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Research &  
Evaluation Unit

# Pre-Release Program

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Final Evaluation Report:

## Client Characteristics & Supervision Outcomes

Virginia Department of Corrections  
Planning & Engineering Services  
November, 1988



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## EXECUTIVE SUMMARY

Like other community corrections programs, the Pre-Release Program was designed to provide, while protecting public safety, an alternative to incarceration. Whereas some programs, such as Intensive Supervision and the Community Diversion Incentive Program, divert offenders from incarceration, the Pre-Release Program provides a residential setting for the supervised reintegration of offenders returning to the community. Carefully screened offenders, many due to be released from prison or jail within a couple of months, are assigned to a pre-release facility. Offenders not assigned to a pre-release facility are released on parole without this transitional experience.

The program began formally in September, 1985, when the Department contracted for 10 beds in a facility operated by Rehabilitation Services in Norfolk. By July, 1987, the average daily population in the program was 105 and services were provided by ten public and private vendors throughout the Commonwealth.

This evaluation study analyzed client and case characteristics, program activities, and supervision outcomes of cases terminated during FY86 and FY87. Using two data collection forms designed by the Research and Evaluation Unit, data were collected and analyzed for 365 case terminations.

Several study findings are highlighted below:

### Client/Case Characteristics

- o The majority of pre-release center clients were black males who had been committed to the Department for property offenses and who anticipated mandatory parole release. Most were unmarried and had not completed high school nor earned a GED.
- o Case terminations tripled from FY86 to FY87, indicating rapid program growth.

### Supervision Outcomes

- o Successful case terminations increased from 60% in FY86 to 70% in FY87.
- o High rates of in-program success were noted for female clients, clients whose convicting offenses were robbery or alcohol/drug related offenses, and clients who were transferred from one pre-release center to another.
- o For all cases not successfully terminated during FY86 and FY87, ten clients were arrested; the most serious offenses were three new assaults.

### Program Activity

- o Approximately 80% of the clients were employed while in the Pre-Release program and \$33,000 was paid by clients to the commonwealth for room and board.
- o On average, clients were released to parole supervision with nearly \$300 per person in their inmate accounts.
- o Clients spent an average of 64 days in a pre-release center.

### Program-Related Assignments and Supervision Outcomes

- o Pre-release centers in Norfolk, Newport News, and Roanoke supervised more than 75% of the clients.

### Comparison of FY87 Pre-Releases and All Other Releases

- o When pre-release clients were compared to all other offenders released from Department jurisdiction in FY 87, it was noted that pre-release clients were more likely to be property offenders and mandatory parolees than other released offenders.

The following conclusions were drawn:

- o Prison overcrowding remains a serious problem, yet the Pre-Release Program provided some bedspace relief; 416 offenders spent approximately two months each in a pre-release facility rather than occupying a prison or jail cell.
- o The Pre-Release Program facilitated the reintegration of offenders into the community as indicated by the numbers of offenders who
  - were employed while in the program
  - contributed towards room and board expenses
  - established accounts in which funds were saved in preparation for release from Department jurisdiction.
- o The in-program success rates of groups such as discretionary parolees, offenders whose custody was overridden for pre-release assignment, and offenders whose convicting offense was robbery suggest that the Parole Board and Pre-Release Section exercised discretion in making parole decisions and pre-release assignments in a manner which promoted public safety.
- o Although property offenders and mandatory parolees were predominant in the Pre-Release Program, property offenders were less successful in completing the program than offenders convicted of other types of offenses; mandatory parolees were less successful than discretionary parolees and Parole Board-referred clients.

- o Recommendations were made with a view toward developing a more comprehensive evaluation framework for future research; these included an examination of recidivism of pre-release clients, cost effectiveness of the program, and program dynamics.

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## PROJECT SCOPE

The Chief of Operations for Community Alternatives, Division of Adult Community Corrections, requested that the Research and Evaluation Unit evaluate FY86 and FY87 supervision outcomes of the Pre-Release Program. Analysis of client characteristics and program activities for each of the fiscal years was also requested.

## PROJECT BACKGROUND

Evaluation activities related to the Pre-Release Program began approximately a year ago when the Research & Evaluation Unit assessed the degree of success of inmate assignment to three Northern Virginia pre-release programs. Inmate Pre-Release Placements was completed June, 1987.

More recently a series of projects supporting the program have been conducted. Three of these projects have been completed:

- o Pre-Release Program Data Base Development
- o Pre-Release Escape Profile
- o Impact Statement for Pre-Release Program Growth.

This evaluation project completes the series.

The purpose of the Data Base project was to assess, field test and finalize two data collection forms to facilitate the development of a pre-release data base. Data collected on these forms provide the basis for the present evaluation project.

The Escape Profile summarized characteristics of FY87 escapes. Included were tables relating totals, date of escape, type of escape, status (recaptured/at large), and type of recapture for each facility.

The Impact Statement for Pre-Release Growth ascertained that, based on the criteria of non-violent offenders with minimum or medium custody, approximately 46% of the confined population are eligible for pre-release programming. More than half of these offenders were committed from the metropolitan areas of Northern Virginia, Tidewater, and Richmond.

## PROGRAM BACKGROUND

### National Experience

Although the successful reintegration of offenders into free society is a major goal of many pre-release programs, prison overcrowding has perhaps been the driving force for pre-release program development and expansion. In addition to serving reintegration and overcrowding-relief functions, pre-release programs constitute savings to taxpayers as they usually cost less to operate than prisons. At the same time, the offender has an opportunity to contribute to his own support, that of his family, and to make restitution to crime victims.

The acknowledged pioneer in the development of pre-release centers is the Federal Bureau of Prisons, which began contracting for pre-release beds in 1967. In 1987, the Bureau had contracts with 300 facilities serving about 3,400 offenders who stayed an average of 100 days.

There is tremendous variation in pre-release programs, reflecting the differing philosophies of state correctional systems, localities, and program operators. The trend, however, seems to be away from treatment facilities based on the medical model to structured settings where accountability is paramount. Emphasis is placed on the offender's obtaining employment and the use of community resources to meet other needs.

### Virginia Experience

Although Virginia's Pre-Release Program began in 1985 as one of several responses designed to ease prison overcrowding, its focus has been a dual one: it has also served as a tangible indicator of the Department's graduated release initiative.

The program began in September, 1985, when the Department contracted for 10 beds at Rehabilitation Services in Norfolk. By July, 1986, the average daily population had grown to 50. A year later the population had more than doubled to 105. By July, 1987, the end of the evaluation period, pre-release beds were provided by 10 public and private vendors throughout the Commonwealth. One vendor operated programs in two localities.

Since all Department policies and programs are framed by public safety objectives, offenders must meet stringent eligibility requirements to be approved for the pre-release program. Requirements pertain to custody, medical and psychological status, prior criminal history, institutional adjustment, and proximity to mandatory parole release date. Specific criteria include "A" custody assignment and medical classification as "A" (indication that no physical restrictions on type of work assignment are advised). For pre-release consideration as a mandatory parolee, the offender must be within six months of mandatory parole release. Psychologically-impaired offenders or those with a record of escape in recent years are ineligible. Finally, the offender must have no significant history of violent, assaultive, or sex-related offenses, either in the community or in prison.

Minor modifications in the eligibility criteria have been made throughout the developmental stages of the program.

Eligible offenders are screened by the Pre-Release Section of the Classification Unit. Analysis of pre-release decisions March through April, 1987, indicated that approximately one-quarter of cases reviewed were approved. About half were disapproved while either "no action" or "deferral" accounted for the remainder. Also, some offenders were approved but never assigned due to lack of bedspace.

## METHODOLOGY

### Data Collection

Two forms were developed to collect evaluation data. The PR-1 form (See Appendix A) was designed to gather information needed by the Pre-Release Section to screen offenders for pre-release assignment. This form was coded by Research and Evaluation staff, assisted by Community Alternatives staff, from information found in inmate Central Criminal Records.

Since data were collected post-assignment and post-termination, rather than pre-assignment, certain data elements were not applicable. Coding of psychological status was not undertaken since acceptable status was a condition of approval. "Reason not approved" was deemed irrelevant.

The second form, PR-2 (See Appendix B), was also completed by Research and Evaluation staff, primarily by on-site, manual collection of data from program files of the pre-release facilities. There was a great deal of variation in types and completeness of program record-keeping.

Although the form was designed to collect some post-termination data, for the most part, program files were not good sources of such data. For example, in the event the client was arrested, the case was usually terminated by the pre-release facility prior to court disposition.

Program policies pertaining to record-keeping practices also affected information such as financial data. Prior to November, 1986, pre-release program accounting was the responsibility of Work Release Accounting and, therefore, financial data was not found in program files.

When multiple reasons for unsuccessful termination were recorded in the program file, staff were instructed to code the most serious type. For data collection and analysis purposes, the hierarchy adopted was, from most serious to least:

- o arrest
- o escape
- o Division Guideline 861 violations
- o program violations
- o positive urine screens
- o uncooperativeness.

The forms were edited for data entry by Research and Evaluation Unit staff and keyed by Management Information Systems staff.

### Data Analysis

Of the 416 case terminations, information was available for 365 (88%). Analysis was conducted on cases for which both classification review (PR-1) and program information (PR-2) was available.

Preliminary findings of custody overrides indicated there were 105 overrides. Closer examination revealed that data collected included overrides which were not in temporal proximity to review for assignment to pre-release. Consultation with the Pre-Release Section revealed that data collected did not permit the conclusion that a custody override was in conjunction with pre-release assignment. Some overrides, although they appeared to be related to pre-release assignment because of temporal proximity, were actually done by other classification staff, independent of pre-release assessment. The Pre-Release Section reviewed client files and determined that only 20 overrides had been granted for purposes of pre-release approval. Data were re-analyzed for the 20 identified cases.

### Evaluation Design

Similar to other community corrections evaluations conducted by this unit, the evaluation design for this project focused on:

- o Characteristics of clients
- o Supervision outcomes
- o Program activity
- o Program-Related assignments and supervision outcomes
- o Releases and pre-releases comparison.

Following is a description of these topics.

### Characteristics of Clients and Supervision Outcomes

Client profiles based on personal characteristics, criminal history, and institutional behavior were developed for:

- o Terminated cases
- o Terminated cases, analyzed by fiscal year
- o Cases by parole status type
- o Robbery offenders
- o Offenders with a custody override for pre-release.

### All Terminated Cases

Client characteristics were analyzed in order to describe clients who were assigned and whose cases were terminated from a pre-release facility. This examination included characteristics of race, sex, marital status, education level attained, I.Q., alcohol and drug use.

Criminal history data examined included convicting offense type and prior convictions, misdemeanor and felony. Committing

offenses were divided into seven standard categories and analyzed. The average numbers of misdemeanor and felony convictions were calculated as well as average sentence length and time served in prison or jail. Finally, type of parole release and pre-release custody override status were reported.

#### FY86/FY87 cases

Data regarding cases terminated from the Pre-Release Program were subsequently analyzed by fiscal year. The intent of this analysis was to discern trends in client characteristics and supervision outcomes.

#### Parolee Status

On the basis of parole status, offenders assigned to pre-release were classified into three categories: mandatory and discretionary parolees and Parole Board referrals. Mandatory parolees are offenders having six months or less remaining in their sentence until date of final discharge. Discretionary parolees were granted parole by the Parole Board. Parole Board referrals were cases reviewed by the Parole Board upon successful completion of the Pre-Release Program.

Differences in outcomes by parole status may partially explicate how the expectation of parole influences supervision outcome, i.e., successful or unsuccessful termination. If it were found that Parole Board-referred clients succeeded at a higher rate than other types of parolees, it should not be construed as proof of a direct connection between successful termination and parole type since program and client differences were not controlled. This report describes and analyzes client characteristics and supervision outcomes for each of the parolee groups.

#### Robbery Offenders

The pre-release classification process is designed to eliminate from pre-release assignment offenders who have established a pattern of assaultive crimes. Precisely where to draw the line, however, is a complex, dynamic process. Offenders assigned to pre-release whose committing offense was robbery represent those whose offenses were among the most serious. Therefore, although only 11 robbery offenders were terminated from the program, a separate analysis of the characteristics and outcomes of this group was conducted. These robbery offenders, of course represent a small, specially-selected group; therefore, generalizations to all robbery offenders confined in Virginia would likely be misleading.

#### Custody Classification Overrides

The rationale behind analysis of offenders whose custody classification was overridden to permit pre-release approval is similar to that of robbery offenders; whereas robbery offenders were considered borderline in terms of suitability due to their offense, those who were "B" custody were borderline due to custody level. Technically, these offenders, because of the number of points scored on the NIC classification form (from which custody



classification is determined), did not qualify for program assignment until they were overridden into "A" custody. Differences in successful completion rates may provide a preliminary indicator of the judiciousness of this procedure. However, the previously-mentioned caution against generalization applies equally to override cases.

### Supervision Outcomes

Supervision outcome findings presented relate to:

- o Reasons for case termination
- o Characteristics of new arrest cases
- o Characteristics of pre-release escape cases
- o Rates of successful case termination
- o Characteristics of successful case terminations.

### Reasons for Case Termination

Nine categories of case termination were established by the data collection instrument. The three major categories were

- o successful
- o unsuccessful
- o transfer.

Success was defined by program administrators as release to formal parole status. Designation as unsuccessful termination resulted from termination for one of seven reasons, such as a new arrest, escape, program or Division Guideline violations, and positive urine screens. A third category of supervision outcome, or reason for termination, was "transfer". Clients who transferred from one pre-release program to another were considered transfers.

### New Arrest Cases

In view of the Department's mission to protect public safety, the number and type of new arrest cases were examined. Selected characteristics of new arrestees were also reported.

### Pre-Release Escape Clients

Clients who escaped from a pre-release facility were of particular management interest. A pre-release escapee is a client gone for more than two hours beyond curfew and whose whereabouts cannot be accounted for. Although most of these offenders were returned to custody, the knowledge of their characteristics, if different than those of other clients, may be useful to Classification personnel in assessing the escape risk of offenders being reviewed for assignment to a pre-release facility. Again, the generalizability of such findings is limited.

### Rates of Successful Termination

Rates of successful termination were calculated for all cases terminated as well as cases categorized by fiscal year.

### Characteristics of Successful Case Terminations

Success rates were calculated for various client and case characteristics; data and graphs are presented to portray the most prominent differences between successful and unsuccessful terminations.

### Program Activity

#### Financial and Employment Activity

An important reintegration function of the pre-release program is supporting client efforts to obtain employment. Work enables the offender to progress towards financial independence, assist in supporting family, pay debts, and contribute to room and board expenses. At the same time, the payment of room and board expenses benefits the taxpayers of the Commonwealth by defraying correctional costs.

Data which reflected employment and financial activities of the clients for each fiscal year were analyzed. Financial indicators included amount of money in inmate accounts, amount of money paid to the Commonwealth for room and board expenses, family support, fines and court costs paid. Employment indicators such as the percentage of clients employed and the number of hours worked were reported. Community service hours, often worked until the offender obtained employment, were also tabulated.

#### Length of Stay in Pre-Release

The average number of days spent in a pre-release facility was calculated for each fiscal year and parole type. Also calculated were the average number of days spent in a pre-release facility prior to a new arrest and prior to escape.

### Program-Related Client Assignments and Supervision Outcomes

For the 365 case terminations from a pre-release facility, patterns of program assignment were analyzed. Supervision outcomes for three programs from which the largest number of cases terminated were also reviewed. It was decided that the small number of case terminations from some facilities plus the likely high degree of uncontrolled inter-program variation rendered extensive program-by-program analysis of supervision outcomes methodologically unsound.

### Comparison of Releases and Pre-Releases

Automated data is maintained by fiscal year for all releases from prison and for state-responsibility offenders released from jail. Based on selected, readily available data, releases for FY87 were compared to clients released the same year to parole supervision following successful pre-release program participation. Included in this analysis were data relative to sentence length, time served, committing offense, parole type, race, and sex.

**FINDINGS: CHARACTERISTICS OF CLIENTS**

- o Terminated Cases
- o Terminated Cases, Analyzed by Fiscal Year
- o Cases by Parole Status Type
- o Robbery Offenders
- o Offenders With a Custody Override for Pre-Release

The percentage sections of the tables included in this group of findings are column percents of the number (frequency) sections of the tables.

## FINDINGS: CHARACTERISTICS OF CLIENTS AND CASES

### Characteristics of Pre-Release Clients

The majority of clients were black males (57%) who had neither completed high school nor received a GED (70%). Intelligence scores for the majority of clients fell within the normal and dull normal I.Q. ranges (64%). More than half (61%) were users of both alcohol and drugs, although the seriousness of their involvement was difficult to ascertain. Approximately 16% were married; nearly 7% were female.

Nearly three-quarters of the clients were committed for a property offense (70%). Clients convicted of "person" offenses comprised nearly one-tenth of all clients as did those convicted of alcohol or drug offenses. The remaining clients were convicted for offenses categorized as morality/decency/peace offenses, obstruction of justice, traffic and other miscellaneous offenses. While the majority were mandatory parolees (61%), the remaining clients were equally divided between those granted discretionary parole and those referred by the Parole Board. A small percentage (6%) received a custody override for assignment to pre-release.

In terms of their criminal history and institutional behavior, on the average, the clients had been convicted of three felonies, nine misdemeanors, and had been charged with one institutional infraction. The average sentence was 76 months, or approximately six years while the average time served in prison was 28 months.

**TABLE 1**  
**PRE-RELEASE CLIENT CHARACTERISTICS-A**

	NUMBER	PERCENT- AGE
<b>RACE</b>		
BLACK	226	61.92
WHITE	139	38.08
TOTAL	365	100.00
<b>SEX</b>		
FEMALE	25	6.85
MALE	340	93.15
TOTAL	365	100.00
<b>RACE/SEX</b>		
BLACK FEMALE	18	4.93
BLACK MALE	208	56.99
WHITE FEMALE	7	1.92
WHITE MALE	132	36.16
TOTAL	365	100.00
<b>MARITAL STATUS</b>		
MARRIED	58	15.89
OTHER STATUS	307	84.11
TOTAL	365	100.00

**TABLE 2**  
**PRE-RELEASE CLIENT CHARACTERISTICS-B**

	NUMBER	PERCENT- AGE
<b>LAST GRADE COMPLETED</b>		
NONE /MISSING	7	1.92
ELEMENTARY	123	33.70
SOME HIGH SCHOOL	125	34.25
HIGH SCHOOL GRAD/ GED	92	25.21
COLLEGE WORK	12	3.29
SPECIAL ED / UNGRADED	6	1.64
TOTAL	365	100.00
<b>IQ</b>		
UNKNOWN	10	2.74
BORDERLINE	55	15.07
BRIGHT NORMAL	24	6.58
DULL NORMAL	110	30.14
MENTALLY RETARDED	34	9.32
NORMAL INTELLIGENCE	124	33.97
SUPERIOR INTELLIGENCE	8	2.19
TOTAL	365	100.00
<b>ALCOHOL &amp; DRUG USE</b>		
NON-USER	142	38.90
ALCOHOL & DRUG USER	223	61.10
TOTAL	365	100.00

**TABLE 3**  
**PRE-RELEASE CLIENT**  
**CRIMINAL CHARACTERISTICS**

	NUMBER	PERCENT- AGE
<b>OFFENSE TYPE</b>		
PERSON	31	8.49
PROPERTY	259	70.96
ALCOHOL/DRUGS	34	9.32
MOR/DEC/PEACE	1	0.27
JUSTICE	9	2.47
TRAFFIC	23	6.30
OTHER	8	2.19
TOTAL	365	100.00
<b>PAROLE STATUS TYPE</b>		
DISCRETIONARY PAROLEE	70	19.18
MANDATORY PAROLEE	224	61.37
PAROLE BOARD REFERRAL	71	19.45
TOTAL	365	100.00
<b>OVERRIDE STATUS</b>		
NO OVERRIDE FOR PRE RELEASE	345	94.52
OVERRIDE FOR PRE RELEASE	20	5.48
TOTAL	365	100.00



**TABLE 4**  
**CRIMINAL AND INSTITUTIONAL RECORD STATISTICS**  
**FOR PRE-RELEASE CLIENTS**

	AVERAGE
PRIOR FELONIES	2.56
PRIOR MISDEMEANORS	8.65
TOTAL SENTENCE--IN MONTHS	76.05
INSTITUTIONAL INFRACTIONS	1.23
TIME SERVED--IN MONTHS	27.65

**TABLE 5**  
**RACE AND SEX CHARACTERISTICS BY FISCAL YEAR**

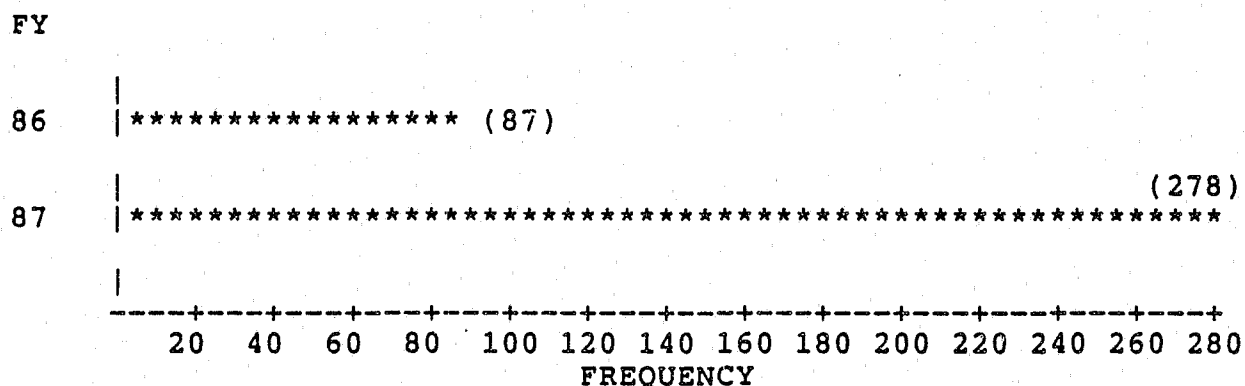
	NUMBER		PERCENTAGE	
	FISCAL YEAR		FISCAL YEAR	
	86	87	86	87
<b>RACE</b>				
BLACK	59	167	67.82	60.07
WHITE	28	111	32.18	39.93
TOTAL	87	278	100.00	100.00
<b>SEX</b>				
FEMALE	2	23	2.30	8.27
MALE	85	255	97.70	91.73
TOTAL	87	278	100.00	100.00
<b>RACE/SEX</b>				
BLACK FEMALE	2	16	2.30	5.76
BLACK MALE	57	151	65.52	54.32
WHITE FEMALE	.	7	.	2.52
WHITE MALE	28	104	32.18	37.41
TOTAL	87	278	100.00	100.00

### Characteristics of Clients by Year of Case Termination

Case terminations for FY86 numbered 87. In FY87, terminations increased threefold to 278.

For the two fiscal years analyzed, few differences were found between clients whose cases terminated in FY86 and those in FY87. The most notable difference was the percentage of parole board referrals. In FY87 this group comprised 22% of the total, compared to 10% in FY86. Also, the percentage of black males declined in FY87 case terminations (from 66% to 54%) while all other race/sex combinations increased.

Figure 1  
CASE TERMINATIONS BY FISCAL YEAR



**TABLE 6**  
**MARITAL STATUS-GRADE LEVEL-IQ BY FISCAL YEAR**

	NUMBER		PERCENTAGE	
	FISCAL YEAR		FISCAL YEAR	
	86	87	86	87
<b>MARITAL STATUS</b>				
MARRIED	15	43	17.24	15.47
OTHER STATUS	72	235	82.76	84.53
TOTAL	87	278	100.00	100.00
<b>LAST GRADE COMPLETED</b>				
NONE/MISSING	1	6	1.15	2.16
ELEMENTARY	34	89	39.08	32.01
SOME HIGH SCHOOL	30	95	34.48	34.17
HIGH SCHOOL GRAD/GED	18	74	20.69	26.62
COLLEGE WORK	4	8	4.60	2.88
SPECIAL ED/UNGRADED	.	6	.	2.16
TOTAL	87	278	100.00	100.00
<b>IQ</b>				
UNKNOWN	2	8	2.30	2.88
BORDERLINE	11	40	12.64	15.83
BRIGHT NORMAL	4	20	4.60	7.19
DULL NORMAL	23	87	26.44	31.29
MENTALLY RETARDED	8	26	9.20	9.35
NORMAL INTELLIGENCE	38	86	43.68	30.94
SUPERIOR INTELLIGENCE	1	7	1.15	2.52
TOTAL	87	278	100.00	100.00

**TABLE 7**  
**MOST SERIOUS CONVICTING OFFENSE BY FISCAL YEAR**

OFFENSE TYPE	NUMBER			PERCENTAGE		
	FISCAL YEAR		TOTAL	FISCAL YEAR		TOTAL
	86	87		86	87	
PERSON	6	25	31	6.90	8.99	8.49
PROPERTY	62	197	259	71.26	70.86	70.96
ALCOHOL/DRUGS	7	27	34	8.05	9.71	9.32
MOR/DEC/PEACE	1	.	1	1.15	.	0.27
JUSTICE	3	6	9	3.45	2.16	2.47
TRAFFIC	3	20	23	3.45	7.19	6.30
OTHER	5	3	8	5.75	1.08	2.19
TOTAL	87	278	365	100.00	100.00	100.00

**TABLE 8**  
**CRIMINAL AND INSTITUTIONAL RECORD STATISTICS BY FISCAL YEAR**

	AVERAGE	
	FISCAL YEAR	
	86	87
PRIOR FELONIES	2.32	2.64
PRIOR MISDEMEANORS	8.94	8.57
TOTAL SENTENCE--IN MONTHS	71.30	77.54
INSTITUTIONAL INFRACTIONS	0.94	1.32
TIME SERVED--IN MONTHS	23.54	28.94

**TABLE 9**  
**STATISTICS BY FISCAL YEAR**

	NUMBER		PERCENTAGE	
	FISCAL YEAR		FISCAL YEAR	
	86	87	86	87
<b>PAROLE STATUS TYPE</b>				
DISCRETIONARY PAROLEE	21	49	24.14	17.63
MANDATORY PAROLEE	57	167	65.52	60.07
PAROLE BOARD REFERRAL	9	62	10.34	22.30
TOTAL	87	278	100.00	100.00
<b>OVERRIDE STATUS</b>				
NO OVERRIDE FOR PRE RELEASE	86	259	98.85	93.17
OVERRIDE FOR PRE RELEASE	1	19	1.15	6.83
TOTAL	87	278	100.00	100.00
<b>CRIME TYPE</b>				
OTHER OFFENDERS	84	270	96.55	97.12
ROBBERY OFFENDERS	3	8	3.45	2.88
TOTAL	87	278	100.00	100.00
<b>OFFENDER</b>				
OTHER OFFENDERS	80	250	91.95	89.93
PRE RELEASE ESCAPEE	7	28	8.05	10.07
TOTAL	87	278	100.00	100.00
<b>SUPERVISION OUTCOME</b>				
SUCCESSFUL	52	194	59.77	69.78
UNSUCCESSFUL	35	84	40.23	30.22
TOTAL	87	278	100.00	100.00

### Characteristics of Clients by Parole Status Type

When analyzing parole status, the most prominent differences were between discretionary parolees and other types. For example, the percentages of female clients who were mandatory parolees (5%) or Parole Board referrals (6%), were lower than the percentage of female clients who were discretionary parolees (9%).

Offense type differences were also found; discretionary parolees were more likely committed for "person" offense (14% of all offenses, compared to 7% each for mandatory parolees and Parole Board referrals). Mandatory parolees were less likely committed for alcohol/drug offenses (5% of all offenses) than either Parole Board-referred clients (14%) or discretionary parolees (17%).

Predictably, on the average, discretionary parolees received longer sentences (111 months) compared to Parole Board-referred clients (89 months) and mandatory parolees (61 months).

**TABLE 10**  
**RACE AND SEX CHARACTERISTICS BY PAROLE STATUS TYPE**

	NUMBER			PERCENTAGE		
	PAROLE STATUS TYPE			PAROLE STATUS TYPE		
	DISCRE- TIONARY PAROLEE	MANDAT- ORY PAROLEE	PAROLE BOARD REFERR- AL	DISCRE- TIONARY PAROLEE	MANDAT- ORY PAROLEE	PAROLE BOARD REFERR- AL
<b>RACE</b>						
BLACK	46	135	45	65.71	60.27	63.38
WHITE	24	89	26	34.29	39.73	36.62
TOTAL	70	224	71	100.00	100.00	100.00
<b>SEX</b>						
FEMALE	10	11	4	14.29	4.91	5.63
MALE	60	213	67	85.71	95.09	94.37
TOTAL	70	224	71	100.00	100.00	100.00
<b>RACE/SEX</b>						
BLACK FEMALE	6	9	3	8.57	4.02	4.23
BLACK MALE	40	126	42	57.14	56.25	59.15
WHITE FEMALE	4	2	1	5.71	0.89	1.41
WHITE MALE	20	87	25	28.57	38.84	35.21
TOTAL	70	224	71	100.00	100.00	100.00

**TABLE 11**  
**MARITAL STATUS-GRADE LEVEL-IQ BY PAROLE STATUS**

	NUMBER			PERCENTAGE		
	PAROLE STATUS TYPE			PAROLE STATUS TYPE		
	DISCRE- TIONARY PAROLEE	MANDAT- ORY PAROLEE	PAROLE BOARD REFERR- AL	DISCRE- TIONARY PAROLEE	MANDAT- ORY PAROLEE	PAROLE BOARD REFERR- AL
<b>MARITAL STATUS</b>						
MARRIED	13	37	8	18.57	16.52	11.27
OTHER STATUS	57	187	63	81.43	83.48	88.73
TOTAL	70	224	71	100.00	100.00	100.00
<b>LAST GRADE COMPLETED</b>						
NONE/MISSING	1	2	4	1.43	0.89	5.63
ELEMENTARY	25	78	20	35.71	34.82	28.17
SOME HIGH SCHOOL	15	89	21	21.43	39.73	29.58
HIGH SCHOOL GRAD/GED	26	46	20	37.14	20.54	28.17
COLLEGE WORK	3	6	3	4.29	2.68	4.23
SPECIAL ED/ UNGRADED	.	3	3	.	1.34	4.23
TOTAL	70	224	71	100.00	100.00	100.00
<b>IQ</b>						
UNKNOWN	1	5	4	1.43	2.23	5.63
BORDERLINE	10	34	11	14.29	15.18	15.49
BRIGHT NORMAL	7	17	.	10.00	7.59	.
DULL NORMAL	16	65	29	22.86	29.02	40.85
MENT RETARDED	7	20	7	10.00	8.93	9.86
NORMAL INTELL	27	79	18	38.57	35.27	25.35
SUPERIOR INTELL	2	4	2	2.86	1.79	2.82
TOTAL	70	224	71	100.00	100.00	100.00



**TABLE 12**  
**MOST SERIOUS CONVICTING OFFENSE BY PAROLE STATUS TYPE**

OFFENSE TYPE	NUMBER				PERCENTAGE			
	PAROLE STATUS TYPE			TOTAL	PAROLE STATUS TYPE			TOTAL
	DISC-	MAND-	PARO-		DISCR-	MANDA-	PAROLE	
	RETIR-	ATORY	LE		ETION-	TORY	BOARD	
	ONARY	PARO-	BOARD		ARY	PAROL-	REFER-	
	PARO-	LEE	RRAL		EE	EE	RAL	
	LEE	LEE	RRAL		EE	EE	RAL	
PERSON	10	16	5	31	14.29	7.14	7.04	8.49
PROPERTY	42	169	48	259	60.00	75.45	67.61	70.96
ALCOHOL/DRUGS	12	12	10	34	17.14	5.36	14.08	9.32
MOR/DEC/PEACE	.	.	1	1	.	.	1.41	0.27
JUSTICE	2	6	1	9	2.86	2.68	1.41	2.47
TRAFFIC	1	18	4	23	1.43	8.04	5.63	6.30
OTHER	3	3	2	8	4.29	1.34	2.82	2.19
TOTAL	70	224	71	365	100.00	100.00	100.00	100.00

**TABLE 13**  
**CRIMINAL AND INSTITUTIONAL RECORD STATISTICS BY PAROLE STATUS TYPE**

	AVERAGE		
	PAROLE STATUS TYPE		
	DISCRETION-	MANDATORY	PAROLE BOARD
	ARY PAROLEE	PAROLEE	REFERRAL
PRIOR FELONIES	2.53	2.71	2.13
PRIOR MISDEMEANORS	7.59	9.12	8.21
TOTAL SENTENCE--IN MONTHS	110.51	61.11	89.23
INSTITUTIONAL INFRACTIONS	1.43	1.03	1.66
TIME SERVED--IN MONTHS	30.09	26.71	28.28

**TABLE 14**  
**STATISTICS BY PAROLE STATUS TYPE**

	NUMBER			PERCENTAGE		
	PAROLE STATUS TYPE			PAROLE STATUS TYPE		
	DISCRE- TIONARY PAROLEE	MANDAT- ORY PAROLEE	PAROLE BOARD REFERR- AL	DISCRE- TIONARY PAROLEE	MANDAT- ORY PAROLEE	PAROLE BOARD REFERR- AL
<b>FISCAL YEAR</b>						
86	21	57	9	30.00	25.45	12.68
87	49	167	62	70.00	74.55	87.32
TOTAL	70	224	71	100.00	100.00	100.00
<b>CRIME TYPE</b>						
OTHER OFFENDERS	64	220	70	91.43	98.21	98.59
ROBBERY OFFENDERS	6	4	1	8.57	1.79	1.41
TOTAL	70	224	71	100.00	100.00	100.00
<b>OVERRIDE STATUS</b>						
NO OVERRIDE FOR PRE RELEASE	66	212	67	94.29	94.64	94.37
OVERRIDE FOR PRE RELEASE	4	12	4	5.71	5.36	5.63
TOTAL	70	224	71	100.00	100.00	100.00
<b>OFFENDER</b>						
OTHER OFFENDERS	67	200	63	95.71	89.29	88.73
PRE RELEASE ESCAPEE	3	24	8	4.29	10.71	11.27
TOTAL	70	224	71	100.00	100.00	100.00
<b>SUPERVISION OUTCOME</b>						
SUCCESSFUL	53	146	47	75.71	65.18	66.20
UNSUCCESSFUL	17	78	24	24.29	34.82	33.80
TOTAL	70	224	71	100.00	100.00	100.00

## Robbery Offenders

Nine of 11 (82%) pre-release clients committed for robbery offenses were black males. Sixty-four percent (7) had not attended school beyond the eighth grade, as compared to 35% of all other offenders. Also, sixty-four percent (7) had I.Q. scores falling below the normal I.Q. range, compared to 57% of all other offenders. By definition, all robbers were committed for "person" offenses. The majority (55%) were discretionary parolees; another 36% were mandatory parolees. The average sentence length for robbers greatly exceeded that of other clients (179 months, compared to 73) as did the months served (53, compared to 27). On average, robbery offenders were convicted of fewer misdemeanors.

**TABLE 15**  
**RACE AND SEX CHARACTERISTICS OF ROBBERY OFFENDERS**

	NUMBER		PERCENTAGE	
	CRIME TYPE		CRIME TYPE	
	OTHER OFFENDERS	ROBBERY OFFENDERS	OTHER OFFENDERS	ROBBERY OFFENDERS
<b>RACE</b>				
BLACK	217	9	61.30	81.82
WHITE	137	2	38.70	18.18
TOTAL	354	11	100.00	100.00
<b>SEX</b>				
FEMALE	24	1	6.78	9.09
MALE	330	10	93.22	90.91
TOTAL	354	11	100.00	100.00
<b>RACE/SEX</b>				
BLACK FEMALE	18	.	5.08	.
BLACK MALE	199	9	56.21	81.82
WHITE FEMALE	6	1	1.69	9.09
WHITE MALE	131	1	37.01	9.09
TOTAL	354	11	100.00	100.00

**TABLE 16**  
**MARITAL STATUS-GRADE LEVEL-IQ OF ROBBERY OFFENDERS**

	NUMBER		PERCENTAGE	
	CRIME TYPE		CRIME TYPE	
	OTHER OFFENDERS	ROBBERY OFFENDERS	OTHER OFFENDERS	ROBBERY OFFENDERS
<b>MARITAL STATUS</b>				
MARRIED	55	3	15.54	27.27
OTHER STATUS	299	8	84.46	72.73
TOTAL	354	11	100.00	100.00
<b>LAST GRADE COMPLETED</b>				
NONE/MISSING	5	2	1.41	18.18
ELEMENTARY	118	5	33.33	45.45
SOME HIGH SCHOOL	124	1	35.03	9.09
HIGH SCHOOL GRAD/GED	89	3	25.14	27.27
COLLEGE WORK	12	.	3.39	.
SPECIAL ED/UNGRADED	6	.	1.69	.
TOTAL	354	11	100.00	100.00
<b>IQ</b>				
UNKNOWN	10	.	2.82	.
BORDERLINE	53	2	14.97	18.18
BRIGHT NORMAL	24	.	6.78	.
DULL NORMAL	108	2	30.51	18.18
MENTALLY RETARDED	31	3	8.76	27.27
NORMAL INTELLIGENCE	121	3	34.18	27.27
SUPERIOR INTELLIGENCE	7	1	1.98	9.09
TOTAL	354	11	100.00	100.00

**TABLE 17**  
**CRIMINAL AND INSTITUTIONAL RECORD STATISTICS**  
**FOR ROBBERY OFFENDERS**

	AVERAGE	
	OTHER OFFENDERS	ROBBERY OFFENDERS
PRIOR FELONIES	2.59	1.91
PRIOR MISDEMEANORS	8.80	4.00
TOTAL SENTENCE--IN MONTHS	72.85	179.09
INSTITUTIONAL INFRACTIONS	1.23	1.09
TIME SERVED--IN MONTHS	26.86	53.00

**TABLE 18**  
**STATISTICS FOR ROBBERY OFFENDERS**

	NUMBER		PERCENTAGE	
	CRIME TYPE		CRIME TYPE	
	OTHER OFFENDERS	ROBBERY OFFENDERS	OTHER OFFENDERS	ROBBERY OFFENDERS
<b>FISCAL YEAR</b>				
86	84	3	23.73	27.27
87	270	8	76.27	72.73
TOTAL	354	11	100.00	100.00
<b>PAROLE STATUS TYPE</b>				
DISCRETIONARY PAROLEE	64	6	18.08	54.55
MANDATORY PAROLEE	220	4	62.15	36.36
PAROLE BOARD REFERRAL	70	1	19.77	9.09
TOTAL	354	11	100.00	100.00
<b>OVERRIDE STATUS</b>				
NO OVERRIDE FOR PRE RELEASE	335	10	94.63	90.91
OVERRIDE FOR PRE RELEASE	19	1	5.37	9.09
TOTAL	354	11	100.00	100.00

## Offenders with Custody Override

Overall, 95% of those with overrides were committed for either "person" or "property" offenses (79% of the remaining clients had been committed for these type offenses. Also, on the average, override clients had been convicted of more felonies (4, compared to 2), were serving longer sentences (91 months, compared to 75) and more time in prison (37 months, compared to 27). Because averages, or means, are influenced by extreme values, the median is often cited. When median numbers of prior felonies and misdemeanors were calculated, differences between the two groups were not found; for felonies and misdemeanors, the medians were two and four, respectively.

**TABLE 19**  
**RACE AND SEX CHARACTERISTICS BY OVERRIDE STATUS**

	NUMBER		PERCENTAGE	
	NO OVERRIDE FOR PRE RELEASE	OVERRIDE FOR PRE RELEASE	NO OVERRIDE FOR PRE RELEASE	OVERRIDE FOR PRE RELEASE
<b>RACE</b>				
BLACK	213	13	61.74	65.00
WHITE	132	7	38.26	35.00
TOTAL	345	20	100.00	100.00
<b>SEX</b>				
FEMALE	24	1	6.96	5.00
MALE	321	19	93.04	95.00
TOTAL	345	20	100.00	100.00
<b>RACE/SEX</b>				
BLACK FEMALE	17	1	4.93	5.00
BLACK MALE	196	12	56.81	60.00
WHITE FEMALE	7	.	2.03	.
WHITE MALE	125	7	36.23	35.00
TOTAL	345	20	100.00	100.00

**TABLE 20**  
**MARITAL STATUS-GRADE LEVEL-IQ BY OVERRIDE STATUS**

	NUMBER		PERCENTAGE	
	NO OVERRIDE FOR PRE RELEASE	OVERRIDE FOR PRE RELEASE	NO OVERRIDE FOR PRE RELEASE	OVERRIDE FOR PRE RELEASE
<b>MARITAL STATUS</b>				
MARRIED	55	3	15.94	15.00
OTHER STATUS	290	17	84.06	85.00
TOTAL	345	20	100.00	100.00
<b>LAST GRADE COMPLETED</b>				
NONE/MISSING	6	1	1.74	5.00
ELEMENTARY	119	4	34.49	20.00
SOME HIGH SCHOOL	115	10	33.33	50.00
HIGH SCHOOL GRAD/GED	88	4	25.51	20.00
COLLEGE WORK	11	1	3.19	5.00
SPECIAL ED/UNGRADED	6	.	1.74	.
TOTAL	345	20	100.00	100.00
<b>IQ</b>				
UNKNOWN	9	1	2.61	5.00
BORDERLINE	52	3	15.07	15.00
BRIGHT NORMAL	24	.	6.96	.
DULL NORMAL	102	8	29.57	40.00
MENTALLY RETARDED	33	1	9.57	5.00
NORMAL INTELLIGENCE	117	7	33.91	35.00
SUPERIOR INTELLIGENCE	8	.	2.32	.
TOTAL	345	20	100.00	100.00



**TABLE 21**  
**MOST SERIOUS CONVICTING OFFENSE BY OVERRIDE STATUS**

OFFENSE TYPE	NUMBER			PERCENTAGE		
	NO OVERRIDE FOR PRE RELEASE	OVERRIDE FOR PRE RELEASE	TOTAL	NO OVERRIDE FOR PRE RELEASE	OVERRIDE FOR PRE RELEASE	TOTAL
PERSON	29	2	31	8.41	10.00	8.49
PROPERTY	242	17	259	70.14	85.00	70.96
ALCOHOL/DRUGS	34	.	34	9.86	.	9.32
MOR/DEC/PEACE	1	.	1	0.29	.	0.27
JUSTICE	9	.	9	2.61	.	2.47
TRAFFIC	23	.	23	6.67	.	6.30
OTHER	7	1	8	2.03	5.00	2.19
TOTAL	345	20	365	100.00	100.00	100.00

**TABLE 22**  
**CRIMINAL AND INSTITUTIONAL RECORD STATISTICS**  
**BY OVERRIDE STATUS**

	AVERAGE	
	NO OVERRIDE FOR PRE RELEASE	OVERRIDE FOR PRE RELEASE
PRIOR FELONIES	2.47	4.25
PRIOR MISDEMEANORS	8.69	8.00
TOTAL SENTENCE--IN MONTHS	75.22	90.45
INSTITUTIONAL INFRACTIONS	1.23	1.28
TIME SERVED--IN MONTHS	27.11	36.85

**TABLE 23**  
**STATISTICS BY OVERRIDE STATUS**

	NUMBER		PERCENTAGE	
	NO OVERRIDE FOR PRE RELEASE	OVERRIDE FOR PRE RELEASE	NO OVERRIDE FOR PRE RELEASE	OVERRIDE FOR PRE RELEASE
<b>FISCAL YEAR</b>				
86	86	1	24.93	5.00
87	259	19	75.07	95.00
TOTAL	345	20	100.00	100.00
<b>CRIME TYPE</b>				
OTHER OFFENDERS	335	19	97.10	95.00
ROBBERY OFFENDERS	10	1	2.90	5.00
TOTAL	345	20	100.00	100.00
<b>PAROLE STATUS TYPE</b>				
DISCRETIONARY PAROLEE	66	4	19.13	20.00
MANDATORY PAROLEE	212	12	61.45	60.00
PAROLE BOARD REFERRAL	67	4	19.42	20.00
TOTAL	345	20	100.00	100.00
<b>OFFENDER</b>				
OTHER OFFENDERS	313	17	90.72	85.00
PRE RELEASE ESCAPEE	32	3	9.28	15.00
TOTAL	345	20	100.00	100.00
<b>SUPERVISION OUTCOME</b>				
SUCCESSFUL	232	14	67.25	70.00
UNSUCCESSFUL	113	6	32.75	30.00
TOTAL	345	20	100.00	100.00

## **FINDINGS: SUPERVISION OUTCOMES**

- o Reasons for Case Termination**
- o Characteristics of New Arrest Cases**
- o Characteristics of Pre-Release Escape Cases**
- o Rates of Successful Termination**
- o Characteristics of Successful Case Terminations**

For Tables accompanying the first three groups of findings, the percentage sections are column percents of the number sections.

Tables which accompany findings relative to characteristics of successful case termination, the percentage sections are row percentages of the number sections.

## FINDINGS: SUPERVISION OUTCOMES

### Reasons for Termination

Approximately 45 (13%) of the cases were terminated for either arrest (3%) or escape (10%). Another 20% were terminated as unsuccessful for DGL 861 violations, program violations, positive urine tests, and other miscellaneous reasons. The 14 transfer cases comprised another 4% of total terminations. Approximately 4% case terminations were categorized as "other" unsuccessful termination. Included in this category were offenders who elected to return to prison or were returned for medical treatment.

**TABLE 24**  
**REASON FOR TERMINATION/PRE-RELEASE CLIENTS**

	NUMBER	PERCENT- AGE
REASON FOR TERMINATION		
UNKNOWN	1	0.27
TRANSFER	14	3.84
SUCCESSFUL	232	63.56
NEW ARREST	10	2.74
ESCAPED	35	9.59
PROGRAM VIOLATIONS	31	8.49
DGL 861 VIOLATIONS	21	5.75
POSITIVE URINES	8	2.19
OTHER	13	3.56
TOTAL	365	100.00

### New Arrests

Despite the fact that pinpointing one specific reason for unsuccessful termination occasionally necessitated the exercise of coder discretion, the most serious categories of unsuccessful termination (new arrest and escape) were specific incidents requiring the issuance of a warrant and, therefore, likely to be reliable.

For cases terminated over the two-year period, analyzed data yielded a total of 10 new arrests. The most serious new charges were "assault", of which there were three. Three arrests were alcohol-related. Other arrests were for:

- o passing a forged object
- o resisting an officer
- o indecent exposure.

Eight of the ten arrested on new charges were mandatory parolees. The remaining two were Parole Board-referred; no discretionary parolees were re-arrested while in the program. One client whose custody had been overridden for pre-release was arrested.

### Pre-Release Escapees

Data gathered from the PR-1 and PR-2 forms indicated 35 escapes from pre-release facilities. Although they comprised only 36% of cases terminated, more than half of the escapees were white males (51%). Approximately 86% were property offenders.

Mandatory parolees were disproportionately represented among those who escaped while discretionary parolees were underrepresented (69% mandatory, 9% discretionary).

TABLE 25  
RACE AND SEX CHARACTERISTICS OF PRE-RELEASE ESCAPEES

	NUMBER		PERCENTAGE	
	OFFENDER		OFFENDER	
	OTHER OFFENDERS	PRE RELEASE ESCAPEE	OTHER OFFENDERS	PRE RELEASE ESCAPEE
RACE				
BLACK	209	17	63.33	48.57
WHITE	121	18	36.67	51.43
TOTAL	330	35	100.00	100.00
SEX				
FEMALE	24	1	7.27	2.86
MALE	306	34	92.73	97.14
TOTAL	330	35	100.00	100.00
RACE/SEX				
BLACK FEMALE	17	1	5.15	2.86
BLACK MALE	192	16	58.18	45.71
WHITE FEMALE	7	.	2.12	.
WHITE MALE	114	18	34.55	51.43
TOTAL	330	35	100.00	100.00

**TABLE 26**  
**MARITAL STATUS-GRADE LEVEL-IQ OF ESCAPEES**

	NUMBER		PERCENTAGE	
	OTHER OFFENDERS	PRE RELEASE ESCAPEE	OTHER OFFENDERS	PRE RELEASE ESCAPEE
<b>MARITAL STATUS</b>				
MARRIED	52	6	15.76	17.14
OTHER STATUS	278	29	84.24	82.86
TOTAL	330	35	100.00	100.00
<b>LAST GRADE COMPLETED</b>				
NONE/MISSING	7	.	2.12	.
ELEMENTARY	109	14	33.03	40.00
SOME HIGH SCHOOL	111	14	33.64	40.00
HIGH SCHOOL GRAD/GED	87	5	26.36	14.29
COLLEGE WORK	11	1	3.33	2.86
SPECIAL ED/UNGRADED	5	1	1.52	2.86
TOTAL	330	35	100.00	100.00
<b>IQ</b>				
UNKNOWN	10	.	3.03	.
BORDERLINE	47	8	14.24	22.86
BRIGHT NORMAL	22	2	6.67	5.71
DULL NORMAL	100	10	30.30	28.57
MENTALLY RETARDED	32	2	9.70	5.71
NORMAL INTELLIGENCE	111	13	33.64	37.14
SUPERIOR INTELLIGENCE	8	.	2.42	.
TOTAL	330	35	100.00	100.00

**TABLE 27**  
**MOST SERIOUS CONVICTING OFFENSE OF PRE-RELEASE ESCAPEES**

OFFENSE TYPE	NUMBER			PERCENTAGE		
	OTHER OFFENDERS	PRE RELEASE ESCAPEE	TOTAL	OTHER OFFENDERS	PRE RELEASE ESCAPEE	TOTAL
PERSON	30	1	31	9.09	2.86	8.49
PROPERTY	229	30	259	69.39	85.71	70.96
ALCOHOL/DRUGS	33	1	34	10.00	2.86	9.32
MOR/DEC/PEACE	1	.	1	0.30	.	0.27
JUSTICE	8	1	9	2.42	2.86	2.47
TRAFFIC	21	2	23	6.36	5.71	6.30
OTHER	8	.	8	2.42	.	2.19
TOTAL	330	35	365	100.00	100.00	100.00

**TABLE 28**  
**CRIMINAL AND INSTITUTIONAL RECORD STATISTICS FOR ESCAPEES**

	AVERAGE	
	OTHER OFFENDERS	PRE RELEASE ESCAPEE
PRIOR FELONIES	2.52	2.97
PRIOR MISDEMEANORS	8.50	10.03
TOTAL SENTENCE--IN MONTHS	76.87	68.31
INSTITUTIONAL INFRACTIONS	1.23	1.24
TIME SERVED--IN MONTHS	27.33	30.60



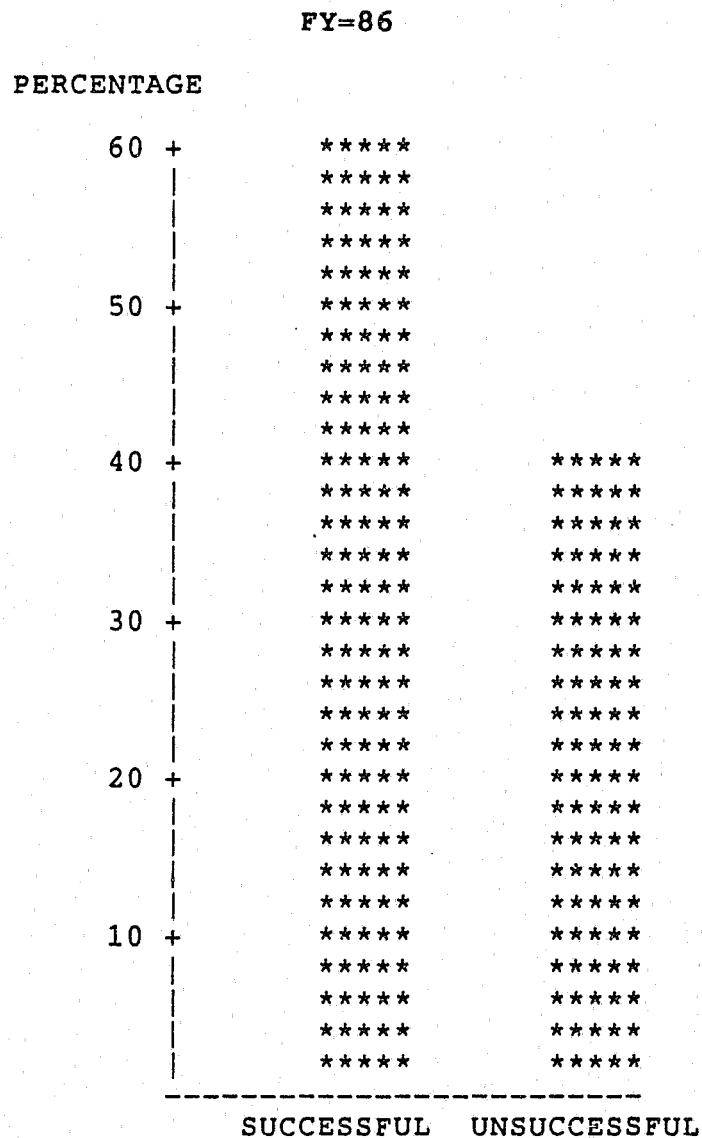
**TABLE 29**  
**STATISTICS BY PRE-RELEASE ESCAPE**

	NUMBER		PERCENTAGE	
	OTHER OFFENDERS	PRE RELEASE ESCAPEE	OTHER OFFENDERS	PRE RELEASE ESCAPEE
<b>FISCAL YEAR</b>				
86	80	7	24.24	20.00
87	250	28	75.76	80.00
TOTAL	330	35	100.00	100.00
<b>CRIME TYPE</b>				
OTHER OFFENDERS	319	35	96.67	100.00
ROBBERY OFFENDERS	11	.	3.33	.
TOTAL	330	35	100.00	100.00
<b>OVERRIDE STATUS</b>				
NO OVERRIDE FOR PRE RELEASE	313	32	94.85	91.43
OVERRIDE FOR PRE RELEASE	17	3	5.15	8.57
TOTAL	330	35	100.00	100.00
<b>PAROLE STATUS TYPE</b>				
DISCRETIONARY PAROLEE	67	3	20.30	8.57
MANDATORY PAROLEE	200	24	60.61	68.57
PAROLE BOARD REFERRAL	63	8	19.09	22.86
TOTAL	330	35	100.00	100.00
<b>SUPERVISION OUTCOME</b>				
SUCCESSFUL	246	.	74.55	.
UNSUCCESSFUL	84	35	25.45	100.00
TOTAL	330	35	100.00	100.00

## Rates of Successful Termination

Analysis of the data by fiscal year indicated 52 (60%) successful case terminations in FY86 (see Figure 2), compared to 180 (65%) in FY87 (see Figure 3). From review of transfer cases it was determined that all 14 were successful case terminations in FY87.

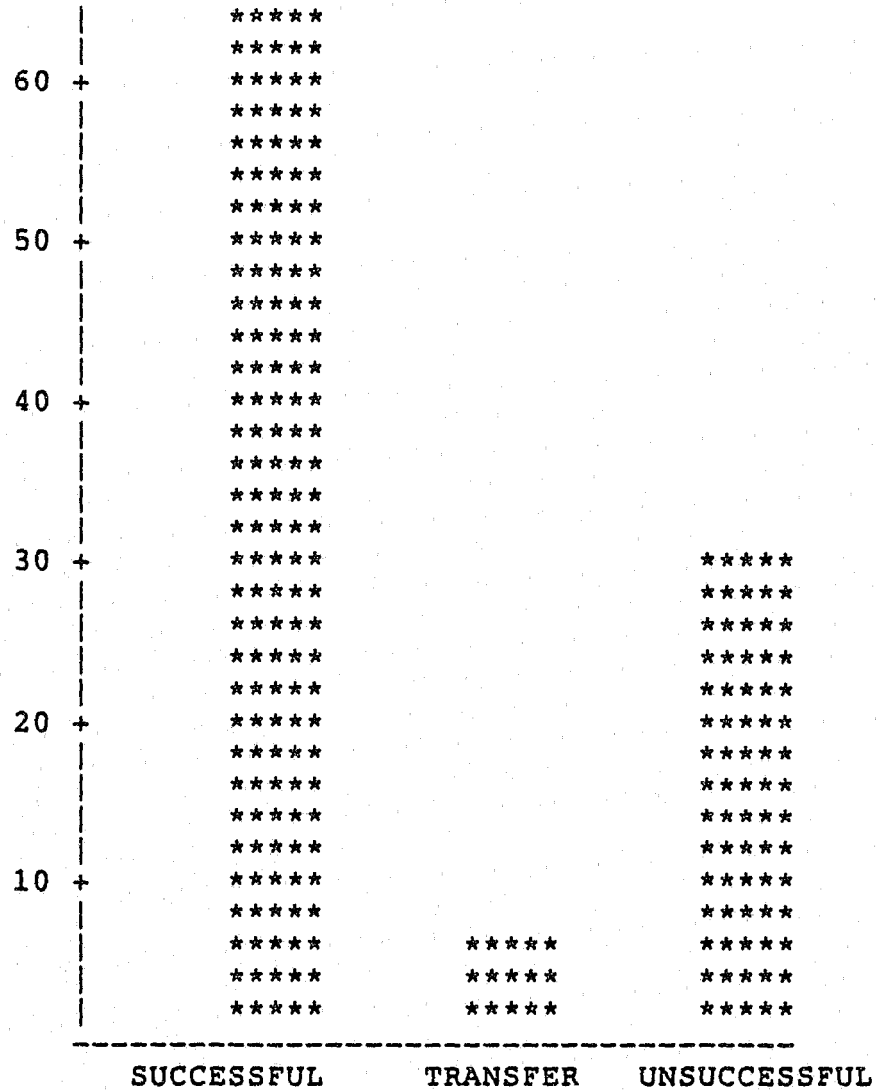
Figure 2  
REASON FOR TERMINATION BY FISCAL YEAR



**Figure 3**  
**REASON FOR TERMINATION BY FISCAL YEAR**

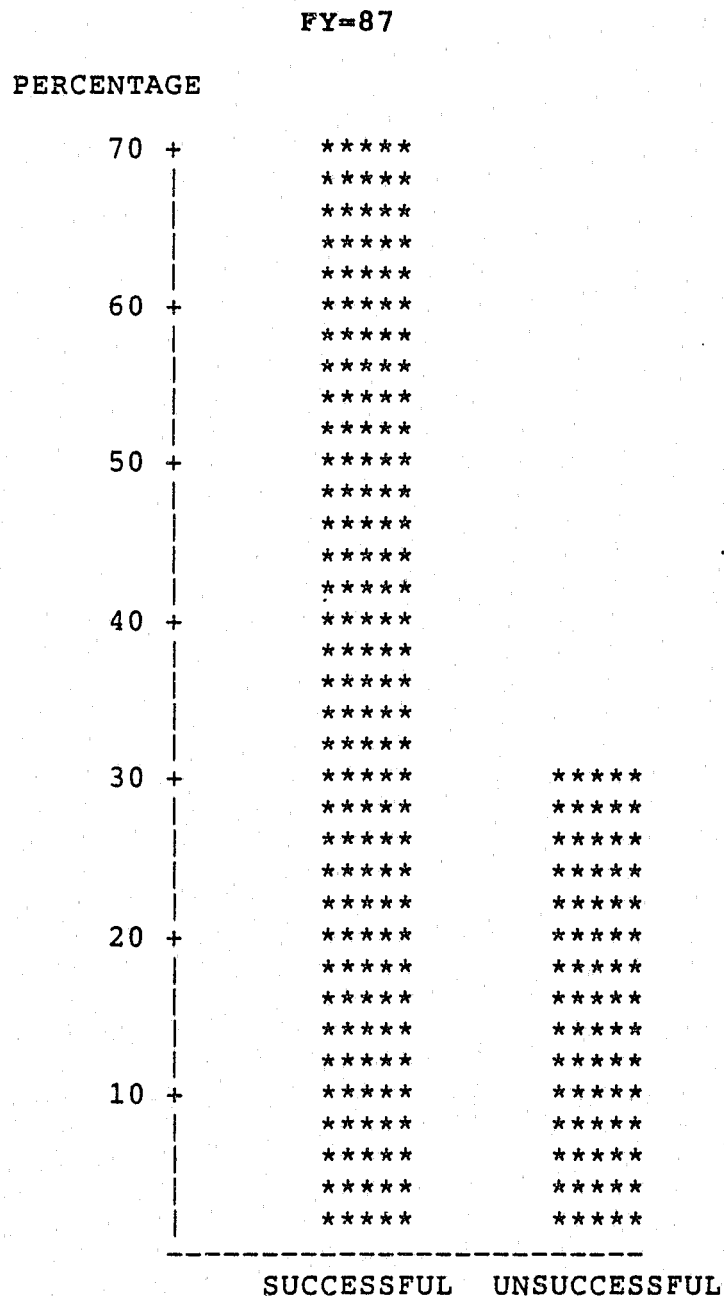
**FY=87**

**PERCENTAGE**



For subsequent analysis, successful case terminations included the transfer cases. Since these were all terminated in FY87, this affected only the success rate for that year. With the transfer cases added, there were 194 (70%) successful case terminations in FY87.

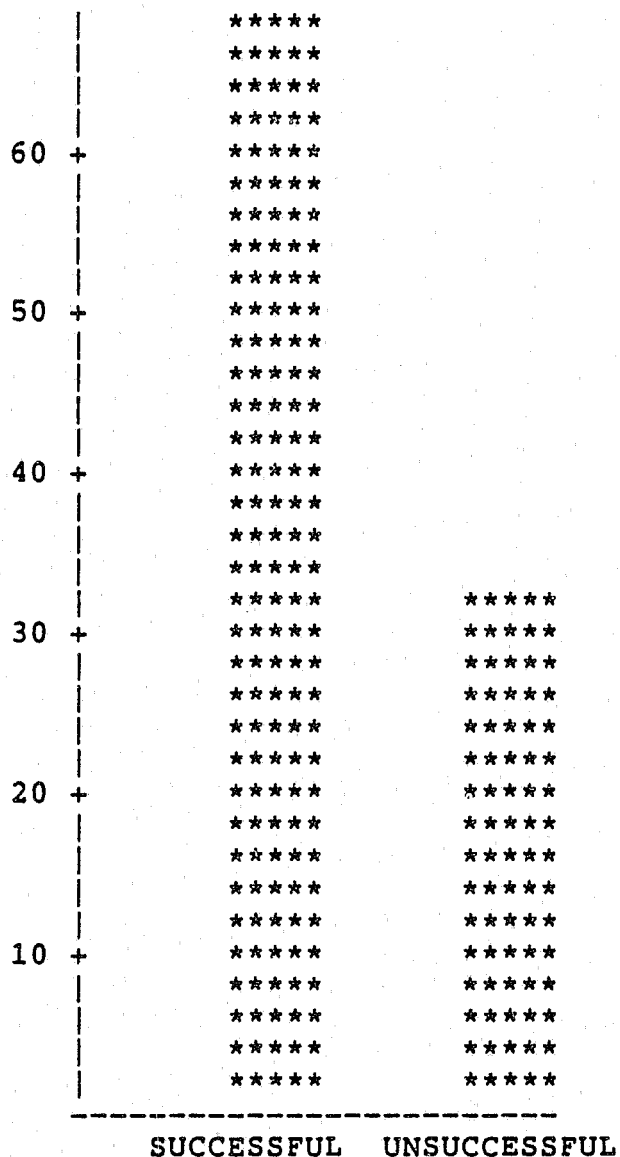
Figure 4  
SUCCESSFUL COMPLETION RATE BY FISCAL YEAR



Adding the transfer cases to the total number of successful terminations for both fiscal years resulted in a 67% success rate.

Figure 5  
SUCCESSFUL COMPLETION RATE FOR FY 86 & 87

PERCENTAGE



### Characteristics of Successful Case Terminations

Certain demographic characteristics were associated with high success rates. Female clients were highly successful, i.e., 92% successful compared to 66% for males. Blacks were more successful than whites, i.e., 71% compared to 62%. Accordingly, black females were the most successful race/sex combination, having a 94% success rate. Of the 16% married clients, 78% were successful.

Differences in success rates were also noted in criminal record characteristics. For example, success rates by offense type, i.e., person, property, alcohol/drugs or "other", varied from 62% for property offenders to 91% for alcohol/drug offenders (see Table 32). When property offenders were compared to all other offenders, the success rate of property offenders was 62%, compared to 80% for all others.

There appeared to be no major differences between successful and unsuccessful cases relative to prior felonies and misdemeanors, sentence length and time served.

The 11 cases of robbery offenders all terminated successfully (100%).

Of the three parole status groups, discretionary parolees were the most successful (76%). Mandatory parolees and Parole Board-referred clients were similar in terms of rate of successful case termination (65% and 66%, respectively).

Clients who were given a custody override for pre-release assignment were slightly more successful than those who did not (70% compared to 67%).

**TABLE 30**  
**SUPERVISION OUTCOMES FOR VARIOUS**  
**DEMOGRAPHIC GROUPS**

	NUMBER			PERCENTAGE		
	SUCCESSFUL	UNSUCCESSFUL	TOTAL	SUCCESSFUL	UNSUCCESSFUL	TOTAL
<b>RACE</b>						
BLACK	160	66	226	70.80	29.20	100.00
WHITE	86	53	139	61.87	38.13	100.00
TOTAL	246	119	365	67.40	32.60	100.00
<b>SEX</b>						
FEMALE	23	2	25	92.00	8.00	100.00
MALE	223	117	340	65.59	34.41	100.00
TOTAL	246	119	365	67.40	32.60	100.00
<b>RACE/SEX</b>						
BLACK FEMALE	17	1	18	94.44	5.56	100.00
BLACK MALE	143	65	208	68.75	31.25	100.00
WHITE FEMALE	6	1	7	85.71	14.29	100.00
WHITE MALE	80	52	132	60.61	39.39	100.00
TOTAL	246	119	365	67.40	32.60	100.00
<b>MARITAL STATUS</b>						
MARRIED	45	13	58	77.59	22.41	100.00
OTHER STATUS	201	106	307	65.47	34.53	100.00
TOTAL	246	119	365	67.40	32.60	100.00

**TABLE 31**  
**SUPERVISION OUTCOME BY TYPE OF OFFENSE**

TYPE OF OFFENSE	NUMBER			PERCENTAGE		
	SUPERVISION OUTCOME		TOTAL	SUPERVISION OUTCOME		TOTAL
	SUCCESSF- UL	UNSUCCE- SFUL		SUCCESSF- UL	UNSUCCE- SFUL	
PERSON	23	8	31	74.19	25.81	100.00
PROPERTY	161	98	259	62.16	37.84	100.00
ALCOHOL/DRUGS	31	3	34	91.18	8.82	100.00
MOR/DEC/PEACE	1	.	1	100.00	.	100.00
JUSTICE	7	2	9	77.78	22.22	100.00
TRAFFIC	17	6	23	73.91	26.09	100.00
OTHER	6	2	8	75.00	25.00	100.00
TOTAL	246	119	365	67.40	32.60	100.00

**TABLE 32**  
**SUPERVISION OUTCOMES OF PROPERTY OFFENDERS/ALL OTHERS**

	NUMBER		PERCENTAGE	
	SUPERVISION OUTCOME		SUPERVISION OUTCOME	
	SUCCESSF- UL	UNSUCCE- SFUL	SUCCESSF- UL	UNSUCCE- SFUL
ALL OTHER OFFENDERS	85	21	80.19	19.81
PROPERTY OFFENDERS	161	98	62.16	37.84



**TABLE 33**  
**SUPERVISION OUTCOMES FOR VARIOUS GROUPS**

	NUMBER			PERCENTAGE		
	SUPERVISION OUTCOME			SUPERVISION OUTCOME		
	SUCCESSFUL	UNSUCCESSFUL	TOTAL	SUCCESSFUL	UNSUCCESSFUL	TOTAL
<b>FISCAL YEAR</b>						
86	52	35	87	59.77	40.23	100.00
87	194	84	278	69.78	30.22	100.00
TOTAL	246	119	365	67.40	32.60	100.00
<b>PAROLE STATUS TYPE</b>						
DISCRETIONARY PAROLEE	53	17	70	75.71	24.29	100.00
MANDATORY PAROLEE	146	78	224	65.18	34.82	100.00
PAROLE BOARD REFERRAL	47	24	71	66.20	33.80	100.00
TOTAL	246	119	365	67.40	32.60	100.00
<b>OVERRIDE STATUS</b>						
NO OVERRIDE FOR PRE RELEASE	232	113	345	67.25	32.75	100.00
OVERRIDE FOR PRE RELEASE	14	6	20	70.00	30.00	100.00
TOTAL	246	119	365	67.40	32.60	100.00
<b>CRIME TYPE</b>						
OTHER OFFENDERS	235	119	354	66.38	33.62	100.00
ROBBERY OFFENDERS	11	.	11	100.00	.	100.00
TOTAL	246	119	365	67.40	32.60	100.00

## Graphic Presentation of Outcome by Selected Case Characteristics

Figures 6 through 13 illustrate the proportion of successful and unsuccessful terminations by variable (race, sex, etc.).

As shown in Figure 6, blacks comprised 226 (62%) of case terminations. Forty-four percent were successful while 18% were unsuccessful. Whites comprised 38% of the total. Twenty-four percent (24%) were successful and 15% were unsuccessful.

Figure 6  
SUPERVISION OUTCOME BY RACE

PERCENTAGE

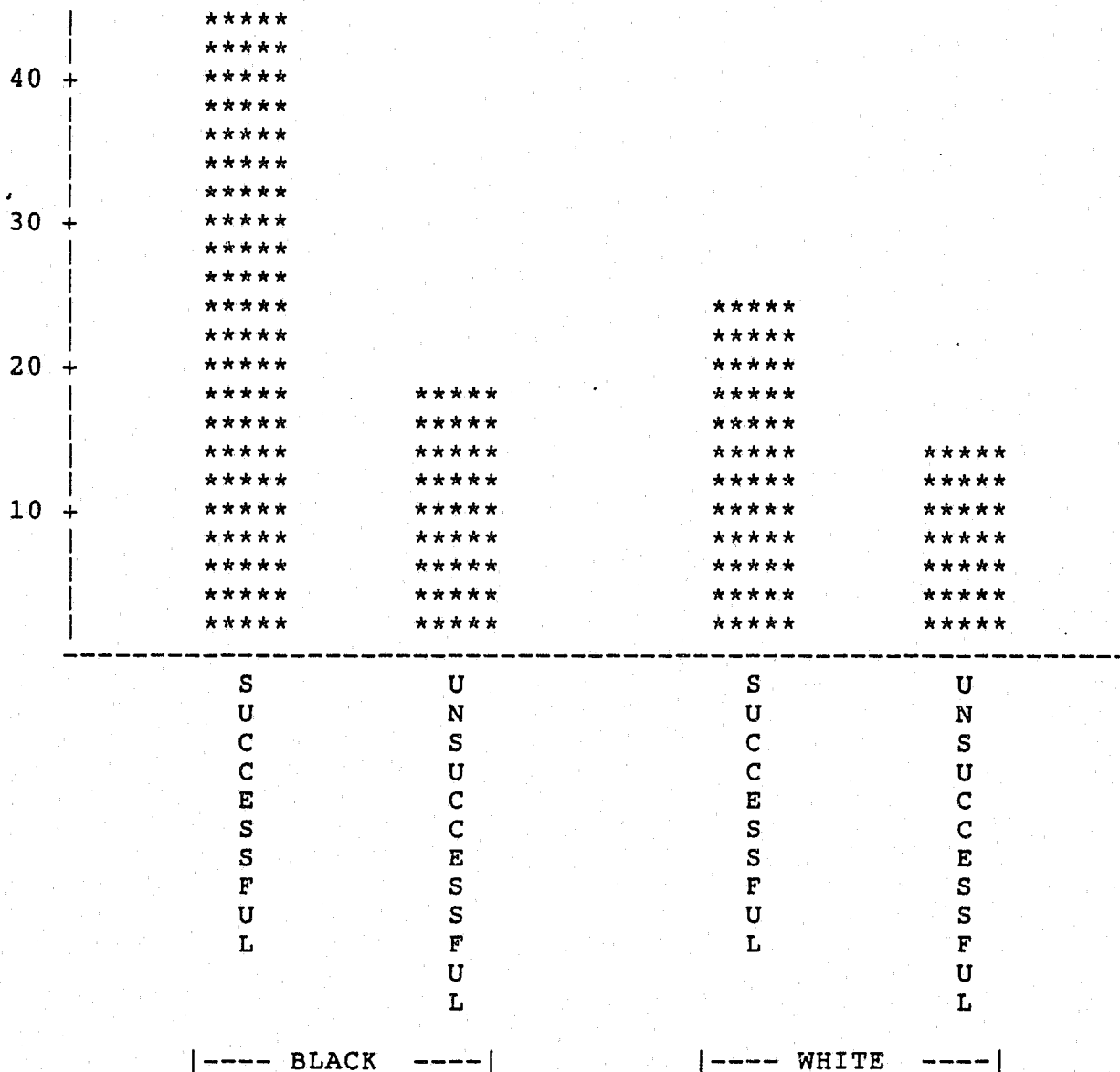
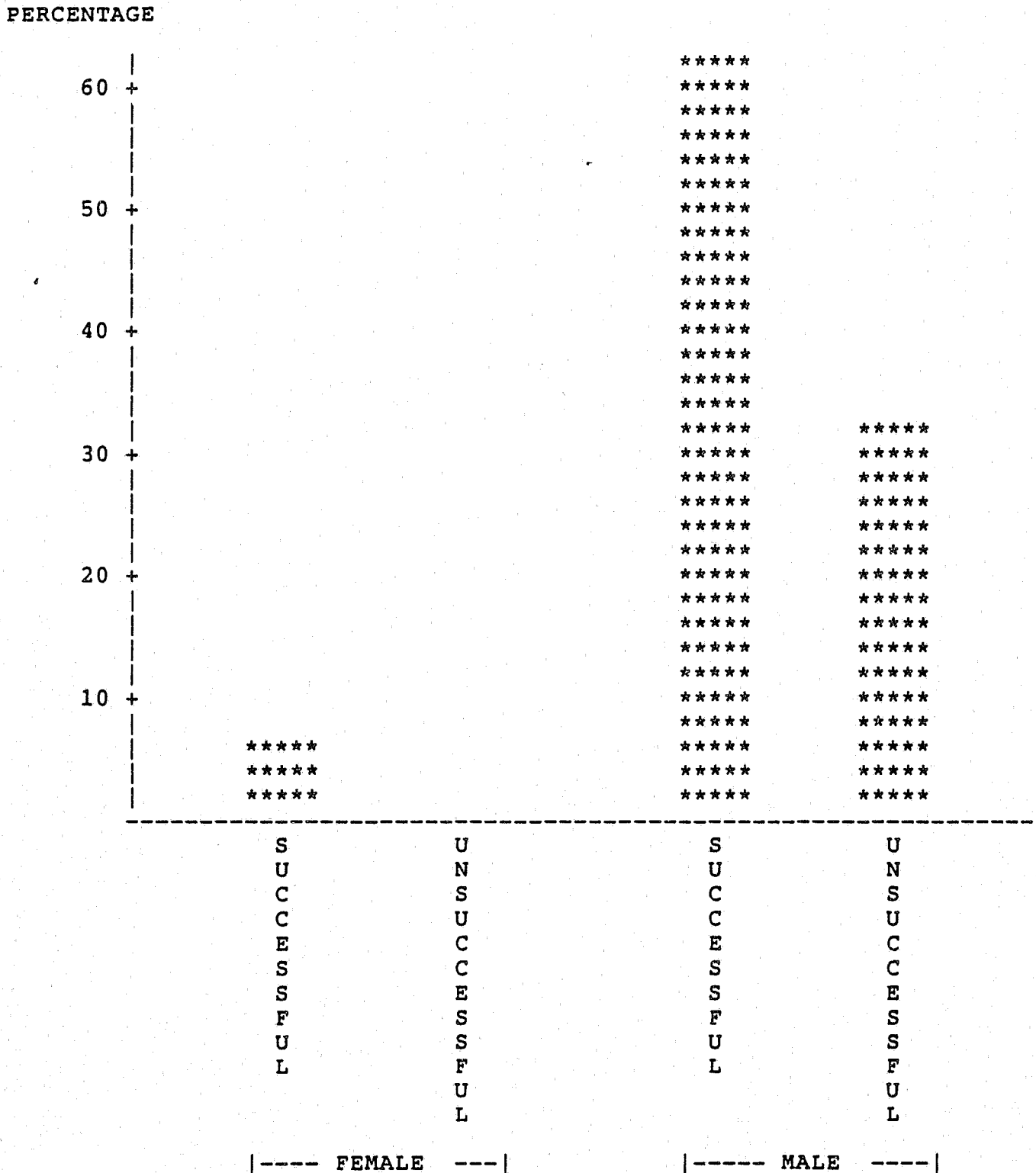


Figure 7 shows that 7% of case terminations were female clients. Six percent (6%) were successful and 1% unsuccessful. The percentage of failures was so small it did not feature in the graph. Ninety-three percent (93%) of case terminations were male clients. Sixty-one percent (61%) were successful and 32% were unsuccessful.

Figure 7  
SUPERVISION OUTCOME BY SEX



Black females comprised 18 (5%) case terminations. All but one completed the program successfully.

Two hundred eight (57%) case terminations were black males. Forty percent were successful; eighteen percent unsuccessful.

White females comprised only 2% (7) total case terminations. Six of seven terminated successfully.

One hundred thirty-two (36%) of all case terminations were cases of white males. Twenty-two percent terminated successfully; fourteen percent unsuccessfully.

Figure 8  
SUPERVISION OUTCOME BY RACE/SEX

PERCENTAGE

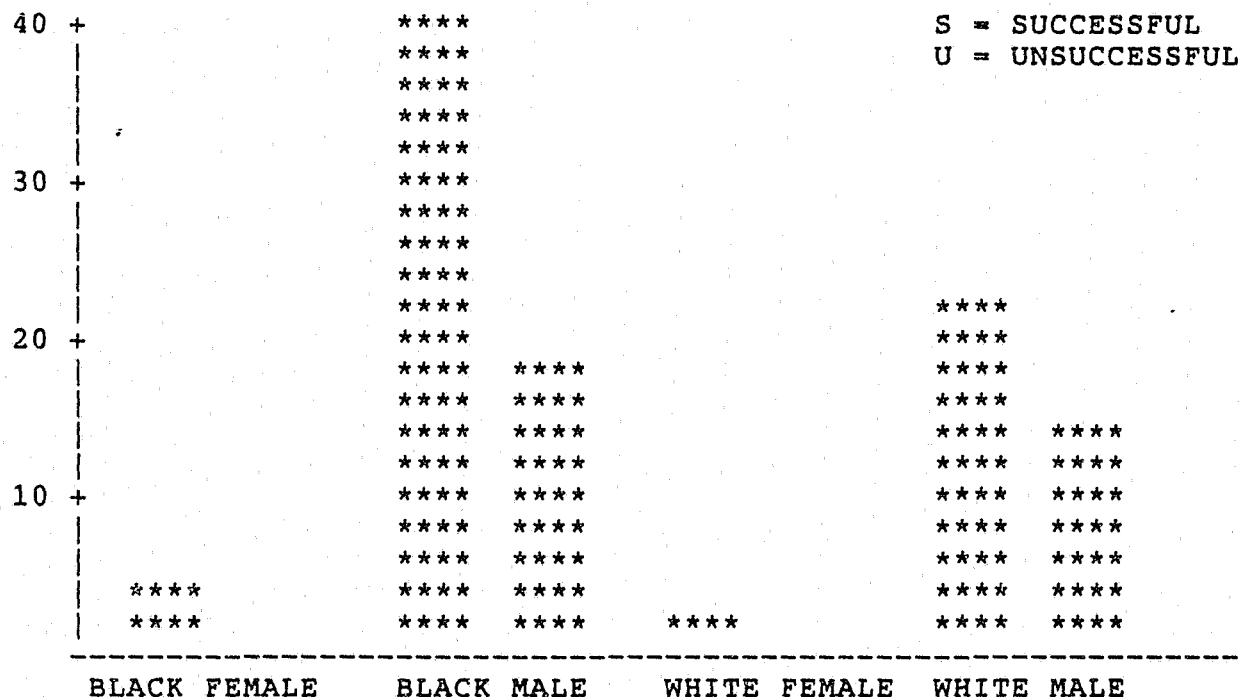


Figure 9 depicts cases by type of parole status. Discretionary parolees were 19% of all case terminations. Fourteen (14.5%) were successful and 4.7% failed. Mandatory parolees were 61% of case terminations. Forty percent (40%) were successful while 21% failed. Parole Board referrals were 20% of case terminations. Thirteen percent (13%) were successful and 7% failed.

Figure 9  
SUPERVISION OUTCOME BY PAROLE STATUS TYPE

PERCENTAGE

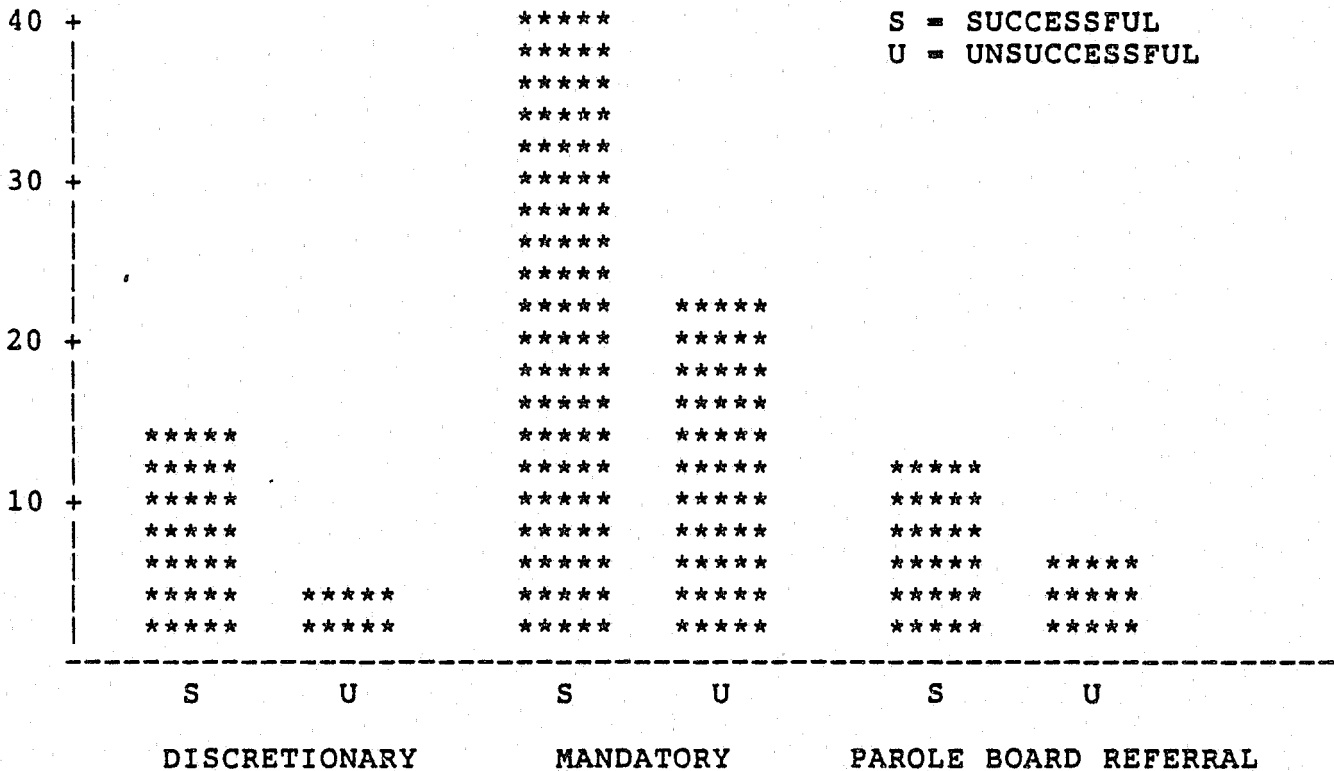
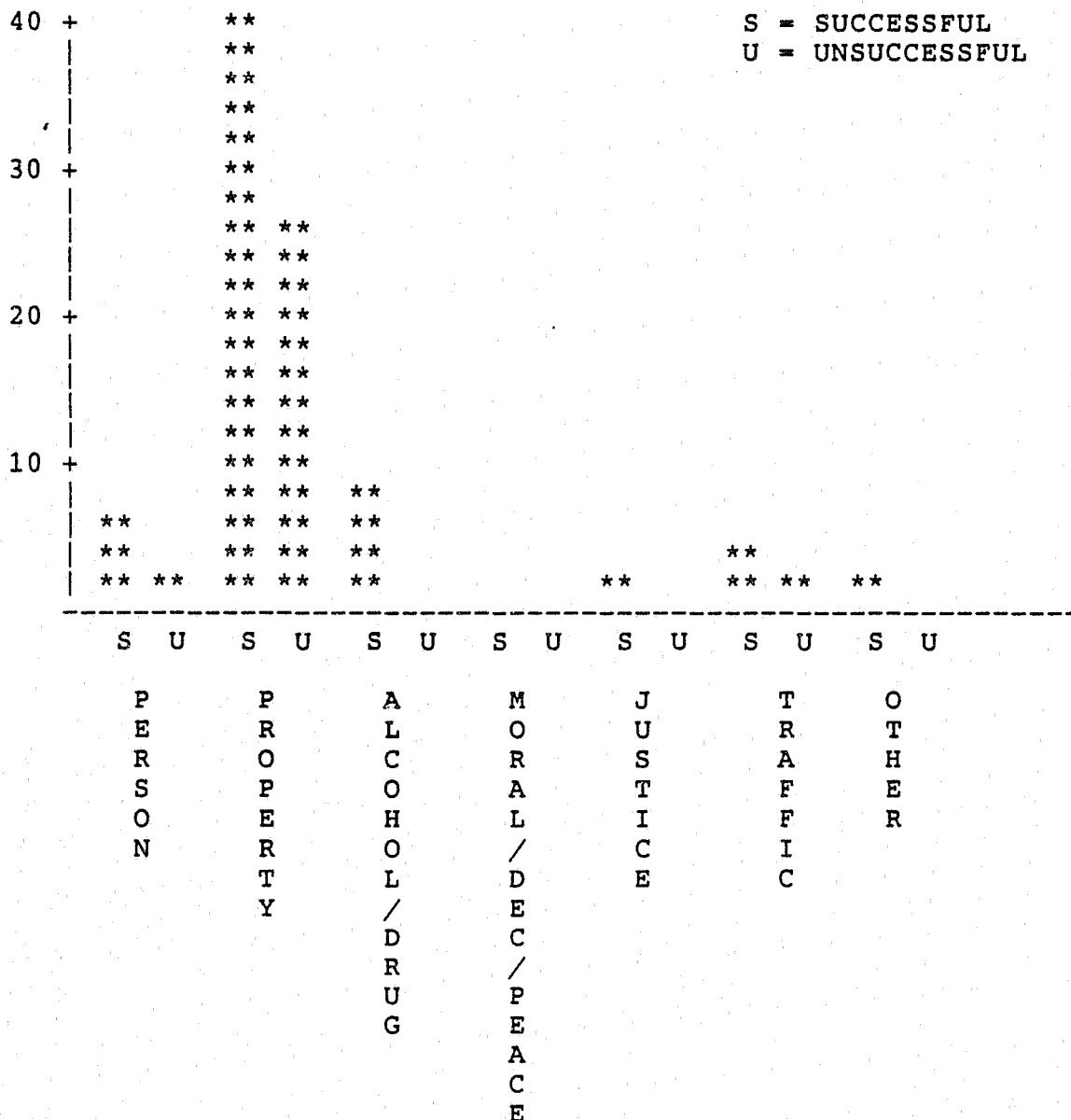


Figure 10 shows that 71% of case terminations were for clients whose committing offense was a property offense. Forty-four percent (44%) were successful and 27% failed. Clients whose committing offense was of the person type comprised only 9% of all case terminations. Six percent were successful and two percent failed. The only other offense categories consisting of more than a few cases were alcohol/drug and traffic offenses. Clients with alcohol/drug offenses were nine percent of case terminations. All but three clients (.82%) were successful. Traffic offenders comprised six percent of case terminations. The percentage of successful terminations was 4.7%, compared to 1.6% failures.

Figure 10  
SUPERVISION OUTCOME BY TYPE OF CRIME

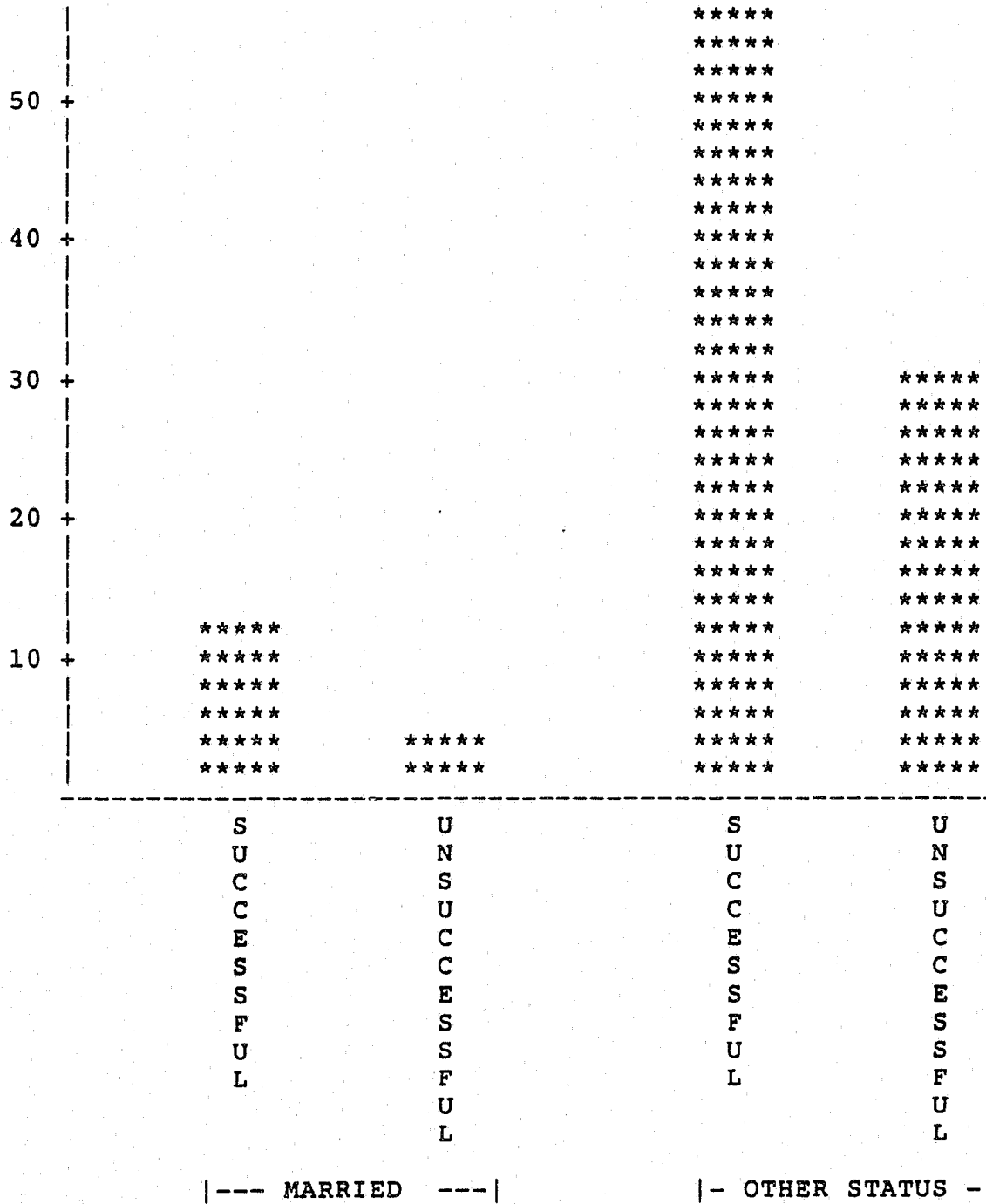
PERCENTAGE



Approximately 16% were married (12% successful, 4% unsuccessful). The remaining 84% were unmarried. Fifty-five percent were successful; 29% unsuccessful.

Figure 11  
SUPERVISION OUTCOME BY MARITAL STATUS

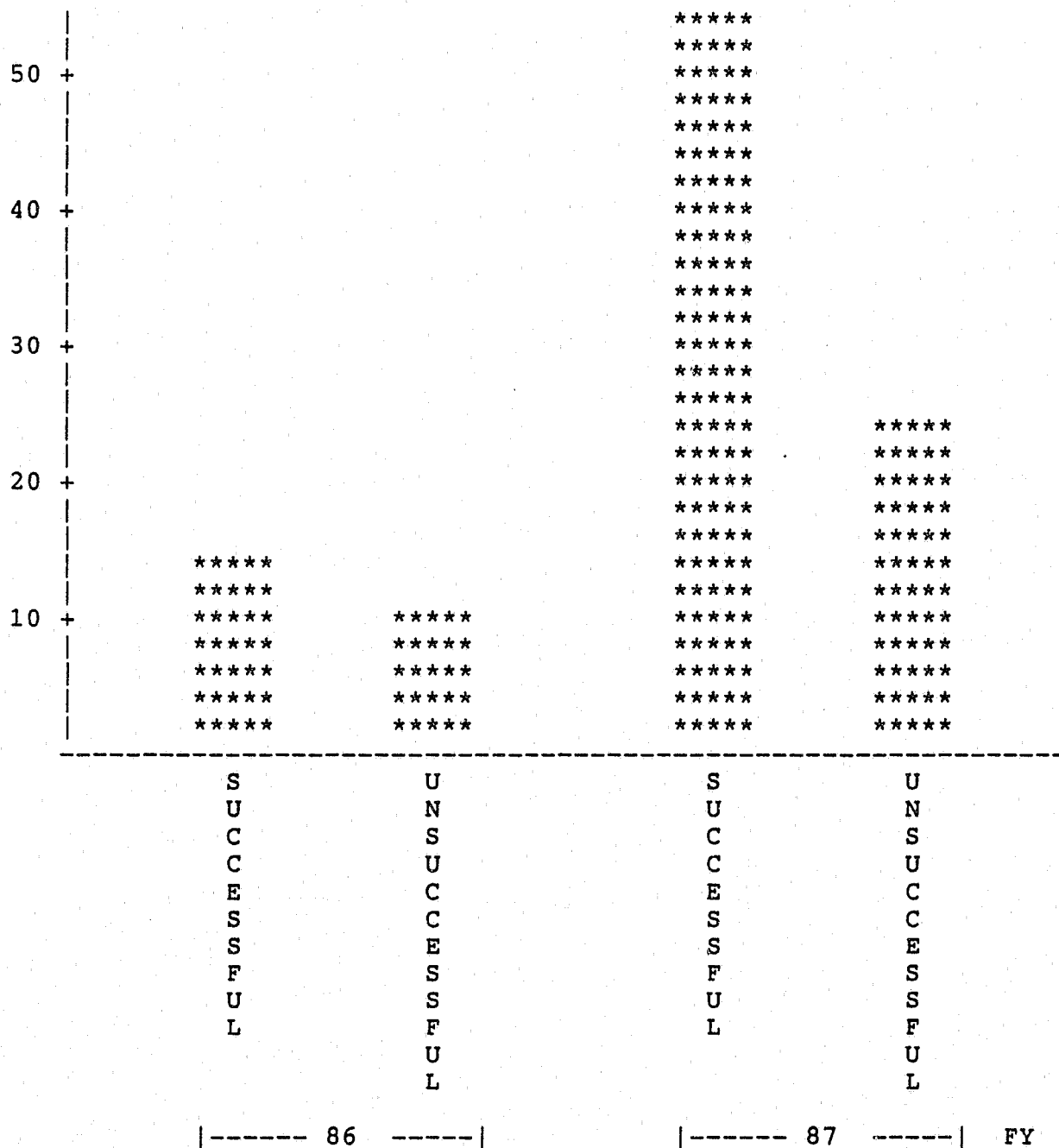
PERCENTAGE



Twenty-four percent of the case terminations occurred during FY86. Fourteen percent were successful; ten percent unsuccessful. Seventy-six percent of the case terminations occurred during FY87. Fifty-three percent were successful; twenty-three percent unsuccessful.

Figure 12  
SUPERVISION OUTCOME BY FISCAL YEAR

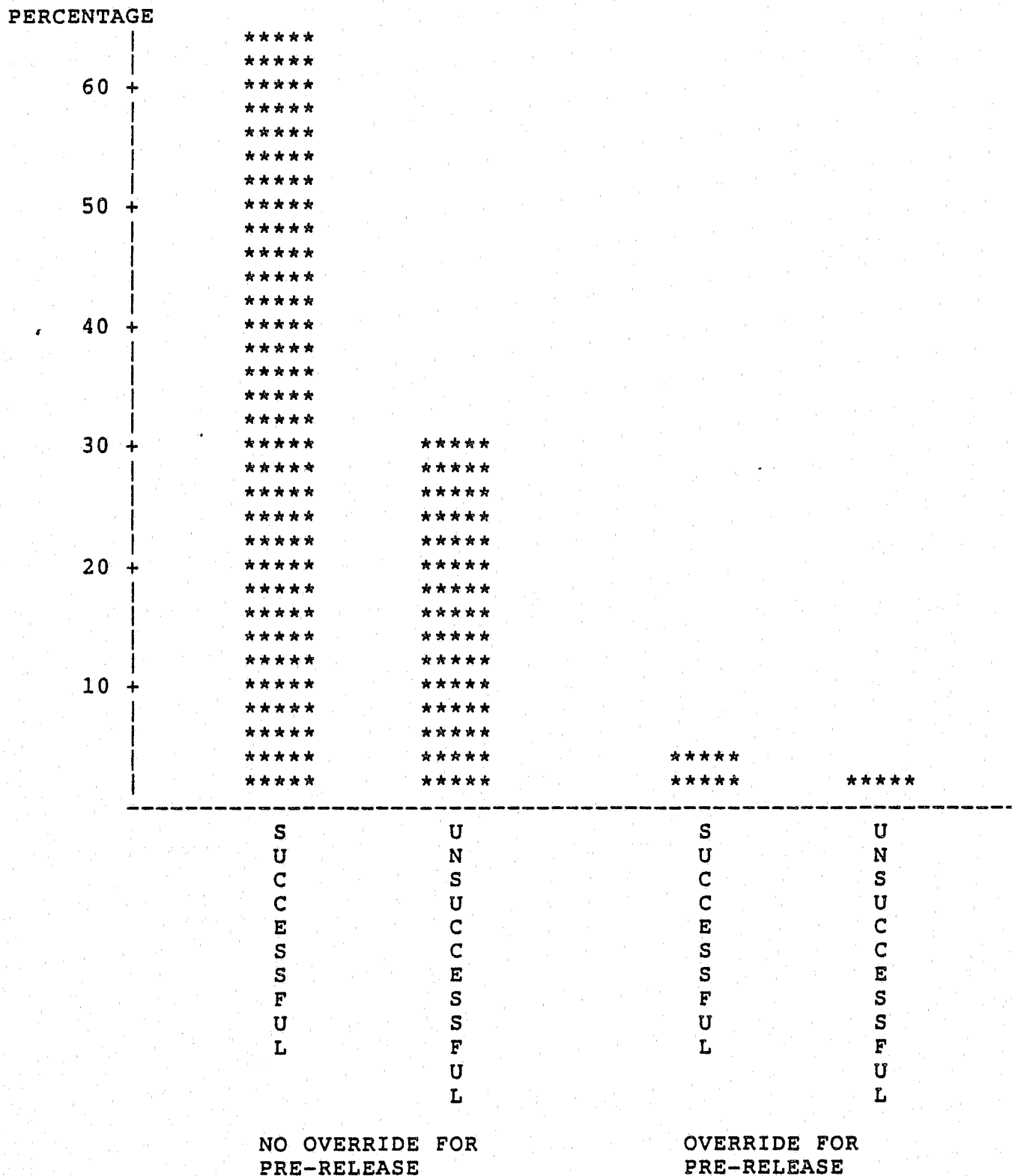
PERCENTAGE





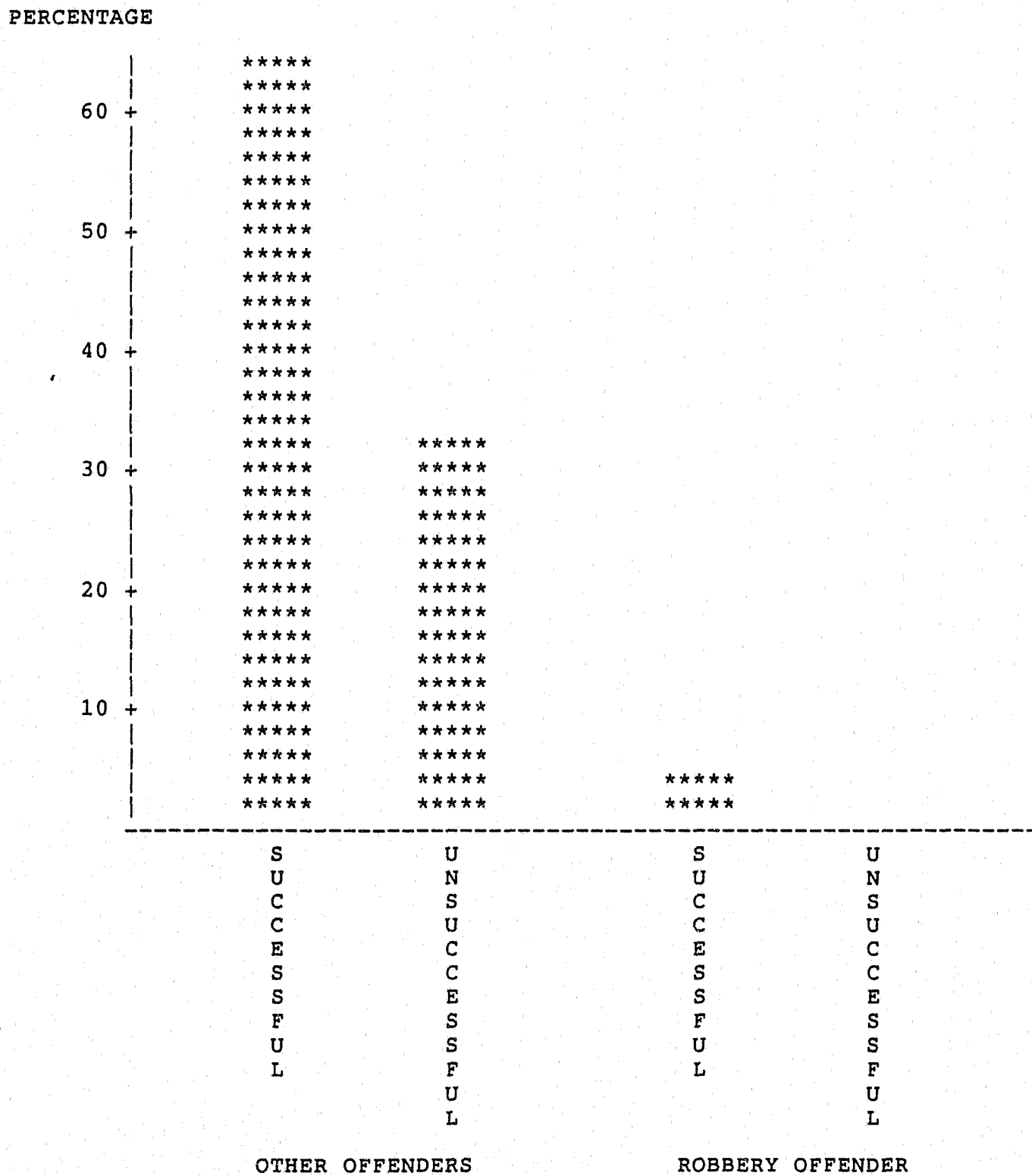
In 95% of case terminations, the client's custody was not overridden for pre-release. Sixty-four percent were successful; thirty-one percent unsuccessful. Five percent were custody override cases (4% successful, 2% unsuccessful).

Figure 13  
SUPERVISION OUTCOME BY PRE-RELEASE OVERRIDE STATUS



Three percent were clients convicted of robbery offenses. All were designated successful case terminators.

Figure 14  
SUPERVISION OUTCOME FOR ROBBERY OFFENDERS



**FINDINGS: PROGRAM ACTIVITY**

- o Financial and Employment Activity
- o Length of Stay in Pre-Release

## FINDINGS: PROGRAM ACTIVITY

### Financial and Employment Activity

Staff/client employment-focused activities apparently yielded positive results. The percentage of clients employed ranged from 85% in FY86 to 77% in FY87. Due to variation in program record-keeping, the number of hours worked should be regarded as an approximation. Coders were frequently required to resort to educated guesswork based on collaborative data in program files. The estimated number of hours worked in FY86 (13,396) plus those worked in FY87 (50,522) totaled 63,918 (See Table 34).

**TABLE 34  
EMPLOYMENT HOURS WORKED**

# CLIENTS WORKED	FY	
	86	74
	87	215
	ALL	289
TOTAL HOURS WORKED	FY	
	86	13396
	87	50522
	ALL	63918
AVERAGE HOURS WORKED	FY	
	86	181
	87	235
	ALL	221
MINIMUM VALUE	FY	
	86	2
	87	7
	ALL	2
MAXIMUM VALUE	FY	
	86	481
	87	999
	ALL	999
RANGE	FY	
	86	479
	87	992
	ALL	997

The percentage of cases in which the client had funds in an inmate account upon termination increased from 16% in FY86 to 88% in FY 87. In addition the average amount of money in the account more than doubled, from \$120 in FY86 to \$296 in FY87.

TABLE 35  
CLIENT ACCOUNTS UPON PROGRAM TERMINATION

# CLIENTS WITH \$ IN ACCOUNT AT TERMINATION	FY	
	86	14
	87	244
	ALL	258
TOTAL DOLLARS IN ALL ACCOUNTS	FY	
	86	\$1,680.00
	87	\$72,544.00
	ALL	\$74,224.00
AVERAGE \$ IN ACCOUNT UPON TERMINATION	FY	
	86	\$120.00
	87	\$297.31
	ALL	\$287.69
MINIMUM VALUE	FY	
	86	\$3.00
	87	\$1.00
	ALL	\$1.00
MAXIMUM VALUE	FY	
	86	\$470.00
	87	\$2,866.00
	ALL	\$2,866.00
RANGE	FY	
	86	\$467.00
	87	\$2,865.00
	ALL	\$2,865.00

Similarly, the percentage of clients who contributed toward room and board expenses increased from 21% to 74%. The average amount compensated to the Commonwealth for room and board expenses decreased in FY87, from approximately \$200 in FY86 to \$143 in FY87.

**TABLE 36  
CLIENT COMPENSATION TO COMMONWEALTH**

# CLIENTS PAID COMPENSATION	FY	
	86	18
	87	205
	ALL	223
TOTAL COMPENSATION TO COMMONWEALTH	FY	
	86	\$3,615.00
	87	\$29,334.00
	ALL	\$32,949.00
AVERAGE COMPENSATION	FY	
	86	\$200.83
	87	\$143.09
	ALL	\$147.75
MINIMUM VALUE	FY	
	86	\$40.00
	87	\$5.00
	ALL	\$5.00
MAXIMUM VALUE	FY	
	86	\$395.00
	87	\$530.00
	ALL	\$530.00
RANGE	FY	
	86	\$355.00
	87	\$525.00
	ALL	\$525.00

Although data collected indicated very few clients had paid family support, it is probable that program files were not geared toward gathering this data. Analysis of available data indicated that six clients paid a total of \$2,186.00 in family support.

TABLE 37  
FAMILY SUPPORT PAID

# CLIENTS PAID FAMILY SUPPORT	FY	
	86	1
	87	5
	ALL	6
TOTAL FAMILY SUPPORT PAID	FY	
	86	\$140.00
	87	\$2,046.00
	ALL	\$2,186.00
AVERAGE FAMILY SUPPORT	FY	
	86	\$140.00
	87	\$409.20
	ALL	\$364.33
MINIMUM VALUE	FY	
	86	\$140.00
	87	\$50.00
	ALL	\$50.00
MAXIMUM VALUE	FY	
	86	\$140.00
	87	\$739.00
	ALL	\$739.00
RANGE	FY	
	86	\$0.00
	87	\$689.00
	ALL	\$689.00



A similar caveat applies to the interpretation of fines and court costs data; it is probable that program files were not geared to the collection of this information. Analysis of available data indicated two clients paid a total of \$173.00 in fines and court costs.

TABLE 38  
FINES AND COURT COSTS PAID

# CLIENTS PAID FINES AND COURT COSTS	FY	
	86	0
	87	2
	ALL	2
TOTAL FINES AND COURT COSTS PAID	FY	
	86	.
	87	\$173.00
	ALL	\$173.00
AVERAGE FINES AND COURT COSTS	FY	
	86	.
	87	\$86.50
	ALL	\$86.50
MINIMUM VALUE	FY	
	86	.
	87	\$48.00
	ALL	\$48.00
MAXIMUM VALUE	FY	
	86	.
	87	\$125.00
	ALL	\$125.00
RANGE	FY	
	86	.
	87	\$77.00
	ALL	\$77.00

Community service hours worked increased from FY86 to FY87. In FY 87, 24 (9%) clients whose cases were terminated worked a total of 2,280 hours.

**TABLE 39**  
**COMMUNITY SERVICE HOURS WORKED**

# CLIENTS WORKED COMMUNITY SERVICE	FY	
	86	1
	87	24
	ALL	25
TOTAL HOURS WORKED	FY	
	86	48
	87	2232
	ALL	2280
AVERAGE HOURS WORKED	FY	
	86	48
	87	93
	ALL	91
MINIMUM VALUE	FY	
	86	48
	87	8
	ALL	8
MAXIMUM VALUE	FY	
	86	48
	87	401
	ALL	401
RANGE	FY	
	86	0
	87	393
	ALL	393

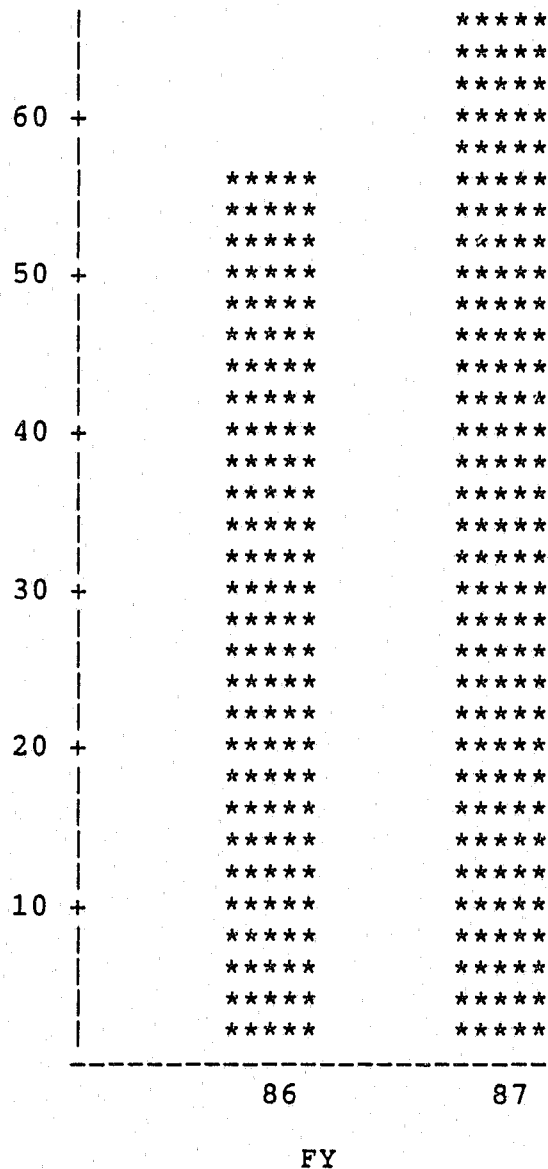
**TABLE 40**  
**FINANCIAL/EMPLOYMENT STATISTICS**

	TOTAL
INMATE ACCOUNTS AT TERMINATION	\$74,224
CLIENT COMPENSATION TO COMMONWEALTH	\$32,949
FAMILY SUPPORT PAID	\$2,186
FINES & COURT COSTS PAID	\$173
EMPLOYMENT HOURS WORKED	63,918
COMMUNITY SERVICE HOURS WORKED	2,280

## Length of Time in Pre-Release

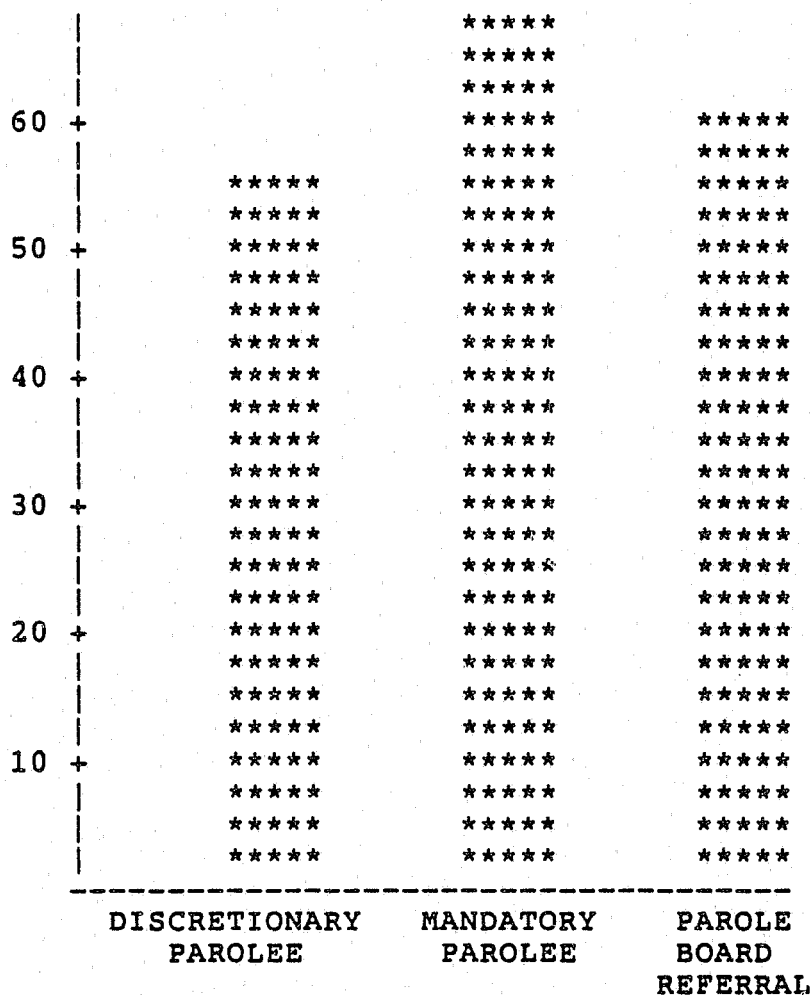
From FY86 to FY87, the average number of days spent in a pre-release facility increased from 55 days to 67. Over the two-year period, the average was 64 days.

Figure 15  
AVERAGE NUMBER DAYS IN PRE-RELEASE BY FISCAL YEAR



Mandatory parole clients, on the average, were in the program 68 days. For discretionary parole and Parole Board-referred clients the averages were 56 and 59 days, respectively.

Figure 16  
AVERAGE NUMBER OF DAYS IN PRE-RELEASE BY PAROLE STATUS TYPE



#### COMPARISON OF AVERAGE PRE-RELEASE DAYS PRIOR TO ARREST AND ESCAPE

The average number of days prior to new arrest and escape were compared; on the average, clients who escaped were in the program less than half as long as those who were arrested (34 days, compared to 75).

**FINDINGS: PROGRAM-RELATED ASSIGNMENTS AND SUPERVISION OUTCOMES**

**FINDINGS: PROGRAM-RELATED ASSIGNMENTS AND SUPERVISION OUTCOMES**

More than three-quarters of the clients were assigned to the Norfolk, Newport News and Roanoke programs. Success rates for the majority of programs ranged from 60% to 70%, compared to 64% for all clients for FY86 and FY87. Due to the similarity of success rates, large degree of program variation and possible client differences, conclusions regarding relative program success would be premature and perhaps misleading.

**TABLE 41**  
**REASON FOR TERMINATION/NORFOLK PRE-RELEASE**

	NUMBER	PERCENT- AGE
REASON FOR TERMINATION		
TRANSFER	2	2.00
SUCCESSFUL	59	59.00
NEW ARREST	2	2.00
ESCAPED	7	7.00
PROGRAM VIOLATIONS	10	10.00
DGL 861 VIOLATIONS	15	15.00
POSITIVE URINES	1	1.00
OTHER	4	4.00
TOTAL	100	100.00

**TABLE 42**  
**REASON FOR TERMINATION/NEWPORT NEWS PRE-RELEASE**

	NUMBER	PERCENT- AGE
REASON FOR TERMINATION		
UNKNOWN	1	0.88
TRANSFER	2	1.77
SUCCESSFUL	77	68.14
NEW ARREST	3	2.65
ESCAPED	10	8.85
PROGRAM VIOLATIONS	13	11.50
DGL 861 VIOLATIONS	3	2.65
POSITIVE URINES	2	1.77
OTHER	2	1.77
TOTAL	113	100.00

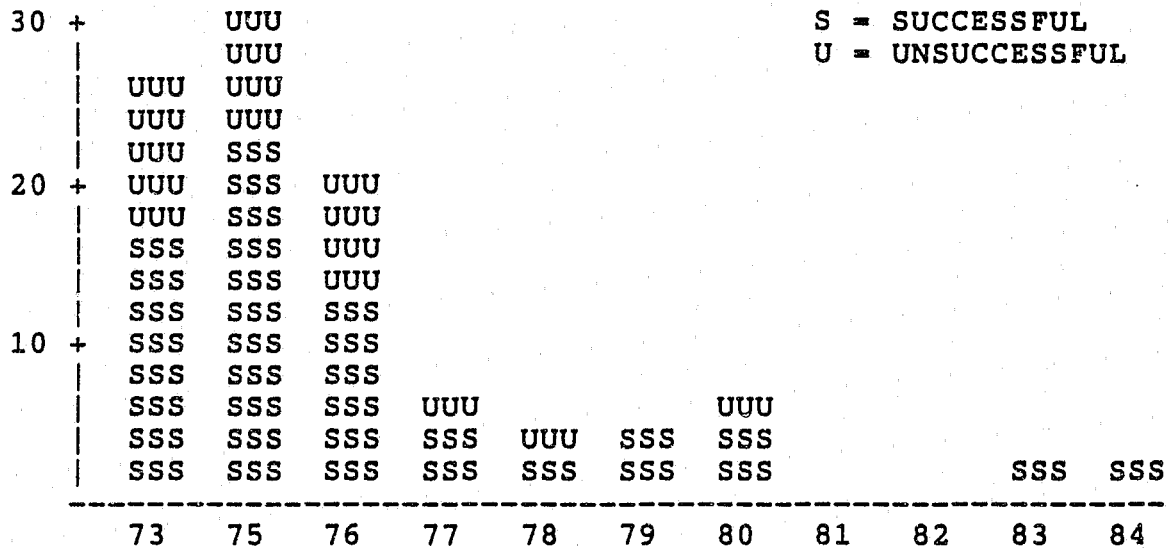


**TABLE 43**  
**REASON FOR TERMINATION/ROANOKE PRE-RELEASE**

	NUMBER	PERCENT- AGE
REASON FOR TERMINATION		
SUCCESSFUL	45	61.64
NEW ARREST	3	4.11
ESCAPED	9	12.33
PROGRAM VIOLATIONS	3	4.11
DGL 861 VIOLATIONS	2	2.74
POSITIVE URINES	5	6.85
OTHER	6	8.22
TOTAL	73	100.00

Figure 17  
SUPERVISION OUTCOME BY PROGRAM

PERCENTAGE



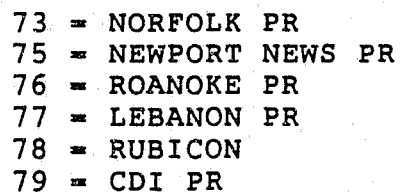
73 = NORFOLK PR  
75 = NEWPORT NEWS PR  
76 = ROANOKE PR  
77 = LEBANON PR  
78 = RUBICON  
79 = CDI PR

80 = OAR  
81 = ALEXANDRIA PR  
82 = FREDERICKSBURG PR  
83 = HARRISONBURG PR  
84 = CDI WOMEN

\* 3 cases (.8%) terminated successfully

\*\* 3 cases (.8%) terminated successfully, 2 (.6%) unsuccessfully

## PERCENTAGE



-73-

**FINDINGS: COMPARISON OF RELEASES AND PRE-RELEASES**

## FINDINGS: COMPARISON OF RELEASES AND PRE-RELEASES

In some respects, the characteristics of pre-release clients resembled those of all clients released from incarceration in Virginia. In particular, average sentence and time served in prison were quite similar for the two groups.

However, when compared on the basis of types of offenses committed, differences were apparent. In FY87, offenders who committed crimes against persons comprised 25% of all offenders released but only 9% of cases terminated from pre-release. For the same year, offenders who committed crimes against property comprised 47% of all offenders released but 71% of cases terminated from pre-release.

Differences in type of release were also apparent. Discretionary parolees comprise the majority (53%) of all releases but only 19% of those whose cases terminated from pre-release. Mandatory parolees, on the other hand, were 38% of all releases but 61% of case terminations from pre-release.

With respect to race, the percentage of non-white males was higher for pre-releases.

TABLE 44  
SUPERVISION OUTCOME BY TYPE OF OFFENSE/FY87

	NUMBER			PERCENTAGE		
	SUCCESSFUL	UNSUCCESSFUL	TOTAL	SUCCESSFUL	UNSUCCESSFUL	TOTAL
TYPE OF OFFENSE						
PERSON	18	7	25	72.00	28.00	100.00
PROPERTY	128	69	197	64.97	35.03	100.00
ALCOHOL/DRUGS	25	2	27	92.59	7.41	100.00
JUSTICE	5	1	6	83.33	16.67	100.00
TRAFFIC	15	5	20	75.00	25.00	100.00
OTHER	3	.	3	100.00	.	100.00
TOTAL	194	84	278	69.78	30.22	100.00

TABLE 45  
PRE-RELEASES  
(FY 87)

	<u>RELEASES</u>	<u>PRE-RELEASES</u>
<u>TYPE OF RELEASE</u>		
Discretionary	53%	18%
Mandatory	38%	61%
Other	9%	20%
<u>COMMITTING OFFENSE TYPE</u>		
Person	25%	9%
Property	47%	71%
Alcohol/Drugs	10%	10%
Other	18%	10%
<u>RACE/SEX</u>		
Non-white male	49%	54%
White male	43%	37%
Non-white female	5%	6%
White female	3%	3%
 <u>AVERAGE SENTENCE</u>	 6.9 years	 6.3 years
 <u>AVERAGE TIME SERVED</u>	 28.6 months	 27.7 months (excluding life sentences)

## CONCLUSIONS

During the two-year period covered by this evaluation, the Pre-Release Program provided bedspace relief to the Department while also providing the offender a supervised transition to life outside prison. Data which indicated that the majority of the offenders served by the program found employment, paid room and board payments to the Commonwealth, and accumulated funds in an account suggest beginning steps toward positive offender adjustment in the community during this critical period.

At the same time, the in-program success rates of certain groups of clients suggest that those whose responsibilities include making parole decisions or pre-release assignment decisions exercised discretion in a manner which promoted public safety.

Despite rapid program expansion, the percentage of successful case terminations increased from 60% in FY86 to 70% in FY87. During FY 87, some clients were transferred from one pre-release facility to another in an attempt to better match clients with programs. The success rate of these cases (100%) contributed to the increase.

Although the clients whose cases were successfully terminated shared certain characteristics, the small numbers limit drawing conclusions. For example, females were highly successful but they comprised only 7% of all cases. Alcohol/drug offender cases were terminated successfully 91% of the time, but they comprised only 9% of all cases. The cases of clients who had received custody overrides were somewhat more often successfully terminated but they comprised only 6% of all cases. The 100% success rate for cases of robbery offenders (3% of all case terminations) should be interpreted in terms of both the small number (11) and the fact that these offenders were carefully screened and most likely were not representative of robbery offenders in general.

Notwithstanding small numbers of some groups, study results suggest the wisdom of maintaining some flexibility in eligibility criteria. As a case in point, although robbery is usually classified as a violent offense and therefore clients with this type of committing offense are routinely disapproved for pre-release, assessment of case circumstances of a few individuals resulted in a decision to approve them for pre-release. All these cases terminated successfully. Similarly, the number of offenders whose custody was overridden for pre-release was small, yet these clients did no worse overall than clients in "A" custody without an override.

Caution is advised in generalizing findings due to:

- o possible bias due to composition of study population
- o non-representativeness of pre-release clients
- o small number of clients in some analyses
- o hazards of profiling
- o length of stay
- o need for meaningful comparative data.

While there were no substantiated differences between cases for which program files were unavailable and those for which there were files, the possibility exists that the inclusion of the 12% unavailable files would have produced different findings. The problem of generalizing from a small number of cases has been mentioned previously.

Pre-release clients represent a select group of offenders. For example, a major selection criterion is classification as "A" custody. As of March, 1988, only 21% of the confined population met this criterion. Therefore, all findings should be interpreted in this context.

Profiling hazards pertain to the tendency to use profiles for prediction. Although profiles are useful in summarizing data, overreliance on the "typical" may result in overlooking important but less frequently-occurring findings.

A long range view of offender recidivism could show that clients who were highly successful in terms of program completion were highly unsuccessful when a different standard of success is applied. For example, the highly successful program completers may, when tracked for 18 months, be disproportionately involved in violent crime. Similarly, findings of in-program success should be interpreted in view of average length of stay. For example, although mandatory parolees were less successful, they spent somewhat longer in pre-release.

Additionally, the higher success rates of certain groups of clients could better be interpreted compared to similar groups in other correctional programs. For example, the finding that females were more successful could be interpreted in the context of success rate of female parolees.



## RECOMMENDATIONS

Recommendations are proposed which should provide a more comprehensive evaluation framework within which to assess program effectiveness. Three major recommendations are proposed to evaluate:

- o recidivism of pre-release clients
- o cost-effectiveness of program
- o program dynamics.

### Recidivism of Pre-Release Clients

Although in-program success rates are useful in assessing short-term outcomes, a study in which the focus was the seriousness and extent of client involvement with the criminal justice system beyond the average two months spent in a pre-release facility would better measure the impact of the program. Most such recidivism studies track the criminal record of an offender cohort for at least one year.

The value of such a study would be enhanced by comparing the post-program criminal justice system involvement of pre-release clients to another group of released offenders, matched on key characteristics, for the same length of time. Consideration could be given to using as a comparison group offenders who were approved for pre-release, but, due to lack of bedspace, never actually participated in the pre-release program.

### Cost Effectiveness of Program

Optimally, a study of the cost and benefits of the pre-release program should accompany a recidivism study. Assuming it was found that recidivism was lower for pre-release clients than a comparable group of non-participant offenders, the costs and benefits of the program should be weighed to justify the commitment of scarce resources. Some elements of such an analysis have been included in the present study, but this has not been an area of major evaluation focus. To undertake a cost/benefit analysis, it is recommended that data sources other than the PR-2 form, which draws on data in the program file, be explored to insure completeness of financial and employment data.

### Program Dynamics

Until program dynamics are understood and taken into account, it will not be possible to separate offender characteristics from program effects in producing outcomes, e.g., success/failure. Program factors which may influence outcomes are myriad. In addition to types of services offered, factors which relate to staff, staff/client ratio and availability of community resources are among the possible influences.

Differences between program dynamics in individual programs present a challenge to evaluators. While reducing the statistical power of some analyses, they allow evaluators to compare different types of programs. Coupled with knowledge of various offender characteristics, it is possible to assess the effects of various program dynamics on clients with different characteristics.

A research design which accounted for program dynamics and incorporated a control or comparison group would more readily permit distinctions to be made between offenders who:

- o succeed because of the program
- o would succeed without the program
- o would fail with or without the program.

These distinctions are key elements in allocating scarce resources.

A California Department of Corrections study found that halfway houses best served the needs of persons requiring a structured, supportive program of community re-entry, persons without strong community ties, and those requiring special employment assistance. A study of this type could explore the validity of these findings in Virginia or other staff perceptions relative to those best served by the Pre-Release Program.

**APPENDIX A**

**PRE-RELEASE CONSIDERATION (PR1-Classification)**  
(Write All Dates MM/DD/YY Unless Otherwise Indicated)

Date Reviewed by Pre-Release  
Board \_\_\_\_/\_\_\_\_/\_\_\_\_ [1-6]

Inmate Number \_\_\_\_\_ [7-12]

Inmate Name  
last \_\_\_\_\_ [13-39]  
first \_\_\_\_\_ [40-51]  
m.i. \_\_\_\_\_ [52]

SSN \_\_\_\_-\_\_\_\_-\_\_\_\_ [53-61]

DOB \_\_\_\_/\_\_\_\_/\_\_\_\_ [62-67]

Race: B \_\_\_\_ W \_\_\_\_ O \_\_\_\_ [68]

Sex: M \_\_\_\_ F \_\_\_\_ [69]

Marital Status: \_\_\_\_\_ [70]

Location Code: \_\_\_\_\_ [71-73]  
(Prior to Pre-Release Center)

Date Rec'd in DOC \_\_\_\_/\_\_\_\_/\_\_\_\_  
[74-79]

Parole Eligible Date \_\_\_\_/\_\_\_\_/\_\_\_\_  
[80-85]

Mandatory Parole Date \_\_\_\_/\_\_\_\_/\_\_\_\_  
[86-91]

Last Parole Hearing \_\_\_\_/\_\_\_\_/\_\_\_\_  
[92-97]

Parole Granted: Y \_\_\_\_ N \_\_\_\_ [98]

Parole Board Referral: Y \_\_\_\_ N \_\_\_\_ [99]

Parole Plan District # \_\_\_\_ [100-101]

Detainer: Y \_\_\_\_ N \_\_\_\_ [102]

Detainer from Locality# \_\_\_\_ [103-105]

Most Serious Current Offense \_\_\_\_\_  
[106-109]

Total Sentence \_\_\_\_/\_\_\_\_/\_\_\_\_ (yyy/mm/dd)  
[110-117]

Prior Record: Total Number of:  
Felonies \_\_\_\_\_ [118-120]  
Misdemeanors \_\_\_\_\_ [121-123]

Client Has Background of Sex Offenses  
(See Table A) Y \_\_\_\_ N \_\_\_\_ [124]

Probation History:  
Last Level of Super. \_\_\_\_\_ [125-126]  
Last Violation Type \_\_\_\_\_ [127]

Parole History:  
Last Violator Code \_\_\_\_\_ [128]  
Last Violation \_\_\_\_/\_\_\_\_/\_\_\_\_ [129-134]

Assaultive Behavior History:  
(See Table B)  
# of Assaultive Convictions \_\_\_\_\_ [135-137]  
Date of Last Conviction \_\_\_\_/\_\_\_\_/\_\_\_\_  
[138-143]

# of Institutional Charges Involving  
Assaultive Behavior \_\_\_\_\_ [144-152]

Date of Last Institutional Charge  
\_\_\_\_/\_\_\_\_/\_\_\_\_ [153-158]

Has Client Been on Pre-Release  
Before: Y \_\_\_\_ N \_\_\_\_ [159]

Terminated From Last Pre-Release  
Program on \_\_\_\_/\_\_\_\_/\_\_\_\_ [160-166]

Custody (before any override): \_\_\_\_\_  
[167]

Date Assigned to Custody \_\_\_\_/\_\_\_\_/\_\_\_\_  
[168-173]

NIC Score \_\_\_\_\_ [174-176]

I.Q. Code \_\_\_\_\_ [177-178]

Last Grade Completed \_\_\_\_\_ [179-180]

Custody Override: Y \_\_\_\_ N \_\_\_\_ [181]

Date of Override \_\_\_\_/\_\_\_\_/\_\_\_\_  
[182-187]

PRE-RELEASE CONSIDERATION (PR1-Classification)  
(Write All Dates MM/DD/YY Unless Otherwise Indicated)

Most Recent Institutional Progress  
Report \_\_\_\_/\_\_\_\_/\_\_\_\_ [188-193]

# Institutional Infractions: \_\_\_\_\_  
[194-196]

Date of Last Infraction \_\_\_\_/\_\_\_\_/\_\_\_\_  
[197-202]

Prior Escapes:

Number: \_\_\_\_\_ [203-204]

Last Escape:

Date \_\_\_\_/\_\_\_\_/\_\_\_\_ [205-210]

Action: [211]

1) Warrant \_\_\_\_\_

2) Recaptured \_\_\_\_\_

3) Own Return \_\_\_\_\_

4) Other \_\_\_\_\_

Occupation Code: \_\_\_\_\_ [212-214]

Institution Occupation Code \_\_\_\_\_  
[215-217]

Medical Code \_\_\_\_\_ [218-220]

Type of Medication: [221]

1) None \_\_\_\_\_

2) Unknown \_\_\_\_\_

3) Prescription \_\_\_\_\_

4) Non-Prescription \_\_\_\_\_

Medication Self-Admin: Y\_\_\_\_ N\_\_\_\_ [222]

Psychological Status: [223]

1) Unknown \_\_\_\_\_

2) Acceptable \_\_\_\_\_

3) Unacceptable \_\_\_\_\_

Substance Abuse History:

Alcohol: Y\_\_\_\_ N\_\_\_\_ [224]

Frequency Code \_\_\_\_\_ [225-226]

Drugs: Y\_\_\_\_ N\_\_\_\_ [227]

Usage Code \_\_\_\_\_ [228-229]

Pre-Release Approved: Y\_\_\_\_ N\_\_\_\_ [230]

Reason Not Approved: [231]

1) Escape Risk \_\_\_\_\_

2) Pattern of Assaultive Behavior \_\_\_\_\_

3) Current Offense Ineligible \_\_\_\_\_

4) Other \_\_\_\_\_

## APPENDIX B

PRE-RELEASE CONSIDERATION (PR2-Program)

Pre-Release Program \_\_\_\_\_ (# \_\_\_\_\_) [1-3]

Inmate Number \_\_\_\_\_ [4-9]

Inmate Name (last) \_\_\_\_\_ [10-36]  
(first) \_\_\_\_\_ [37-48]  
(m.i) \_\_\_\_\_ [49]

Sending Institution \_\_\_\_\_ Date of Arrival \_\_\_\_/\_\_\_\_/\_\_\_\_ (mm/dd/yy)  
[50-52] [53-58]

Work: Began \_\_\_\_/\_\_\_\_/\_\_\_\_ (mm/dd/yy) [59-64]  
Occupation Code \_\_\_\_\_ [65-67]

Date of Program Termination \_\_\_\_/\_\_\_\_/\_\_\_\_ (mm/dd/yy) [68-73]

Type of Termination: (choose one) [74]

If needed, complete additional information requested

\_\_\_\_ (1) Transferred to Another Pre-Release Facility (# \_\_\_\_\_) [75-77]

\_\_\_\_ (2) Successful: Paroled to District # \_\_\_\_\_ [78-79]

\_\_\_\_ (3) New Arrest: Offense: \_\_\_\_\_ Convicted: Y \_\_\_\_\_ N \_\_\_\_\_ [80-83] [84]

\_\_\_\_ (4) Escaped: Date of Escape \_\_\_\_/\_\_\_\_/\_\_\_\_ (mm/dd/yy) [85-90]

\_\_\_\_ (W) Warrant Issued: Date \_\_\_\_/\_\_\_\_/\_\_\_\_ (mm/dd/yy) Time \_\_\_\_\_  
\_\_\_\_ (R) Recaptured: Date \_\_\_\_/\_\_\_\_/\_\_\_\_ (mm/dd/yy) Time \_\_\_\_\_  
\_\_\_\_ (O) Own Return: Date \_\_\_\_/\_\_\_\_/\_\_\_\_ (mm/dd/yy) Time \_\_\_\_\_  
[91] [92-97] [98-101]

\_\_\_\_ (5) Program Violations

\_\_\_\_ (6) 861 Violations

\_\_\_\_ (7) Positive Urine Screens

\_\_\_\_ (8) Refused to Cooperate in Program

\_\_\_\_ (9) Other \_\_\_\_\_

What Followed Unsuccessful Termination: [102]

\_\_\_\_ (01) New Time  
\_\_\_\_ (02) Return to Sending Institution  
\_\_\_\_ (03) Return to Another Institution  
\_\_\_\_ (04) Other \_\_\_\_\_

\$ In Inmate Account Upon Termination	[103-107]	\$ _____
TOTAL Comp. to the Commonwealth Paid During Program	[108-112]	\$ _____
Family Support Paid	[113-117]	\$ _____
Fines/Court Costs Paid	[118-121]	\$ _____
Employment Hours Worked	[122-124]	_____
Community Service Hours Worked	[125-128]	_____