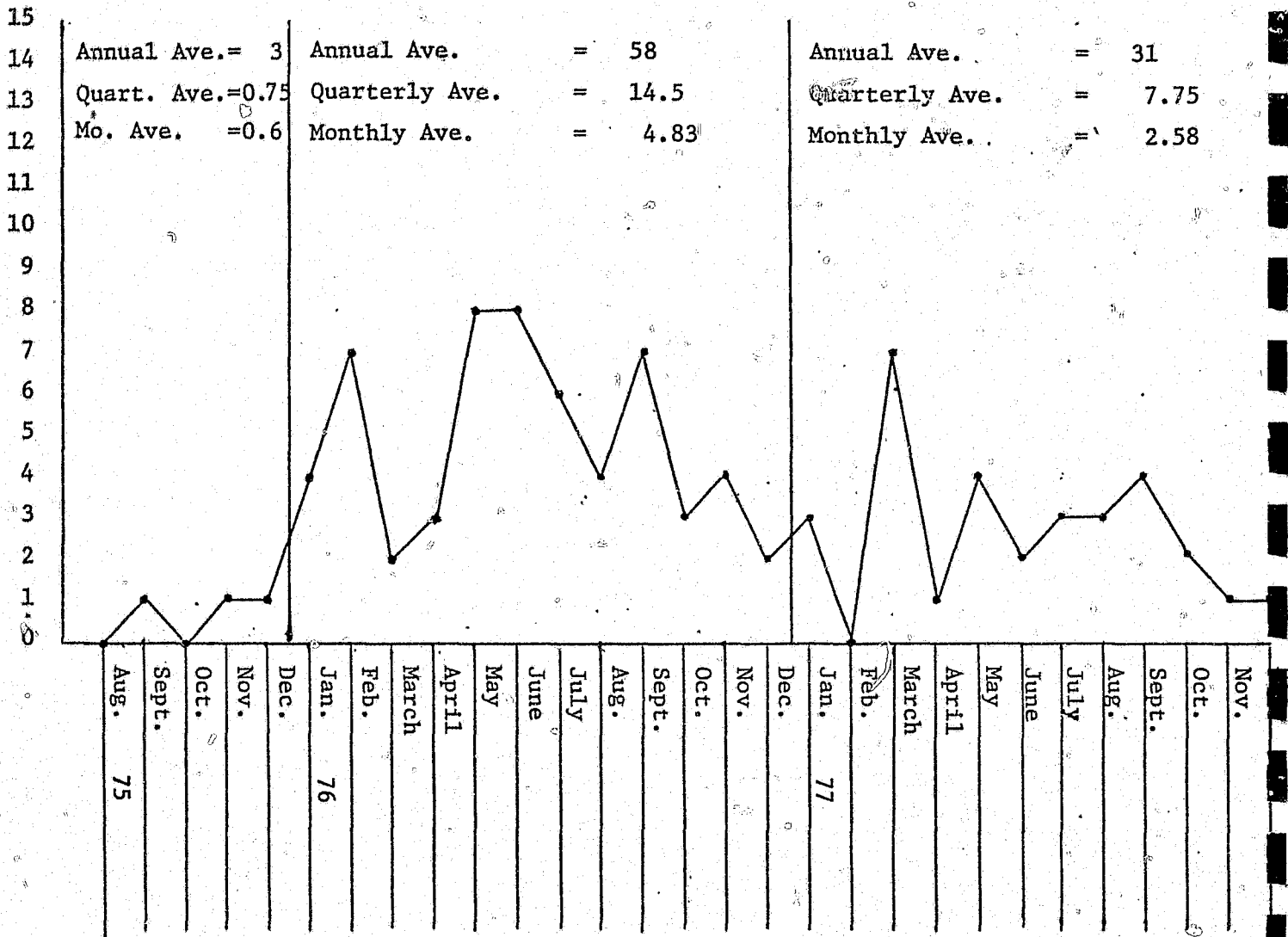


ROR - # DAYS ON RECOG.



R.O.R.

Misdemeanor F.T.A.



Annual Ave. = 3	Annual Ave. = 58	Annual Ave. = 31
Quart. Ave. = 0.75	Quarterly Ave. = 14.5	Quarterly Ave. = 7.75
Mo. Ave. = 0.6	Monthly Ave. = 4.83	Monthly Ave. = 2.58

Total Misd. FTA = 92

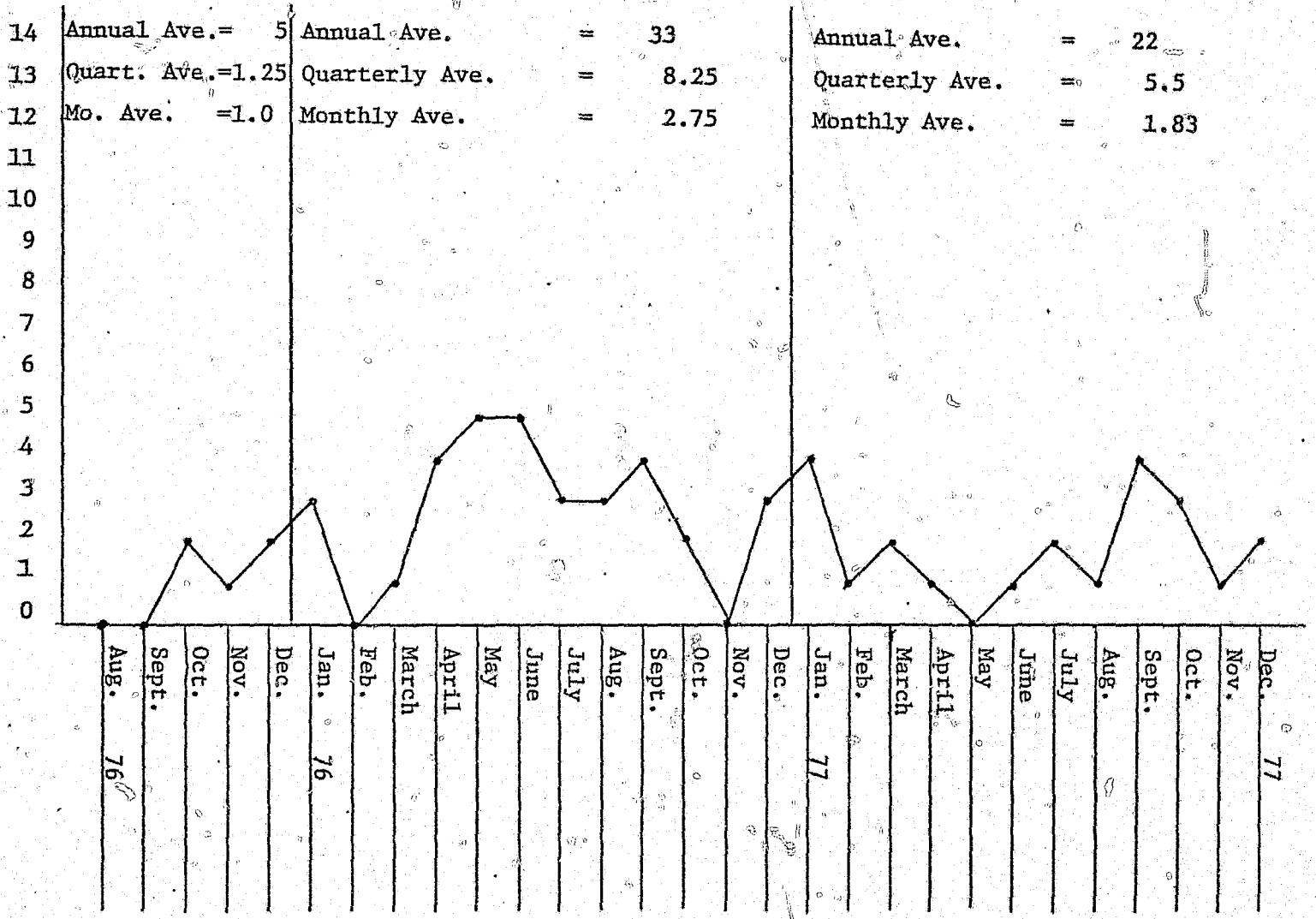
Total Felony FTA = 0

% of FTA (Misd.) = 3.6%

% of FTA (Misd. & Fel.) = 3.3%

Figure F-11

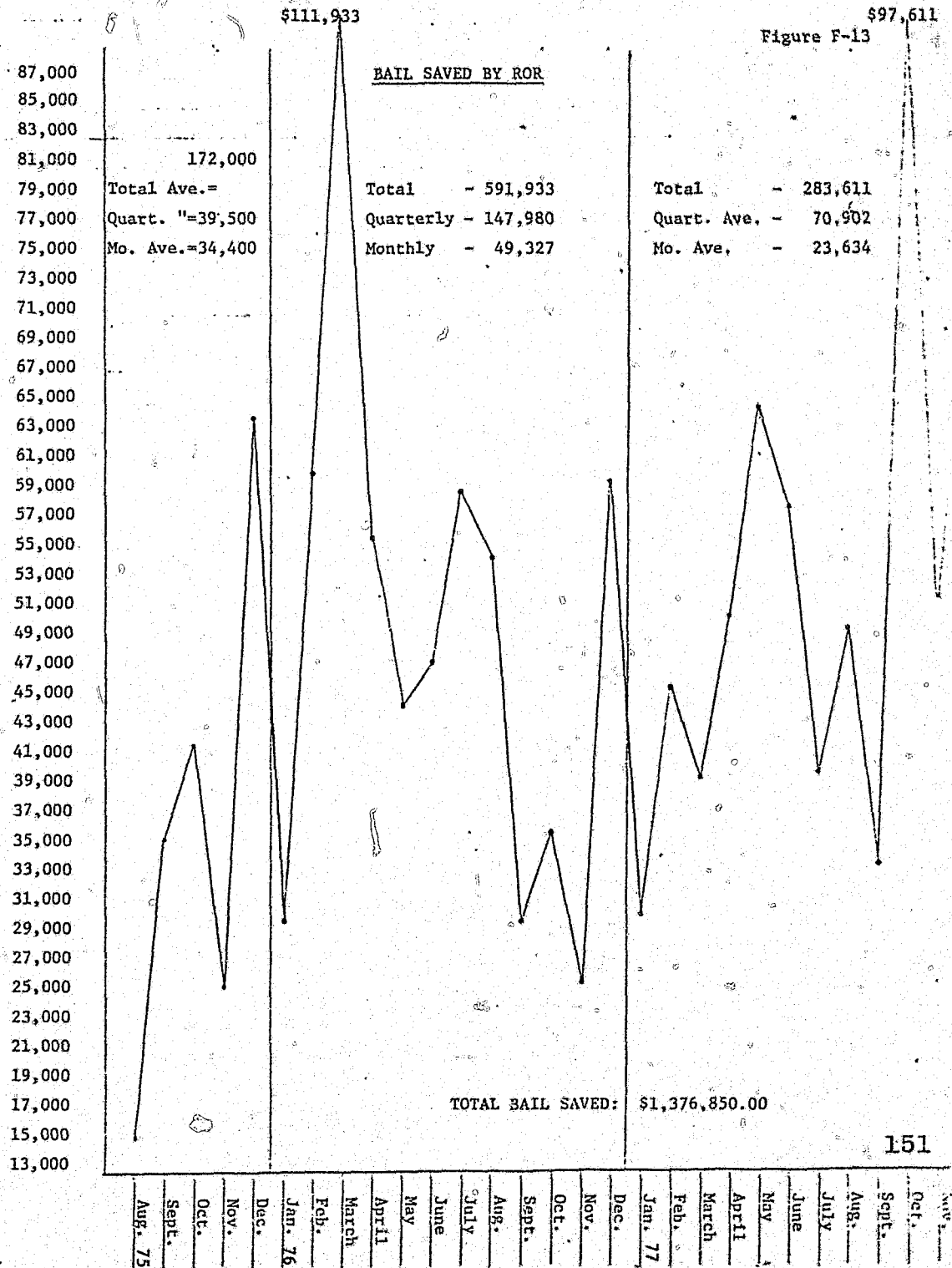
RE-ARRESTED WHILE ON RECOG.



Total # Re-arrested	=	60
Percentage Re-arrested	=	2.3%
# Felony Charges	=	12
# Misd. Charges	=	48
% Felony Charges	=	20%
% Misd. Charges	=	80%

Figure F-12

	% of Those Re-Arrested ROR Recommend Not to Release	% of Those Re-Arrested ROR Recommend to release
August - December 1975	.05%	0%
1976	5%	.03%
1977	2%	.03%



**CRIMINAL JUSTICE SYSTEM AVERAGE RATINGS OF THE CLARK COUNTY COMMUNITY BASED CORRECTIONS
RELEASE ON OWN RECOGNIZANCE SERVICE**

Issue	Range		Average Rating			Three Year Average
			1976	1977	1978	
Program Effectiveness	Highly Effective Not Effective At All	5 1	3.94	3.85	4.02	3.94
Cost Benefit	Worth Expenditure Not Worth Expenditure	5 1	3.73	3.58	4.06	3.79
Deterrence	Highly Effective No Impact	5 1	2.25	2.13	2.14	2.17
Duplication	No Duplication Highly Duplicative	5 1	3.38	3.03	3.57	3.33
Contribution to Economic & Social Success of Client	Highly Effective Little Effective	5 1	2.95	3.28	3.21	3.15
Program Average	Positive Assessment Negative Assessment	5 1	3.25	3.174	3.4	3.276

152

Figure F-14

RESIDENTIAL TREATMENT FACILITY

The following evaluation of the Clark County Residential Treatment Facility will be made available to the public at a time during which a new program design and staff has been in operation for eight months. This new program, in contrast to its predecessor, has demonstrated both treatment effectiveness and cost effectiveness which serves to make it a viable alternative to traditional incarceration. It is for this reason that the following explanation is included at the beginning of the RTF evaluation report.

It would be a serious disservice to both the new program staff and the community to have the current RTF program penalized for the major inadequacies of its predecessor. Though conclusive evidence is not yet available with which the new treatment strategy can be evaluated, the program success thus far suggests that each of the problems detailed in the evaluation of the first RTF program have been remedied and that new advances in the state of community alternatives to incarceration are being explored. Below are statistics describing the program activity of the RTF since January of 1978. These statistics serve a much more accurate barometer of the current program viability than the report on the following pages which describes the success of a program which no longer exists.

Current RTF population	25
Number of Clients Graduated	9
Number of Terminations	3

Percent of Total Referrals Terminated	17
Rearrests Among Graduates	4
Percent of Population Who Are Substance Abusers	45
Cost Per Day Per Client	\$ 47.46
Annual Cost Per Client	\$9,055.00

Again, it must be emphasized that the following evaluation is that of program other than the one currently being implemented at the Clark County Residential Treatment facility. For more current information concerning the success of this new program, inquiries should be directed to the director of the RTF.

EVALUATION SUMMARY

RESIDENTIAL TREATMENT FACILITY

Client Characteristics:

Average Age - 23

22% are veterans

8% minorities

Offense prior to referral to RTF:

38% crimes against property

23% involved drug use

15% crimes against other individual

1% drug sales

23% parole or probation violation

Unit Operations (1977):

1976 - 18 clients admitted

1977 - 22 clients admitted

Unit Effectiveness (1977):

Of the 22 clients admitted to the RTF in 1977:

2 or 9.09% completed program

7 or 31.82% still in treatment

13 or 59.09% absconded prior to treatment completion

Approximately 71% of all clients failing to complete the RTF program leave within 60 days of admission.

Four or 37 percent of the eleven successful clients have committed crimes since their release from the RTF for both years.

Average severity of crimes committed by successful RTF clients = 4.00.

Approximately 81 percent of RTF clients who did not complete the program have been rearrested since leaving the RTF.

Average severity of rearrest among unsuccessful RTF clients is 4.22.

Unit Costs (1976-1977):

Total unit costs: \$259,033.00

Cost Per Client: \$6,475.82

Cost per client completing program: \$28,718.00

Cost per successful client: \$64,758.22

Conclusions:

1. Between 1976 or 1977 a program completion rate of 39.5 percent was experienced.
2. Most clients (73 percent) who do not successfully complete the program will depart within sixty days of their admission.
3. Successful clients are characterized by a serial effect which seems to suggest the development of peer bonds with other clients admitted around the same time and which can facilitate completion of the program.
4. Thirty-seven percent of the RTF clients successfully completing the program were later arrested for crimes with an average severity of 4.0. Approximately 81 percent of RTF clients who do not complete their RTF tenure were rearrested for crimes with an average severity of 4.22.
5. A cost per year per successful graduate of \$28,781 was found for the RTF period between 1976 and 1977. When the number of successful program graduates later arrested is deducted from this computation, a cost per year of \$64,578.22 is found. In light of this cost and the high rearrest rate found among successful and unsuccessful clients, the RTF was not a cost effective alternative to incarceration.
6. A comparison of RTF costs per successful client with analogous statistics for other Washington State institutions indicates the RTF to cost on the average \$6,477.97 more per year than the other alternatives.
7. A significant decline in RTF ratings by the Clark County Criminal Justice System occurred in 1978 ($p < .01$). The decline in ratings was found throughout the Criminal Justice System.

RESIDENTIAL TREATMENT FACILITY

The Residential Treatment Facility (RTF) Unit of the Community Based Corrections Program is an intensive, inpatient treatment program for male adult felony offenders who would have been committed to prison had they not been accepted into the residential program. Housed in a fifteen-bed renovated apartment building, this program involved extensive therapy designed to develop responsibility and trust among the residents. In addition, educational and vocational training are required where appropriate and employment is required for graduation. The following evaluation report concerns the RTF operations up to December of 1977. During the period prior to 1978, three RTF managers were responsible for the unit operation. Of these individuals, the latter two were responsible for designing treatment strategies that constituted the foundation of the RTF. Since the evaluation concerns a period during which both treatment strategies were used, a brief description of these strategies will be offered prior to the discussion of RTF effectiveness.

The first complete treatment strategy implemented at the RTF involved assisting program clients develop adequate impulse control. The process during which impulse control was to be cultivated was divided into five sequential phases. Beginning

with an orientation period during which the new client had to comply with a very strict and regimented routine, clients were eventually promoted through an internal self-assessment period to an external self-assessment phase. The internal phase of treatment was eclectic in nature and involved intensive classic psychotherapy, group therapy, and behavior modification contingency management. The objective of the internal phase of treatment was to help the client identify his impulses and the strategies he used to deal with them. Then, through the process of psychotherapy, the client was to evaluate the adequacy of his coping strategy and identify alternative strategies for dealing with those emotions responsible for his asocial behavior. Once the client had successfully demonstrated his understanding and willingness to change his asocial coping patterns, he was promoted to the external phase which entailed dealing with successively more demanding social situations. By beginning with an educational or job training activity, the client was confronted with ever more demanding opportunities to test the new ways for dealing with frustration. Once the client had demonstrated his ability to successfully deal with employment outside of the supportive atmosphere of the RTF, he was then promoted to an outpatient status where he maintained contact with the RTF for a period of three to six months. This treatment strategy was used at the RTF until the end of November, 1977. At that time a new RTF manager was hired and brought with him a different treatment strategy.

The treatment strategy now used at the RTF is similar to the first only in that clients move through a predetermined series of phases which are intended to prepare them for dealing with the frustration and demands of personal responsibility and the outside world. The second treatment strategy relies extensively on a simulated society model during the treatment period and attempts to cultivate client awareness of others. Working directly on the egocentric coping strategies common among multiple-offense offenders, the treatment strategy initially forces clients to rely on other clients who have been in the program. Once the client has demonstrated his ability to rely on others, he is then promoted through treatment phases which require the ever-increasing support of other clients who are not as far through the program. By the time a client reaches one of the latter stages, he is responsible for the support of clients in their early phases of treatment. In addition to the emphasis on replacing client egocentrism with a greater awareness and concern for those around him, the gradual preparation for dealing with the pressure of life outside the RTF also occurs. Clients are continually expected to actively prepare for life after the RTF and the final stages of treatment involve job placement as with the previous treatment strategy. An additional component recently added to the RTF operation is a re-entry program.

In comparison, these two strategies differ primarily in their respective treatment emphasis. The first treatment strategy focused on impulse control and strategies for effectively dealing with social inclinations. The current treatment strategy has a social focus and attempts to widen the client's social perspective

to include more than himself through actual experience in simulated society programs. Through greater awareness of the needs and potential support available from those around him, and increased experience with personal resources, the successful program graduate is expected to be able to cultivate alternative support systems in the community to which he can turn when asocial inclinations appear. Since the following evaluation primarily concerns the RTF operational history up to the end of December 1977, it should be emphasized that the results reported are the product of the first treatment strategy. Though some impact from the latter treatment approach will be acknowledged, an assessment of that treatment strategy will not be possible until a year after its implementation.

The following evaluation report will begin with a discussion of client characteristics. Next, following a brief review of client flow and unit operational activity, an examination of RTF effectiveness will be provided. This section will be followed by a discussion of unit cost effectiveness. The evaluation report will then examine the assessment of the RTF by the Clark County Criminal Justice System and conclude with a list of recommendations based on the information contained in this report.

Client Characteristics:

The average age of an RTF client is 23 years. Approximately 22 percent of RTF clients are veterans and 23 percent were on parole at the time of the offense responsible for their referral to the RTF. Eight percent of RTF clients were minorities. Approximately 38 percent of RTF clients were referred following convictions for crimes against property, 23 percent were convicted

for drug use, 15 percent for crimes against another individual (this category includes sex offenses), and approximately 1 percent of the clients were convicted for drug sales. The remaining 23 percent were convicted for either probation or parole violations. Figure G-1 provides an overview of the crimes RTF clients were convicted of prior to referral to the RTF.

Unit Operations:

Figure G-2 provides a two-year overview of the RTF caseload. Declining slightly in 1977, the RTF was never at capacity. In 1976, 18 clients were admitted to the program. In 1977, 22 clients were admitted. Figure G-3 provides a comparison of referral resources used by the RTF and the relative client flow to these resources. Reference to the limited use of the CBC Employment Counseling Service suggests an area in which additional future referrals might be appropriate.

Unit Effectiveness:

The RTF is one of the most innovative criminal justice system programs in Clark County in that it attempts to deal with those offenders who are experienced criminals and have committed at least two crimes before referral to the program. This high risk group represents an avenue through which significant impact on community risk may be realized by virtue of the fact that if these offenders are not rehabilitated they will often commit more crimes than a lesser experienced offender. A realistic perspective

concerning the RTF is one in which a certain degree of client recidivism is to be expected. The key issue involved in the evaluation of this program is whether or not the RTF is successfully minimizing the client recidivism rate. Since the treatment strategies used at the RTF are still in the process of refinement, attention will be focused in the following discussion on client characteristics and reactions to various treatment elements. With this information, the RTF will hopefully be able to better prepare to deal with this high risk population.

In 1976, 18 clients were admitted to the RTF of this number, seven were to eventually complete the program. In 1977, 22 clients were admitted; two were to later complete the program and seven clients are still working towards completion. These figures indicate the RTF to have an overall client completion rate of approximately 39.5%. Of the 23 individuals not completing their RTF tenure, approximately 14 percent (three clients) were terminated from the program for violation of program rules and the remaining 86 percent (20 clients) walked away from the RTF and failed to return. (Since the figures quoted above are based only on those clients admitted before 1978, it should be emphasized before continuing that a new treatment strategy has since been implemented and the results reported in this report do not necessarily reflect the success of the RTF in 1978.) Figure G-4 provides a description of the phases at which RTF clients left the program. On the basis of this information, it would appear that the majority of clients who do not complete the program will fail before reaching phase three. In terms of days, this would

mean that approximately 71 percent of all RTF clients who fail do so within sixty days of admission to the program. This finding would suggest that intensive supervision of all new clients for the first sixty days might appreciably reduce the RTF skip rate. Another interesting finding which concerns the RTF skip rate is that of a "serial effect" which suggests that successful clients usually are found to occur in groups of two or three rather than individually. In other words, clients in the RTF appear to form informal liaisons with the other residents admitted at the same time. Depending on the inclination of this group, clients will either complete the program or skip it about the same time. Evidence for this serial effect is found upon reference to the fact that of the seven successful clients admitted in 1976, four (57 percent) were admitted on the same day as another successful client. When this percentage is viewed in light of the high skip rate common among 1976 admissions (61 percent), additional support for this argument is found. In 1977, four of the seven successful clients were admitted in groups of at least two. When the unsuccessful clients are examined for the occurrence of a serial effect, it appears that unsuccessful clients do not consistently skip in groups. Careful examination of the unsuccessful group suggests this group to have a greater number of "loners" in terms of when these individuals skip. The occurrence of a serial effect found primarily among successful clients would suggest that the cultivation of informal classes or groups identified on the basis of when they were admitted might produce a social support system conducive to program completion.

Figure G-5 provides a comparison of successful and unsuccessful RTF clients in terms of client characteristics. As is apparent in this figure, successful clients are on the average older, were veterans, were not on parole, and a minority. Reference to Figure G-6 provides a similar comparison of types of offense committed prior to referral to the RTF. The information contained on this chart would suggest that potential clients having committed offenses involving property and drug use have the greatest probability of completing the program.

Figure G-7 describes the results of a comparison of successful and unsuccessful RTF clients in regards to offenses committed after leaving the RTF. Of the 11 clients included in the successful sample, four (37 percent) were later arrested for crimes of which the average severity was four on a scale of one to seven, with seven indicating the greatest severity. Among those clients who skipped the RTF, a rearrest rate of 81 percent (nine clients) is found. The average severity of crimes committed by these individuals is 4.22. The majority of charges involved with the unsuccessful RTF group stem from parole violations associated with their unauthorized leave of the RTF. Two clients in the unsuccessful client group were sent to institutions. On the basis of this information, it would appear that the RTF in 1976 and 1977 was not successful in treating the majority of its clients. Of the 40 clients admitted between 1976 and 1977, 27.5 percent successfully completed the program, 60 percent left the RTF facility before completing their treatment, and 12.5 percent are still involved in the RTF program. Of the 27.5 percent successfully completing

the program, 37 percent have since been rearrested. When the rearrest rate is taken into consideration, the successful client group represents only 17 percent of all clients accepted into the program.

Unit Costs:

Between 1976 and 1977 the RTF had expenses equaling \$259,033. Figure G-8 provides a detailed breakdown of these costs. In the same time period, nine clients successfully completed the program. This fact suggests that a cost per successful client of \$28,718 characterizes RTF operations before January of 1978. When the rearrest rate of successful clients, four or 37 percent, is taken into consideration in the computation of a cost per successful client, it is evident that the RTF has a cost per successful client average of \$64,758.22. Obviously, the RTF was not a cost effective alternative to incarceration in 1976 or 1977. In order to provide a better perspective on the costs of the Clark County RTF, a comparison of the 1977 costs and client flow of the RTF with alternative institutions in the State of Washington was undertaken. Though the success rate of the RTF includes seven individuals who have yet to complete the program, a reasonable estimate of RTF cost effectiveness is obtained. The recidivism rate used for state institutions is an eighteen-month figure in contrast to the five-month figure of rearrests used in determining the RTF recidivism rate. Though this introduces a conservative influence favoring the RTF, it nevertheless provides some idea of the relative effectiveness of the institutions. It should also be mentioned

that the majority of failures in the RTF occurred before the residents had completed their sentence. The recidivism rate quoted for the other institutions refers primarily to offenses committed after release. Figure G-9 contains the comparison of the RTF with other institutions in the state. Reference to the bottom of the chart provides an indication of the difference in cost per successful client between these institutions. As is evident, the RTF is on the average \$6,477.97 more expensive per client than the other institutions. Again, evidence is found which suggests the RTF to be an extremely expensive alternative to incarceration.

Systemic Perspective:

Figure G-10 provides a three-year assessment of the RTF by the Clark County Criminal Justice System. Reference to the average ratings given the program in 1978 reflects a significant ($p < .01$) decline in program ratings. The most significant drops in ratings are found concerning the issues of program effectiveness, cost benefit, and deterrence. An increase in ratings regarding program duplication was also found. In examining the source of rating decline it becomes apparent that the lower ratings were given by Criminal Justice System professionals throughout the system. This finding would suggest the need for establishing dialogues between RTF staff and the Criminal Justice System it is a part of to determine those areas in which the criminal justice professionals are dissatisfied with the program.

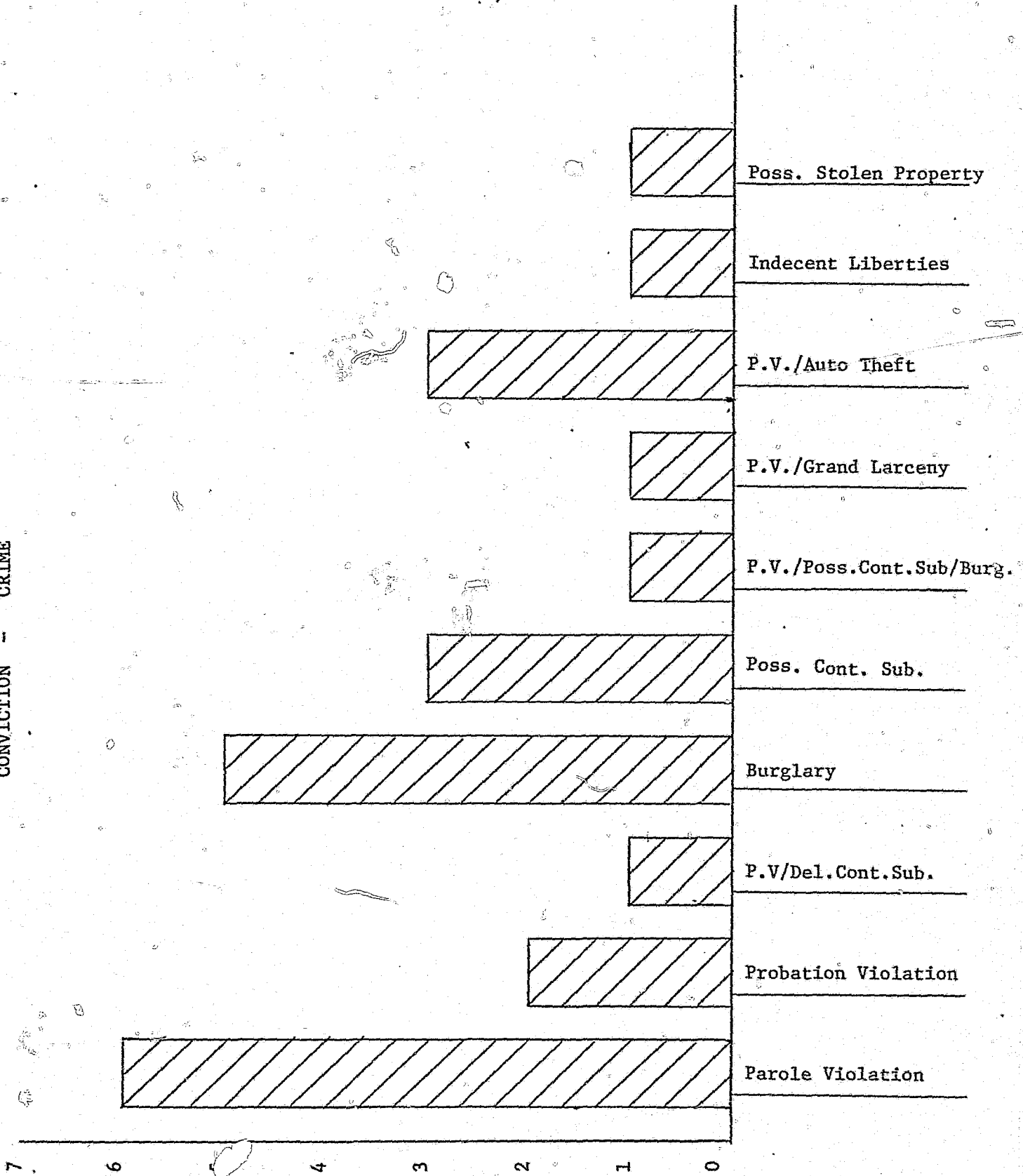
Conclusions:

1. Between 1976 and 1977 a program completion rate of 39.5 percent was experienced.
2. Most clients (71 percent) who do not successfully complete the program will depart within sixty days of their admission.
3. Successful clients are characterized by a serial effect which seems to suggest the development of peer bonds with other clients admitted around the same time and which can facilitate completion of the program.
4. Thirty-seven percent of the RTF clients successfully completing the program were later arrested for crimes with an average severity of 4.0. Approximately 81 percent of RTF clients who do not complete their RTF tenure were rearrested for crimes with an average severity of 4.22.
5. A cost per year per successful graduate of \$28,781 was found for the RTF period between 1976 and 1977. When the number of successful program graduates later arrested is deducted from this computation, a cost per year of \$64,578.22 is found. In light of this cost and the high rearrest rate found among successful and unsuccessful clients, the RTF was not a cost effective alternative to incarceration.
6. A comparison of RTF costs per successful client with analogous statistics for other Washington State institutions indicates the RTF to cost on the average \$6,477.97 more per year than the other alternatives.
7. A significant decline in RTF ratings by the Clark County Criminal Justice System occurred in 1978 ($p < .01$). The decline in ratings was found throughout the Criminal Justice System.

APPENDIX

Figure G-1

RTF
CONVICTION - CRIME



RTF CASELOAD

1976

1977

Annual Average : 98.4
 Quarterly Average : 24.6
 Monthly Average : 8.2

Annual Average : 91
 Quarterly Average : 22.75
 Monthly Average : 7.58

Capacity

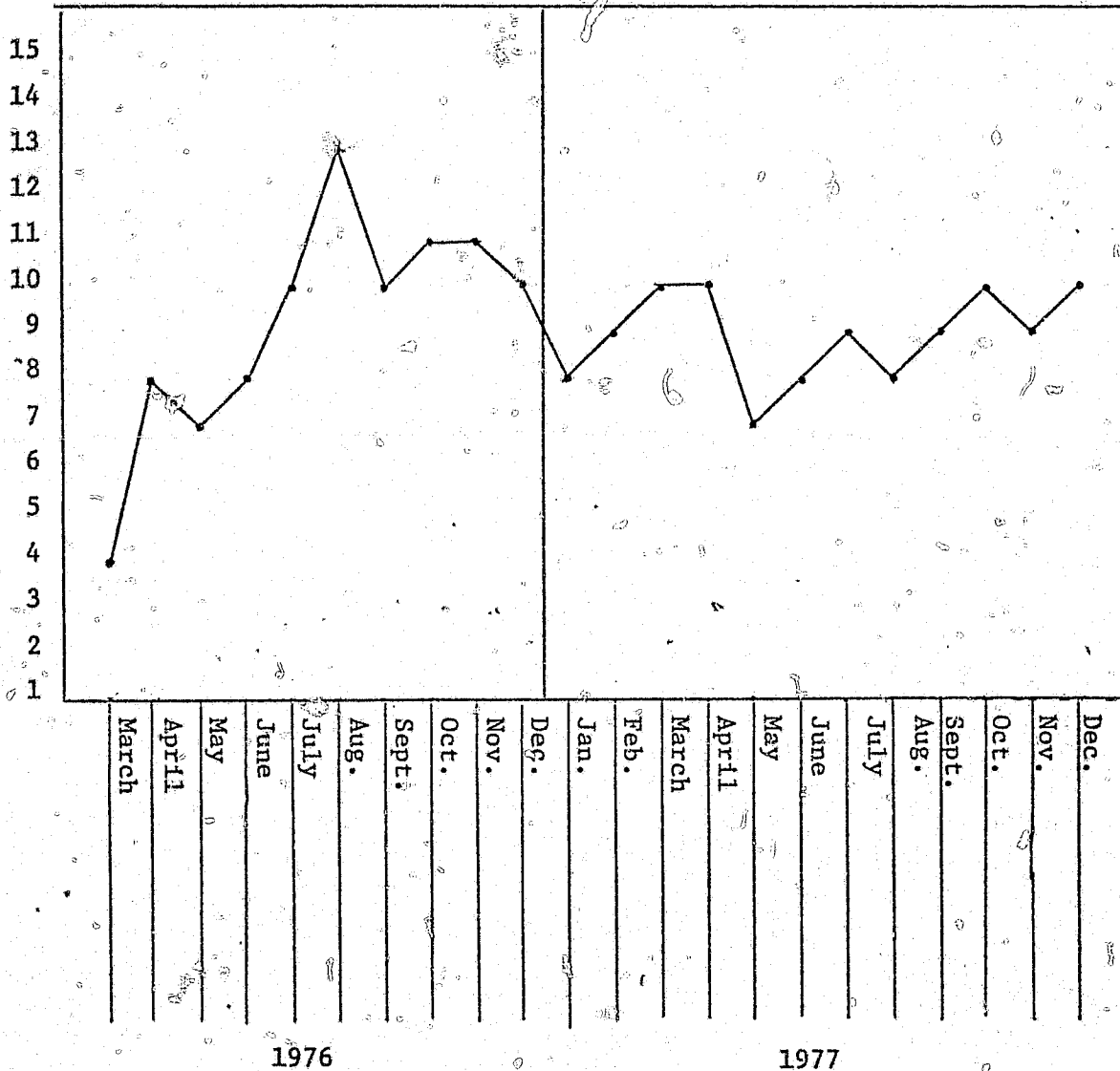


Figure G-3

Client Flow to RTF Referral Sources

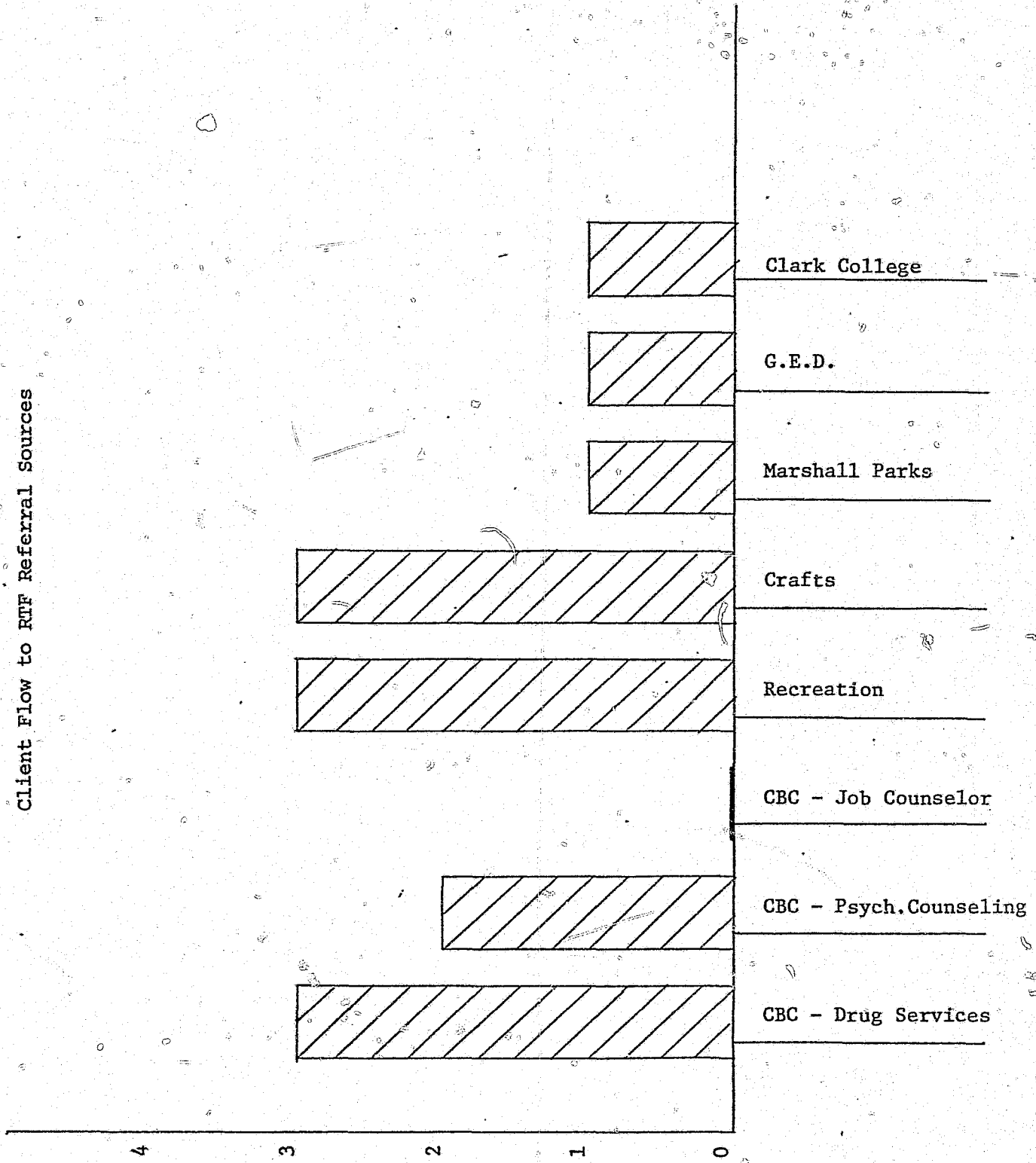


Figure G-4

RTF

PHASE AT WHICH CLIENT LEFT RTF

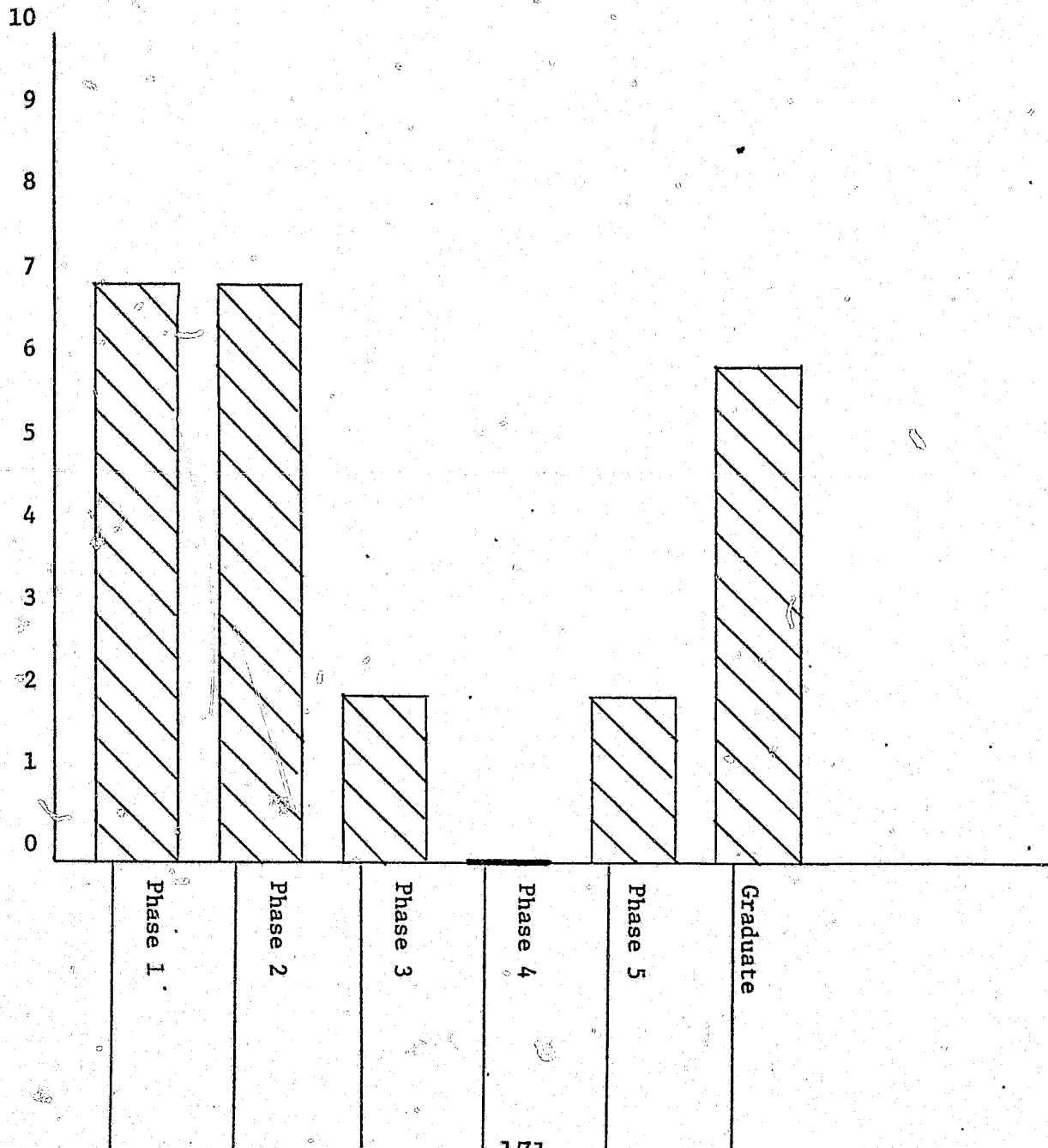


Figure G-5

RTF

Average Age of RTF Clients	=	23
Average Age of Unsuccessful Clients	=	22
Average Age of Successful Clients	=	24

Average total days in care (Total)		144
Unsuccessful	=	64
Successful	=	295

Veteran?	Total - Yes = 22%	No = 78%
	Unsuc. - Yes = 17%	No = 83%
	Suc. - Yes = 36%	No = 64%

Is/was client on parole?

Total	- Yes = 23%	No = 77%
Unsuc.	- Yes = 33%	No = 67%
Suc.	- Yes = 0%	No = 100%

Is client a minority?

Total	- Yes = 8%	No = 92%
Unsuc.	- Yes = 0%	No = 100%
Suc.	- Yes = 9%	No = 91%

2 Unknown

Figure G-6

(For last 21 clients only)

(Types of Offense

Property	- Total = 80%	(38%
	Unsuccessful = 76%	(of
	Successful = 100%	(Total
	Not yet completed program = 60%	
<hr/>		
Drug Use	- Total = 48%	(23%
	Unsuccessful = 38%	(of
	Successful = 66%	(Total
	Not yet completed program = 60%	
<hr/>		
Person (Including Sex)	- Total = 33%	(15%
	Unsuccessful = 30%	(of
	Successful = 33%	(Total
	Not yet completed program = 40%	
<hr/>		
Drug Sale	- Total = 4%	(1%
	Unsuccessful = 0%	(of
	Successful = 33%	(Total
	Not yet completed program = 0%	
<hr/>		
Other	- Total = 48%	(23%
	Unsuccessful = 38%	(of
	Successful = 100%	(Total
	Not yet completed program = 40%	

<u>Successful Group</u>		N-11	
Have been re-arrested	=	4	= 37%
Have not been re-arrested	=	7	= 63%
Avg. Severity (Range 1 to 7)	=	4	

Offenses Were:

<u>Sev.</u>	<u>Client #</u>	
5	(1)	Contempt of Court
1	(2)	Failure to acquire Wa. Driv. Lic./DWI
4	(3)	Promoting Prostitution
6	(4)	Poss. Cont. Sub (Darvon & Amphet.)/Burg/Poss. Stln. Prop.

<u>Unsuccessful Group</u>		N-11	(Picked Sample)
Have been re-arrested	=	9	= 81%
Have not been re-arrested	=	2	= 19%
Avg. Severity (Range 1 to 7)	=	4.22	

Offenses Were:

<u>Sev.</u>	<u>Client #</u>	
3	(1)	P.V./P.V./No Valid Op. Lic./DWS/P.V.
3	(2)	P.V/P.V.
3	(3)	P.V/P.V./MIP/DWI/P.V.P.V.
3	(4)	P.V/P.V.
6	(5)	P.V/Deliv.Cont.Sub.
3	(6)	P.V/P.V.
4	(7)	MIP/FTA/Bench Warrant
6	(8)	Poss.Cont.Sub./MIP/P.V./MIP/No.Op.Lic./P.V./Speeding/MIP/Reck.Driving
7	(9)	2nd deg. Assault/2nd deg. Assault/Vehicle Prowl./Poss.Stolen Prop./P.V.

Figure G-8

1977 Expenses

<u>Total</u> Salary + Benefits	\$125,153
Supplies + Equipment	15,799
Operations	7,067
Total 12 months 1977 -----	\$148,019
9 Months for 1976 -----	\$111,014

Amortized from 1977 costs

- 1) \$148,019 - 12 months = \$ 12,334 per month
- 2) \$ 12,334 x 9 months = \$111,014 Total 9 month

Total cost for 21 month operating period----- \$259,033

1977

State
Institution
Average

	RTF	WSP	WCC	Larch Mt.	
Number	22	22	22	22	22
Recidivism Rate	59.1%	23.4%	23.4%	23.4%	23.4%
Successful Outcomes	9*	17	17	17	17
Total Cost	\$148,019.00	\$120,230.00	\$197,802.00	\$238,414.00	\$169,466.00
Average Cost per Referral	\$ 6,728.13	\$ 5,465.00	\$ 8,991.00	\$ 10,837.00	\$ 7,703.00
Average Cost per Successful Outcome	\$ 16,446.55	\$ 7,072.35	\$ 11,635.41	\$ 14,024.35	\$ 9,968.58
Net Gain over Existing Programs	-	+ (8) 47.06%	+ (8) 47.06%	+ (8) 47.06%	+ (8) 47.06%
Net Cost over Existing Programs	-	- \$27,789.00	+ \$ 49,783.00	+ \$ 90,395.00	+ \$ 21,447.00
Difference in Cost for Successful Outcome	-	- \$ 9,374.20	- \$ 4,811.14	- \$ 2,422.20	- 6,477.97

* 7 Individuals labeled successful have yet to complete program.

CRIMINAL JUSTICE SYSTEM AVERAGE RATINGS OF THE CLARK COUNTY COMMUNITY BASED CORRECTIONS

RESIDENTIAL TREATMENT FACILITY

Average Rating

Issue	Range		1976	1977	1978	Three Year Average
Program Effectiveness	Highly Effective	5	3.37	3.29	2.98	3.21
	Not Effective at All	1				
Cost Benefit	Worth Expenditure	5	3.54	3.19	2.98	3.24
	Not Worth Expenditure	1				
Deterrence	Highly Effective	5	3.35	3.26	3.03	3.21
	No Impact	1				
Duplication	No Duplication	5	3.27	2.86	3.11	3.08
	Highly Duplicative	1				
Contribution to Economic & Social Success of Client	Highly Effective	5	3.49	3.52	3.35	3.45
	Little Effective	1				
Program Average	Positive Assessment	5	3.40	3.22	3.09	3.24
	Negative Assessment	1				

177

END