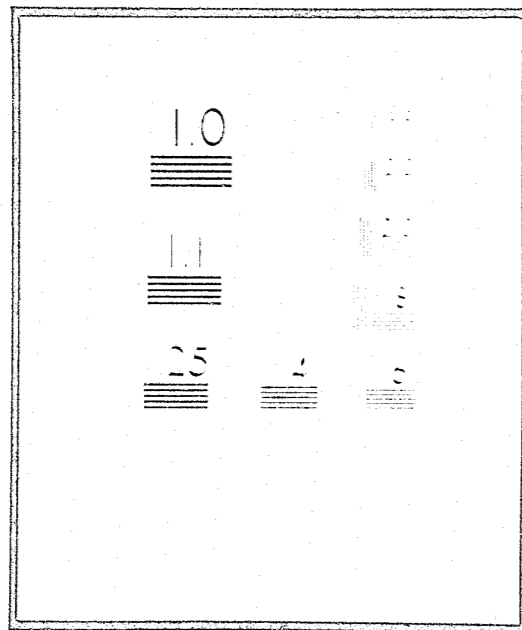


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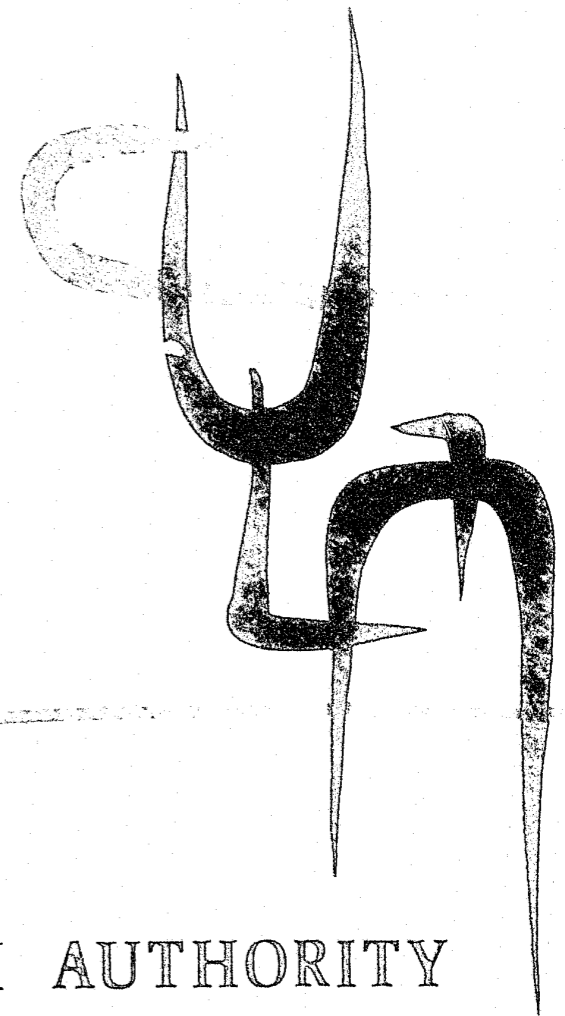
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## A Comparative Study of the Community Parole Center Program

Research Report  
No. 03

January 1973



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CALIFORNIA  
YOUTH AUTHORITY

**State of California**

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**Health and Welfare Agency**

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## SUMMARY

### Program Description

This report provides a comparative study of the California Youth Authority's Community Parole Center Program. The seven centers are located in highly concentrated delinquency areas throughout the state; three of the centers (Ujima, Watts, and Jefferson) serve the south-central and southwestern areas of Los Angeles, the Esperanza center is located in East Los Angeles, the Toliver center serves Northwest Oakland, and the other two are located in San Francisco and Stockton.

Parole centers differ from the standard parole unit in that: (1) they operate out of a large center facility with organized school, recreation, and activity programs; (2) they are the only parole unit operating within a specified geographical area, and they serve all Youth Authority parolees within that area; (3) caseloads are greatly reduced, averaging some 25 parolees on the street, and about seven or eight who are still institutionalized; and (4) increased funds are allocated for more extensive use of out-of-home placements.

Although the parole center concept contained specific program components which all centers implemented in varying degrees, the nature and emphasis of program in each center differed according to characteristics of the caseload, needs of the community, and orientation of center staff. For example, four of the seven centers (Toliver, Esperanza, Ujima, and Watts) heavily emphasized total community involvement,

because of the extremely impoverished conditions in their respective areas of operation. Extensive recreation and activity programs were organized in those centers to supplement the limited recreational resources in the communities.

The following paragraphs provide a brief summary of some of the diversified programs offered by the centers. They are iterated in more detail in the program description section.

The Toliver center used Behavior Modification techniques to motivate parolees to attend and to achieve in the center classroom. The Stockton center had an industrial arts program in the evening for older wards, including some still in nearby institutions, and an accredited day academic program for younger parolees. The Ujima and Watts teachers established and maintained a reading laboratory in a community junior high school for 35 delinquent youths; parolees also worked in the lab as teaching aides.

The Los Angeles centers had a hot lunch program for parolees and community youths who were involved in the center recreation program.

The Toliver and San Francisco centers provided lunches for those enrolled in the center school program. All of the centers took groups of parolees and community youths to auto racing events, movies, plays, baseball games and rock concerts. In the summer, they had frequent beach trips and overnight camping trips. The Watts center built a dragster and groups were often taken to drag races. The Ujima,

Toliver, and Stockton centers organized teams for competitive sports, such as basketball, softball, and bowling. The Los Angeles and Toliver centers held dances at the centers for both parolees and other local youths.

The Stockton center initiated the Outward Bound Program, modeled after the national program of the same name, but additionally incorporating Transactional Analysis techniques. Small groups of wards and staff spend one month in the wilderness, after which they are required to live for two months in the center's group home and to continue Transactional Analysis group therapy while working toward total independence. The Jefferson and Esperanza centers have utilized group counseling for drug abusers and for employment motivation. The Esperanza center used a team approach in all aspects of its center program, while the San Francisco center adopted a "streetworker" approach in conjunction with a community organization called Youth for Service. The Jefferson, Ujima, Stockton, and Watts centers made employment a vital part of their rehabilitation program.

#### Research Procedures

A comparative study of the parole center program was begun in July 1969, but was terminated after 21 months because of changes in the regular parole units which precluded their use as comparison groups. It was feasible to develop comparison groups for three of the seven centers; namely, for the Toliver, Ujima and Watts centers. These

comparison groups provided baseline measures against which to evaluate center outcomes after 12 months of followup.

### Findings

During the first two years of operation, the parole center program achieved several objectives:

1. The combined violation rate at 12 months for the seven centers was 28.8 percent, compared with the statewide rate of 38.7 percent, representing a 25.6 percent reduction.
2. The centers all developed counseling, work, school, and recreation programs to meet the needs of both juvenile and adult offenders, first admissions and readmissions to the Youth Authority.
3. The centers received a portion of their intake (about 11 percent) on direct release from the reception center (in lieu of institutional placement).
4. Center services and facilities were extended to non-delinquent children and adults in the impoverished communities in which the centers are located. The inclusion of community people in the center program is viewed as a first step by the Youth Authority toward removing the barriers that exist between ghetto communities and correctional agencies.
5. Most of the overlap between regular parole units and the centers was eliminated, except in those instances in which resources are shared to the mutual benefit of all concerned.
6. The centers established regular liaison with institutions within commuting distance. Some 62 percent of the wards in regionalized institutions were visited by their parole agents at least once prior to their release to parole.

7. Higher proportions of center wards succeeded on parole when agent contacts were made with families, out-of-home placement resources, and employers prior to the ward's release from the institution.

### Recommendations

The following suggestions are elaborated upon in the section entitled, "Recommendations", of this report:

1. Crisis intervention services at all times to the local community in which the center is located;
2. Emergency lodging;
3. Detoxification referral service;
4. A tutorial program in conjunction with community schools for children in the center core area;
5. Vocational training in the centers for older parolees;
6. Supervised recreation and liability insurance coverage for community youths not on parole;
7. A day care program for children of parolees;
8. Institutional liaison, particularly in pre-parole planning, with .5 percent credit to parole for each institution case; and
9. Paraprofessional positions for parolees who would be trained for specific tasks in the Ward Aide program.

## INTRODUCTION

The Community Parole Center Program (CPCP) is a community-based program which provides intensive rehabilitative services for California Youth Authority parolees living in selected urban areas of high delinquency. The program was intended to demonstrate that a single parole unit operating in a small sector of an urban ghetto was more acceptable to the community, more efficient administratively, and more effective in reducing recidivism.

The program began in 1966 with a pilot unit in the Watts area of South Central Los Angeles. In 1969, six other special parole units already operating in high delinquency areas of San Francisco, Oakland, Stockton, and Los Angeles were converted to Community Parole Centers, making a total of seven centers in California.

Although the initial evaluation plan called for the establishment of comparison groups for each of the centers, it was feasible to develop groups for only three of the seven centers. Several bodies of data were accumulated during the research study. These consisted of arrest and parole violation data, descriptions of program developments in the seven parole centers, and information about services provided by center agents to institutionalized wards and their families prior to parole to the center.

The purpose of the current report is to present outcome data, to document the extent to which objectives of the parole center program were met during the first two years of the program, and to make some recommendations for future program planning.

The report is organized in the following manner: A general description of the parole center program and its objectives concludes this first section of the report. The next section outlines the research procedures for the comparative study. The third section examines statistical and narrative information on the parole center and study populations, coordination of institutions and parole services by northern and southern California centers, and parole outcome findings. The fourth section provides a description of the general programs developed in each center. The final section deals with conclusions and recommendations.

#### General Program Description

The basic components of a community parole center include: (a) intensive parole supervision through greatly reduced caseloads, (b) continuity of treatment between institutions and parole through liaison with institutional staff and contacts with institutionalized wards and their families, and (c) increased community involvement through sharing of resources. Located in a high delinquency and urban community, each center serves a small "core" area, ranging from six to ten square miles.

Three of the four Los Angeles centers (Watts, Ujima and Jefferson), the Toliver center in Oakland and the San Francisco center are situated in predominately Black communities. The Stockton center serves a relatively heterogeneous community. The Esperanza center is located in a Mexican-American community in East Los Angeles.

All Youth Authority parolees who reside in the designated area are assigned to the center caseload. The budgeted capacity for a parole center is 125 wards on the street, plus 55 in Youth Authority institutions. During the first two years of operation, center caseloads on the street averaged 132 wards, slightly over the budgeted capacity. Each agent's caseload averaged 25 wards on the street and some seven or eight in institutions.

Each parole center facility has a clerical area, a reception area, offices for agents, group rooms, a classroom and an indoor activity room. Most of the centers also have large paved outdoor activity areas and fully equipped kitchens.

The typical staffing pattern of a parole center includes a unit supervisor (Parole Agent III), an assistant supervisor (Parole Agent II), five male and one female Parole Agents I, a full-time teacher, one full-time (or two half-time) Group Supervisor, and three clerical personnel. Most centers also utilize various paraprofessionals, (e.g., parole aides, work/study students, STEP workers, WIN workers, etc).



Some of the specific components of the parole center program are:

1. Increased use of out-of-home placements.
2. Use of Youth Authority institutions and/or reception center-clinics for temporary detention, for limit setting, or for crisis situations.
3. Intensive individual counseling.
4. Group counseling (both specialized and general).
5. Family counseling.
6. Activity groups, including field trips, athletic events, cultural exposure, etc.
7. Center education program (remedial, G.E.D. assistance, for school credits, etc.).
8. Increased job training and/or employment assistance.
9. Day pass or furlough for wards in institutions to ease the transition back into the community.
10. Periodic case conferences involving the parolee, the agent and the supervisor to develop and redefine appropriate treatment plans and goals for a successful adjustment in the community.

Additional services include transportation to and from the center, a clothing allowance when necessary, medical and dental care, and emergency cash assistance.

Although the foregoing components are common to all centers, the extent to which each is utilized differs for each center, depending upon the needs of its particular population. Component utilization in each center is described in some detail in the Findings section under program developments and institutions-parole services.

#### Objectives of the Community Parole Center Program

A primary administrative objective of the parole center program was to reduce parole costs by eliminating the operation of two parole units in the same geographical area. This was achieved in 1969 when six special experimental parole units, which were designed for juvenile court first commitments to the Youth Authority, were converted to parole centers. The seventh center had been in operation as a pilot project since 1966.

Four program objectives which were evaluated over a two-year period are:

1. To determine the capacity of the Community Parole Center Program to receive up to 20 percent of its intake directly from reception centers.
2. To reduce the violation rate of parole center wards by 15 percent.
3. To integrate classification, planning and treatment so that institutions and parole can effectively communicate and support common efforts.
4. To become an integral part of the community which it serves.

Evaluation of objectives 1, 2, and 3 was effected through collection of quantitative data; the extent to which each center became involved in the community was not evaluated statistically, but is discussed in its program description section.

## RESEARCH PROCEDURES

Because of the parole center design of being the only parole operation in a specified area, a random assignment procedure could not be employed. Instead, a release cohort of parole center wards and comparable wards in regular parole units was developed to test the hypothesis that violation rates of parole center wards could be reduced by 15 percent.

### Criteria for Study Groups

Parolees in the center and regular parole comparison groups had to meet certain criteria on place of residence, type of release to parole, and date of release. Residence of center parolees was limited to the core areas or adjacent buffer zones. Residence of regular parole comparison parolees was restricted to contiguous areas where socioeconomic conditions appeared to be similar, if not identical, to those of the center areas.

The study population consisted of parolees who met the residence requirements and who were released from Youth Authority institutions or clinics on or after July 1, 1969. Wards on parole prior to July 1, 1969, and those who became inter-unit transfers on or after that date were excluded from the study.

The plan was to have a comparison group for each of the seven centers. However, it was impossible to develop comparable groups for the Stockton and San Francisco centers because the buffer zones had to be used to meet

intake requirements of those centers, and no other areas could be found which were comparable to the center target areas in terms of family income and ethnic origin.

Although comparison groups were started for the Jefferson and Esperanza centers, even after two years of intake they were too small to be used in an analysis of parole outcome. Only the Toliver, Watts and Ujima centers had comparison groups of sufficient size for analysis as of March 31, 1971, when the comparative study was terminated. The study had to be concluded at that time because the department implemented an enriched parole program in the regular parole units involved in the study. Not only did the new regular parole program reduce caseloads, but it offered casework services so similar to those of the centers that regular parole units could no longer be used as comparison groups.

### Data Collection

Parole center agents were asked to complete a quarterly parole follow-up questionnaire for all parolees on the center caseloads. Parole performance data and information about ward participation in various aspects of the center program were obtained from the quarterly questionnaires. (See Appendix A.)

In addition, agents in the regular parole units representing the comparison groups were asked to complete a quarterly questionnaire for the comparison parolees. (See Appendix B.)

Within the first month of a ward's release to parole, center agents completed a background data form on subject wards on their caseloads. This one-time form was designed to elicit the agent's perceptions of the ward's problems and cultural background. (See Appendix C.) Center agents provided additional information about the services they had given institutionalized wards and their families. Items pertaining to this were on the reverse side of the background data form. (See Appendix D.) The analysis of the institutional items is presented in the Findings section of the report.

Regular parole agents completed a comparable background data form for comparison parolees; however, the form was limited to the agent's perceptions of the parolee's cultural background and major problems. (See Appendix E.)

To obtain data on program implementation, researchers conducted frequent site observations and periodic interviews with both parole and institutional staff. Moreover, the researchers observed a broad range of center and community activities involving both parolees and staff.

Collection of the various questionnaires was terminated as of June 30, 1971. The arrest and violation data covered in this report is based on a cohort of July 1, 1969, through June 30, 1970, releases to the centers and comparison groups. All wards released during this period had completed 12 months on parole by June 30, 1971, and before the new

enriched parole program could be fully implemented in regular parole units participating in the study. Only the three centers with adequate comparison groups--Toliver, Watts and Ujima--are involved in the comparative analysis of parole outcome. However, violation rates are also given for the other four centers.

#### FINDINGS

This section of the report provides information about center intake, characteristics of the total population of each center, arrest and violation rates of the center and comparison groups, the kinds of parole services that were provided to institutionalized wards by center agents, and a description of program developments in each of the centers.

##### Intake from Institutions and Clinics

One of the parole center goals was "to create a program with the capacity to receive up to 20 percent of its intake directly from reception centers and the remainder from regular institutional programs". Table 1 demonstrates that intake into the centers from institutions over a two-year period consisted of about 11 percent direct releases from clinics (in lieu of institutions) and about 89 percent releases from regular institutional programs. Esperanza, in East Los Angeles, had the highest proportion of direct releases

(about 18 percent), and the San Francisco center had the lowest (about 5 percent).

TABLE 1  
Institutional Releases and Direct Releases  
to Community Parole Centers<sup>1</sup>  
July 1, 1969 through June 30, 1971

Parole Center	Total		Institutions		Direct Release	
	No.	%	No.	%	No.	%
Total	918	100.0	804	88.7	104	11.3
San Francisco	92	100.0	87	94.6	5	5.4
Toliver	155	100.0	143	92.3	12	7.7
Stockton	113	100.0	104	92.0	9	8.0
Esperanza	140	100.0	115	82.2	25	17.8
Jefferson	144	100.0	123	85.4	21	14.6
Ujima	155	100.0	132	85.2	23	14.8
Watts	119	100.0	110	92.4	9	7.6

Although it was expected that as many as one-fifth of the center wards might be in-lieu-of-institutions cases, the county probation subsidy programs, particularly in northern California, substantially reduced the number of potential direct releases. As Table 1 indicates, the three centers in northern California and the Watts center in Los Angeles had considerably fewer direct releases (5-8 percent) than the three former Community Delinquency Control Project (CDCP) units in Los Angeles (15-18 percent). Together, Esperanza, Jefferson and Ujima had about two-thirds of the total direct releases to the program.

<sup>1</sup>Includes only wards released from institutions and clinics during the period. Transfers from other parole units are excluded from the table.

Background Characteristics

A brief description of all wards paroled to the seven centers over a two-year period is presented. Table 2 (which follows) includes all wards in the previous table who were released from institutions and clinics plus those who were transferred to the parole centers from other parole units. As seen in Table 2, the centers show fairly large proportional differences on ethnicity and court of commitment. They vary less on sex and age.

More than 85 percent of the parolees in five of the centers (San Francisco, Toliver, Jefferson, Ujima and Watts) were Negro. About 83 percent of the Esperanza wards were Mexican-American. The ethnic compositions of these centers paralleled that of the general populations in the communities where the centers are located. Stockton, like the community it serves, was the most ethnically heterogeneous of the centers. About 41 percent of the Stockton releases were Negro, 36 percent Caucasian, and 21 percent Mexican-American.

More than half of the wards in each of the centers were committed to the Youth Authority by the juvenile courts. However, juvenile court commitments were running higher in the centers in the north (71-81 percent) than in Los Angeles (55-68 percent).

On June 30, 1971, the median ages of wards in the centers ranged from 18.7 - 20.4 years. The Toliver center had the youngest wards (median age 18.7). The San Francisco and Esperanza centers also had somewhat

TABLE 2

Characteristics of Wards Paroled  
to Community Parole Centers  
July 1, 1969 through June 30, 1971  
(In Percent)

Characteristics	S. Francisco	Toliver	Stockton	Esperanza	Jefferson	Ujima	Watts
Total Intake <sup>1</sup> 7-1-69/6-30-71	100.0 (166)	100.0 (174)	100.0 (191)	100.0 (167)	100.0 (194)	100.0 (197)	100.0 (139)
<u>Ethnic Origin</u>							
Caucasian	6.0	8.6	35.6	12.0	10.3	1.0	-
Mexican-American	1.8	1.1	20.9	83.2	2.6	3.0	5.8
Negro	90.4	89.2	40.9	2.4	85.1	95.4	94.2
Other	1.8	1.1	2.6	2.4	2.0	0.6	-
<u>Court of Commitment</u>							
Juvenile	73.5	81.0	71.2	68.3	55.2	65.5	54.7
Criminal	26.5	19.0	28.8	31.7	44.8	34.5	45.3
<u>Sex</u>							
Male	88.6	92.0	88.5	88.5	84.0	83.8	83.3
Female	11.4	8.0	11.5	11.4	16.0	16.2	16.7
<u>Median Age on June 30, 1971</u>	19.4	18.7	20.4	19.7	20.4	20.1	20.4

<sup>1</sup>Includes transfers into parole centers during the period. Cases on parole to the centers prior to the 1969 conversion are excluded.

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younger populations. The median age of the parolees in the Stockton, Jefferson, Ujima and Watts centers was over 20 years.

#### Comparative Analysis of Parole Outcome

Because the design did not involve a random assignment procedure, the center and comparison study groups of Toliver, Watts and Ujima were examined on personal and social characteristics to see if they were comparable. As revealed in Appendix F, there were relatively small differences between each center and its comparison group. Each center and its comparison group had similar percent distributions on ethnic group, commitment offense, court of commitment, family's economic status, and delinquency orientation of family. Moreover, each pair of comparative groups had approximately the same median age, a variable known to be highly related to recidivism.

Violation rates for a cohort of center and comparison parolees released from clinics/institutions between July 1, 1969, and June 30, 1970, are presented in Table 3. Violators are defined as those wards removed from parole within twelve months because of revocation, recommitment, or discharge from parole suspension status. All of the parolees had at least twelve months of parole exposure, and only those violations which occurred during the first year were counted.

It can be seen from Table 3 that Toliver, with a 30 percent violation rate, and the Watts center, with only 16.4 percent violators, did

considerably better than their respective comparison groups. About 39 percent of the comparison group for the Toliver center and 25.5 percent of the Watts comparison group failed on parole during the first year.

TABLE 3  
Parole Outcome at 12 Months  
for Community Parole Center and Comparison Groups

Parole Outcome	Oakland				Los Angeles							
	Toliver No.	%	Comparison No.	%	Watts No.	%	Comparison No.	%	Ujima No.	%	Comparison No.	%
Total	80	100.0	74	100.0	67	100.0	55	100.0	79	100.0	56	100.0
Non-violators	56	70.0	45	60.8	56	83.6	41	74.5	54	68.4	39	69.6
Violators <sup>a</sup>	24	30.0	29	39.2	11	16.4	14	25.5	25	31.6	17	30.4

<sup>a</sup>Includes recommitments by courts, revocations by Youth Authority Board and discharges from suspended status to other jurisdictions.

We then applied the 15 percent reduction to the violation rates of the comparison groups for Toliver and Watts, (.15 x .392 and .15 x .255), and subtracted those percentages from the actual violation rates of the two comparison groups. Both the Toliver and Watts centers reduced their failure rates by more than 15 percent, the actual relative reduction being 23.5 percent and 35.7 percent, respectively. (The program objective would have been met by Toliver and Watts if their violation rates had been as high as 33.3 and 21.7 percent, respectively.)

The Ujima center, with 31.6 percent violators, did not do quite as well as its comparison group, of which 30.4 percent failed on parole. In

order to meet the parole failure reduction objective, Ujima would have needed to lower its violation rate to 25.8 percent, some 5.8 percentage points below that actually obtained.

Collectively, however, the three centers in the comparative study of recidivism met the 15 percent reduction objective. The combined violation rate for the three comparison groups in the study was 32.4 percent which, when reduced by 15 percent, was 27.5 percent. The actual violation rate of the three centers combined was 26.6 percent, which was .9 percentage points below that needed to meet the objective.

Violation Rates for Centers Not in the Comparative Study

Violation information also is presented for the four centers without comparison groups; that is, San Francisco, Stockton, Esperanza and Jefferson. The same kind of release cohort was used, and only violations that occurred during the first year on parole were counted.

Table 4 indicates that the Stockton center, with 26.1 percent violators, had the lowest, and Jefferson, with 33.8 percent violators, had the highest parole failure rate among the four centers not in the comparative study.

TABLE 4  
Parole Outcome at 12 Months  
For Community Parole Centers  
Not in Comparative Study

Parole Outcome	San Francisco		Stockton		Esperanza		Jefferson	
	No.	%	No.	%	No.	%	No.	%
Total	37	100.0	46	100.0	78	100.0	68	100.0
Non-violators	25	67.6	34	73.9	54	69.2	45	66.2
Violators	12	32.4	12	26.1	24	30.8	23	33.8

The violation rates of these four centers were then compared with the Statewide Average Violation Rate which was based on a 1969 release cohort. Using the Statewide Average, we found the 15 percent reduction objective could be met with a violation rate of 32.9 percent or less. Thus, three of the centers--San Francisco, Stockton and Esperanza--succeeded in reducing their violation rates by more than 15 percent. The Jefferson center would have needed to lower its rate .9 of a percentage point in order to meet the program objective.

To determine whether the total parole center program had met its stated objective of reducing violations by 15 percent, data for the seven centers was combined and compared with the Statewide Violation Rate (38.7 percent). The actual combined center violation rate was 28.8 percent, some 4.1 percentage points below that needed to demonstrate that the center program could achieve a 15 percent reduction in recidivism.

Arrest Data for Center and Comparison Groups

The arrest and disposition records of study wards in the Toliver, Watts and Ujima centers and their counterparts in the regular parole program are summarized in Table 5. The table shows how many in each study group were arrested during the first year on parole, the average time to parole violation, and how many violators were removed from parole on the first arrest. It also includes data on the mean offenses per violator, the nature of violational offenses (e.g., persons or non-persons), and whether the disposition of violators was by Youth Authority or court action.

Inspection of Table 5 points up two related patterns for the three centers in relation to their comparison groups. First, a consistently higher proportion of the center parolees were removed from parole on first arrest. Secondly, a center parolee was less likely to commit more than one offense than a regular parolee; that is, a smaller number of offenses per violator was found for each group of center parolees than for their respective groups of comparison parolees. And, as might be expected, the group which had the highest proportion of parolees removed on first arrest also had the lowest number of offenses per violator.

The Toliver center had the highest proportion of study wards (38 percent) with no arrests. Both the Toliver and Ujima groups did somewhat better than their respective comparison groups in this

TABLE 5  
Summary of Arrest and Disposition Data  
of Community Parole Centers and Comparison Groups  
During First 12 Months on Parole

Arrest and Disposition Records	Oakland				Los Angeles							
	Toliver		Comparison		Watts		Comparison		Ujima		Comparison	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<u>Total<sup>a</sup></u>	79	100.0	74	100.0	63	100.0	52	100.0	75	100.0	56	100.0
No arrests	30	38.0	24	32.4	19	30.2	17	32.7	25	33.3	14	25.0
1-12 arrests	49	62.0	50	67.6	44	69.8	35	67.3	50	66.7	42	75.0
<u>Mean Months to Violation</u>	5.6		5.1		5.1		5.6		5.5		5.2	
<u>Violators Removed from Parole</u>	24	100.0	29	100.0	9 <sup>b</sup>	100.0	14	100.0	23 <sup>b</sup>	100.0	16 <sup>c</sup>	100.0
First arrest	19	79.2	21	72.4	5	55.6	3	21.4	10	43.5	3	18.8
Subsequent arrest	5	20.8	8	27.6	4	44.4	11	78.6	13	56.5	13	81.2
<u>Mean Offenses per Violator</u>	1.58		1.79		1.78		2.36		2.73		2.81	
<u>Offenses Leading to Violation</u>	24	100.0	29	100.0	9 <sup>b</sup>	100.0	14	100.0	23 <sup>b</sup>	100.0	16 <sup>c</sup>	100.0
Persons	8	33.3	15	51.7	7	77.8	10	71.4	12	52.2	7	43.8
Non-persons	16	66.7	14	48.3	2	22.2	4	28.6	11	47.8	9	56.2
<u>Disposition of Violators</u>	24	100.0	29	100.0	9 <sup>b</sup>	100.0	14	100.0	23 <sup>b</sup>	100.0	15 <sup>c</sup>	100.0
Removed by CYA action	6	25.0	17	58.6	6	66.7	8	57.1	11	47.8	9	56.2
Removed by court action	18	75.0	12	41.4	3	33.3	6	42.9	12	52.2	7	43.8

<sup>a</sup>Data missing on one Toliver ward, four Watts wards, three Watts comparison wards and four Ujima wards.

<sup>b</sup>Data missing on two wards.

regard. The average time to violation of parole was about five months, with the Toliver and Ujima groups remaining a little longer on the street than their comparison groups.

Of the study wards who became parole violators (those removed from parole), we see from Table 5 that the Toliver center had the highest proportion removed from parole following the first arrest. Since so many parolees were removed on the first arrest, Toliver also had the lowest mean offenses per violator (1.58). Among the three pairs of groups, the greatest disparity in type of offense between the center and its comparison group was found in Oakland. About 33 percent of the Toliver removals resulted from offenses against persons, compared with 52 percent for its comparison group. The reader should keep in mind, however, that the numbers in the sample are quite small.

Table 5 discloses notable differences with respect to the proportion of violators removed from parole by court action rather than by Youth Authority Board action. Of the six study groups shown, Toliver center reveals, by far, the lowest percentage (25 percent) of violators removed by Youth Authority action. Moreover, this percentage represents less than half the proportion obtained for the Oakland comparison group.

Since Toliver had a much lower proportion of serious offenders than the Oakland comparison group, and had a lower number of offenses per violator, it is not clear why the courts in the Oakland area tended



to remove a much higher proportion of Toliver parolees from the streets on the first arrest.

To summarize the violational and arrest data just presented:

- a) Individually, five of the seven parole centers reduced their violation rates by more than 15 percent when compared with the regular parole program and the Statewide Average Violation Rate of Youth Authority parolees. Only the Ujima and Jefferson centers failed to meet the violation reduction objective.
- b) Collectively, the parole centers did achieve more than a 15 percent reduction in recidivism. Some 28 percent of institutional releases to the centers violated parole the first year.
- c) Watts had the lowest violation rate of any of the centers--16.4 percent--but the highest proportion of violators removed for offenses against persons (77.8 percent).
- d) Of the centers in the comparative study, (e.g., Toliver, Watts and Ujima), Toliver had the highest proportion of wards (38 percent) with no arrests during the first year on parole, the longest average time before violation, the lowest average number of offenses per violator, the lowest proportion of violators with persons offenses, yet Toliver had the highest proportion removed on the first arrest (79.2 percent) and the greatest proportion removed by court action (75 percent).

#### Coordination of Institutions-Parole Services

The findings in this section are based on information provided by center agents on Items 41-55 of the Background Data/Institutions-Parole Services form (Appendix D). Inter-unit transfers and parolees for whom there were no data forms were excluded from the analysis. Consequently, the totals in the tables in this section will not

coincide with any discussed previously.

One of the stated objectives of the parole center program was to provide continuity of treatment for center wards through joint program planning by institutional and center staffs. The original program memorandum specified that center agents would be responsible for an average of 25 wards on the street and some seven or eight in institutions.

From the outset it was apparent that, because of the geographical distances involved, center agents would be able to work only with those wards for whom institutional placement was regionalized, that is, with wards from southern California in southern institutions and wards from northern California in northern institutions. For the total center program, institutional programming was about 75 percent regionalized.<sup>1</sup> Institutional programming was more regionalized for the three northern centers (95 percent) than it was for the four Los Angeles centers (63 percent). The data on services to institutionalized wards pertains only to those for whom institutional programming was regionalized.

Displayed in Table 6 are those services to institutionalized wards which involved joint participation or joint planning by parole and institutions staffs. These services included staffings at the institution, phone contacts with institutional staff, visits with the ward

<sup>1</sup>Northern institutions are Preston, Karl Holton, O. H. Close, Fricot, Los Guilucos, Deuel Vocational Institution, Northern Reception Center-Clinic, Ben Lomond, Washington Ridge, Pine Grove, Mt. Bullion. Southern institutions include Youth Training School, Fred C. Nelles, Ventura, Paso Robles, Southern Reception Center-Clinic, Ventura Reception Center-Clinic, Chino Reception Guidance Center, and California Rehabilitation Center.

in the institution, and day pass or furlough from the institution as a means of facilitating return to the community. The findings in Table 6 are based on a sample of 500 parole center wards for whom institutional programming was regionalized, who were released to centers from institutions over a two-year period, and for whom center agents completed a Background Data form.

For the total center program, center agents participated in at least one institutional staffing for about 43 percent of the wards, communicated by phone with institutional staff on about 65 percent, visited about 62 percent of the wards at least once in the institution. A day pass or furlough was arranged for about 36 percent of the sample of center wards for whom institutional programming was regionalized.

Of the seven centers, Stockton appears to have been the most involved in all aspects of joint institutional programming that were examined in Table 6. Stockton agents participated in at least one institutional staffing for two-thirds of the 83 Stockton releases, communicated by phone with institutional staff on about 95 percent, visited some 84 percent at least once in the institution, and arranged day passes or furloughs for about 60 percent of the sample wards.

The Toliver and San Francisco centers, which were geographically further removed (50-90 miles) from most of the northern institutions than Stockton, were less extensively involved in joint institutional

TABLE 6

Participation of Community Parole Center Staff  
in Regionalized Institutional Programs  
July 1, 1969 through June 30, 1971  
(In Percent)

Type of Joint Participation	Total	Toliver	Stockton	S. Francisco	Esperanza	Jefferson	Ujima	Watts
Total	100.0 (500)	100.0 (110)	100.0 (83)	100.0 (48)	100.0 (76)	100.0 (71)	100.0 (56)	100.0 (56)
Staffings	42.6	29.1	66.3	37.5	55.3	42.2	39.3	25.0
Phone Contacts	65.4	54.6	95.2	79.2	57.9	66.2	51.8	53.6
Visits with Ward	62.0	50.9	84.3	56.3	75.0	60.5	48.2	53.6
Day Pass or Furlough	35.6	35.5	60.2	20.8	31.6	33.8	26.8	28.6

<sup>1</sup>"Regionalized Institutional Programs" refers to the placement of northern California wards in Youth Authority institutions in northern California, and southern California wards in Youth Authority institutions in southern California.

TABLE 7

Institutional Services and Parole Outcome at 12 Months  
of Community Parole Center Wards  
Released between July 1, 1969 and June 30, 1970  
(In Percent)

Institutional Services	Success	Failure
Total <sup>1</sup>	100.0 (263)	100.0 (85)
Visit Ward in Institution	40.3	41.2
Phone Contacts with Institution Staff	50.6	43.5
Participation Staffings	27.8	24.7
Contact with Parents	81.3	75.3
Day Pass or Furlough	23.2	18.8
Contacts with Employers	27.4	14.1
Contacts with Schools	26.6	24.7
Contacts with Out-of-Home Placement Resources	31.9	21.2

<sup>1</sup>Includes only those wards for whom institutional programming was regionalized, and for whom Background Data sheets were available. The violation rate of this sample of 348 wards was slightly lower (24.4 percent) than it was for the total July 1, 1969 - June 30, 1970 release cohort to the center program of 455 wards of whom 28.8 percent were violators.

programming, according to the data in Table 6. The involvement of these two centers was more like that of the Los Angeles centers, which were some 50-75 miles from most of the southern institutions.

Of the Los Angeles centers, Esperanza appears to have been the most involved in institutional programming, at least in terms of participation in institutional staffings and visits with wards in the institution. According to Table 6, the Jefferson center, however, communicated with institutional staff by phone more than the other Los Angeles centers and arranged day passes or furloughs for about 34 percent of its releases in the sample.

Institutional Services and Parole Outcome

Of the 693 wards released to the centers over a two-year period for whom institutional placement was regionalized, Background Data forms were obtained on a total of 500 wards, representing 80 percent returns. Of these, 348 had one year of parole exposure at the time of the analysis. For this sample, the services that center agents provided to institutionalized wards and their families were examined in terms of 12-month parole outcome.

For exploratory purposes, however, an analysis was conducted to determine whether there is a statistically significant relationship between various types of agent contacts concerning institutional cases and outcome on parole.

Examination of Table 7 shows a tendency for wards who receive certain services, relative to those who do not, to succeed on parole the first year. Interestingly enough, visiting the ward in the institution seemed to have made virtually no difference--that is, about 40 percent of both successes and failures had received agent visits while in the institution.

The two kinds of services in Table 7 which show a significant difference in the proportions who succeeded or failed are contacts with employers and contacts with out-of-home placement resources. Since employer contacts tend to be age-related, it was analyzed separately. Even when age was held constant, there was still a similar proportionate difference in outcome relative to contacts with employers.

Somewhat higher proportions of successes compared to failures had agents who contacted institutional staff by phone, participated in institutional staffings, had contacts with parents during the institutional phase, arranged day passes or furloughs and made case contacts with schools. The latter difference, however, was minor--27 percent of the successes compared to 25 percent of the failures involved agent contact with the schools.

Although these findings cannot be said to be conclusive, the data in Table 7 suggests that some benefits to parolees may be derived from joint parole-institutions planning. However, controlled study should

be undertaken to determine if services, such as those provided by center agents during the ward's institutional stay, do have a significant effect on subsequent parole adjustment.

A number of other items on the Background Data form (Appendix C) were examined in relation to characteristics of all wards released from institutions to the centers over a two-year period. Most of the findings appeared to be age effects; that is, related to age, and are not presented in this report.

To summarize the findings on joint parole-institutional programming:

- a) About 95 percent of the wards released to the Toliver, San Francisco and Stockton centers over a two-year period were placed in northern institutions, but only about 63 percent of the releases to the four Los Angeles centers during that time came from institutions in southern California where agents had an opportunity to become involved in institutional programming.
- b) Parole agents participated in one or more case staffings at the institution on a regional basis for 43 percent of a sample of 500 releases; they visited 62 percent of the wards at least once in the institution; they made phone contacts with institution staff on 65 percent of the wards; and they arranged day passes or furloughs for 36 percent of the wards in the sample.
- c) The Stockton center, because of its proximity to several northern institutions and its commitment to joint institutional planning, was the most involved of the centers in all aspects of institutional planning and programming.
- d) Significantly higher proportions of the wards who succeeded than those who failed on parole had received agent contacts with employers and agent contacts with out-of-home placements. Though

not statistically significant, higher proportions of the parole successes had also received agent services prior to release in terms of agent phone contacts with institutions staff, agent participation in institutional staffings, agent contacts with parents, and arrangement for day passes or furloughs.

Participation in the Center Program

This section describes ward participation in other respects of the center program, such as out-of-home placement, school attendance, recreation, etc. The findings pertain to all wards on the caseload and are based on data from the quarterly questionnaires (Appendix A) for the period January 1, 1971, through June 30, 1971. Reporting was better than 95 percent in five of the centers. However, there was less than 75 percent reporting in the Ujima and San Francisco centers. With the exception of these two centers, the sample reported on in Table 8 is considered to be representative of the total caseload in each center.

For each of the centers, the employment and recreation components accounted for the two most frequent kinds of participation. Use of the various program components varied considerably among the centers, depending upon the age and perceived needs of the population. Table 8 shows that Esperanza, which historically has been a foster home placement resource for difficult-to-place Board referrals, had the highest proportion (42.4 percent) in out-of-home placements, with some 20 percent in foster or group homes.

TABLE 8

Participation in Community Parole Center Program  
January 1, 1970 through June 30, 1971  
(In Percent)

Program Components	Total	Toliver	Stockton	S. Francisco	Esperanza	Jefferson	Ujima	Watts
Average Parole Caseload	100.0 (135)	100.0 (138)	100.0 (114)	100.0 (106)	100.0 (137)	100.0 (137)	100.0 (167)	100.0 (144)
Out-of-Home Placement	30.8	20.7	41.6	28.6	42.4	34.1	26.9	21.4
Foster/Group Home Independent	(12.7) (18.1)	( 9.6) (11.1)	(19.4) (22.2)	( 4.7) (23.9)	(20.5) (21.9)	(13.6) (20.5)	(11.4) (15.5)	( 7.2) (14.2)
Employment	44.3	36.8	40.4	43.5	48.6	43.3	56.3	41.1
Non-Center School	12.6	23.9	17.5	11.3	11.9	8.0	9.8	6.3
Center School	12.0	11.6	18.6	19.2	16.0	10.1	9.0	3.6
Recreation	39.2	46.1	48.2	29.3	40.2	32.8	40.6	34.0
Center Activities with Friends/Relatives	24.5	31.1	30.1	11.1	25.5	19.9	32.0	17.9
Group Counseling	13.9	4.3	21.8	8.0	15.7	27.4	7.8	9.9
Temporary Detention	8.4	4.4	11.8	6.8	18.5	8.2	3.5	5.0

Employment involved the highest percentage of wards (56 percent) at Ujima, reflecting the importance attached to this component at that center. Toliver center, which had the youngest population, placed less emphasis upon employment, with 37 percent employed, and more on maintaining wards in schools within the community. About 24 percent of the Toliver wards reported upon attended non-center schools, which is considerably higher than in any other center.

According to Table 8, the Stockton, San Francisco and Esperanza centers had the highest proportion (more than 15 percent) of wards participating in the center school. However, in evaluating this component, it should be noted that implementation of the center academic program has been affected adversely by the older median age of the center population. Later in the report, there is a discussion of ways in which some of the centers have expanded the teaching function, and utilized their teachers as community liaison and resource specialists.

Recreation, both structured and informal, was a vital part of the center program and received much emphasis in both the Stockton and Toliver centers. As seen in Table 8, almost half of the caseload in those centers was involved in the center recreation program. (More will be said about the Stockton and Toliver recreation programs in subsequent narratives for each center.)

During the reporting period, the Ujima and Esperanza centers also had viable recreation programs which will be expanded upon later in the report. It is apparent from Table 8 that the Ujima, Toliver and Stockton centers not only emphasized recreation for parolees, but they also involved families and friends of about one-third of their parolees in center activities.

When the center populations were younger and more wards lived in foster or group homes, group counseling and temporary detention for limit setting were used more extensively. According to Table 8, group counseling was used most by the Jefferson and Stockton centers. Stockton had several Transactional Analysis groups for wards who had been released from O. H. Close, an institution that uses Transactional Analysis in rehabilitating delinquent youth. The Jefferson groups were more topic-oriented and focused on such things as employment, drugs, Black culture, etc. Temporary detention was used most by the Esperanza and Stockton centers, which also had the highest proportions of parolees living in foster and group homes.

#### PROGRAM DESCRIPTION

The remainder of the report deals with program developments not covered previously. Interviews with center staff and site observations by the researchers were the methods used to obtain most of the information.

Because the centers have similarities in both the education and recreation components, each of these two components are discussed collectively for all seven centers. The remainder of this section highlights specific program developments in each of the centers.

#### Education Programs

When the parole centers became operational, a substantial number of wards on the caseloads were of school age and were in need of remedial education. As the center populations have grown older, there has been less emphasis on the tutorial aspect of the education program in most of the centers. The role of the center teacher has changed considerably from that of an instructor to one of a resource and/or liaison person with the public school systems.

In the Esperanza and Jefferson centers, the education programs are conducted in the centers. Additionally, the Esperanza teacher is working with educational opportunities groups and colleges in East Los Angeles in an attempt to obtain scholarships for parolees and other community people. He also is helping older men from the community prepare to take the examination for citizenship. Jefferson's teacher has been involved with the departmental Human Relations Committee and has assisted in the center's employment program for parolees and community young people.

For the most part, the education program of the Ujima and Watts centers is community-based. Since 1970, the Ujima and Watts teachers have been involved in establishing and coordinating a reading laboratory located in a junior high school in South Central Los Angeles. Known as the Youth Authority-Gompers Reading Laboratory, it has about 35 parolees and probationers enrolled, and four of the nine paraprofessionals employed by the reading lab are Youth Authority parolees. The teachers are hopeful that the experience will qualify the paraprofessionals to become teaching aides in the public school system.

In Stockton, the center school program is divided into an academic day program and an evening industrial arts program, and is a critical part of the Stockton center's operation. Upon release from the institution, each ward is involved in a conference with the supervisor, the parole agent and the center teacher to establish program needs and set individual goals.

If the parolee's needs are primarily academic, he is enrolled in either the public school system or the center school day program. Those in the center school are under close surveillance to assure regular attendance. If a ward fails to appear for class, the teacher immediately notifies the parole agent to provide follow-up, thereby maintaining a control on attendance that would be impossible if the ward were in the public school system. As a ward progresses in the center school, he is gradually phased into the public school until he can tolerate the pressures of a public classroom.

The Industrial Arts segment of the Stockton school program was an innovation to accommodate the needs of the older population. Because of the response to the program, it was subsequently expanded to include center wards in O. H. Close and Karl Holton Schools, prior to their release from the institution. The center staff provides transportation to and from the institution for the sessions, thereby allowing wards to become involved in the program before they return to the community.

The advanced course in the Industrial Arts program, small-engine repair, has been highly successful, and students completing the program are honored with a graduation ceremony at the center. With emphasis upon job placement upon completion of the program, an arrangement was made with the Department of Vocational Rehabilitation, whereby the employer is reimbursed half of the youth's initial salary to encourage hiring of Stockton Industrial Arts graduates.

The center school program generally has been one of the more difficult components to maintain effectively in all of the centers because of the lack of control measures to assure attendance. As a means of creating incentive to attend and to achieve, the Toliver center implemented the Behavior Modification treatment modality in the center school, using money as the positive reinforcer. Students are paid for perfect weekly attendance, with deductions imposed for tardiness or absence. Progress checks are made weekly and bi-monthly, at which time students are further recompensed for perfect papers in classroom and home assignments.

Again, the amount of money earned is decreased for each error on the assignments submitted.

The center staff remarked that this technique appears to be an extremely satisfactory method for motivating parolees, not only to attend, but also to achieve in the classroom. This is true even for those who previously had shown little interest in academic endeavors. Staff commented that the number of students attending school has increased, and more involvement and interest in the classroom have been demonstrated since Behavior Modification was instituted at Toliver.

In San Francisco, the decreasing number of school age wards and the loss of one of the two teaching positions have resulted in a change in direction for the center school program. The center teacher now is utilized primarily in a liaison capacity with the local school district, and is available for more direct services to parolees attending public school. When a ward is released from an institution, he is taken to the school district liaison person for determination of the appropriate school placement. He is then taken to the school for a conference with his counselor for placement in a suitable program.

Follow-up is provided by the center teacher on both academic and adjustment problems. If the problems are adjustment-related, action is taken by the assigned agent and the supervisor; if there are academic problems that cannot be resolved in the public school setting, a tutorial program at the center school is developed.



### Recreation Programs

All of the parole centers have an indoor recreation area with a pool table, ping pong table and space for volleyball and/or basketball; some are also equipped with boxing, weightlifting, and gymnastic equipment. Two of the centers, Watts and Toliver, have a large, paved, outdoor basketball court, which is a popular attraction for community youngsters. All of the center recreation facilities are open to parolees and community youths during regular office hours and one or more evenings a week.

All of the centers have received donated food and free or discounted entertainment tickets from various community organizations. Both parolees and youngsters from the community, along with center staff, participate in these activities, which have included events at local theatres, sports arenas, community centers, camping trips to the beaches and mountains, and chartered fishing boat trips. Auto racing at the Riverside and Ontario Raceways has been a favorite activity among older parolees in the southern centers. The Watts center is building a dragster which staff plans to race. Northern centers have taken groups of youngsters to various auto shows and racing events in northern California.

The Ujima, Toliver and Stockton centers have emphasized organized sports, such as volleyball, bowling, basketball and softball. Teams, comprised of center wards, wards on regular parole, and community youth,

were organized to compete in various community leagues.

Center dances have been one of the most successful innovations to promote total community involvement. The Watts center holds a monthly dance under the auspices of the "Gay Nineties Club", a group comprised of community youngsters. The Jefferson and Toliver centers have had live entertainment at several of their monthly dances. Young women from the Esperanza and Watts communities are taken by center staff each month to dances at Nelles, and those from Stockton have attended dances at the O. H. Close and Karl Holton Schools.

Although the recreation programs have been a major attraction for youngsters in the community, some of the centers have recently curtailed the involvement of non-parolees in events which could potentially result in bodily injury (such as sports and overnight camping trips). This policy evolved due to a concern of staff over the department's lack of liability insurance coverage for non-parolees.

### Parole-Institutions Committee in Southern California

In the fall of 1969, a committee was formed with representatives from each of the four Los Angeles centers as well as from each institution in the Greater Los Angeles area. During the first two years of operation, the committee accomplished two things. It set up procedures for identifying center wards in southern institutions, and it developed a staff exchange program. The committee continues to serve a liaison

function and has expanded its membership to include staff from several regular parole units in the Los Angeles basin.

The staff exchange program, which involved the four Los Angeles centers, Youth Training School, Nelles, Southern Reception Center-Clinic, and Ventura School and Clinic, was carried out in 1971. The goals were: (1) to increase institutional staff knowledge of the customs and problems minority wards from different communities bring with them to the institution, and (2) to make center staff aware of the various programs in each institution and the problems encountered in the institutional setting.

The remainder of this section provides a description of specific program developments and directions in each center. As indicated earlier, the centers have adapted and modified their programs to meet the needs of their respective populations and communities, and each is presented individually to show the diversity of the total parole center program.

#### Esperanza

This center is located in East Los Angeles, and serves an area of about 10 square miles in a predominately Mexican-American community. During the past year, ending June 30, 1971, there have been no staff changes at the supervisory level, and only one Parole Agent I vacancy for a short time. The teaching position was vacant for about three months.

Since the 1970 report, both the center field staff and their work in the community have been expanded, and a different casework approach has been partially implemented. Last year, the center began utilizing a team approach with two or three caseloads. With the addition of two Correctional Program Assistant (CPA) positions on July 1, 1971, (a vacated Parole Agent I position was converted), it was possible for the center to fully adopt the team concept. Staff also has been able to specialize in community work, particularly with gangs.

#### Team Casework Approach

Soon, each parole agent, as well as the center teacher and group supervisor, will have at least one co-worker to share his casework responsibilities. Case assignments to a Parole Agent I team are made by the supervisor. Parolees returned to the institution remain with the same team, which continues to work with the family during the institutional period. The team members also visit the parolee and work with institutional staff if the parolee is ordered to one of the nearby institutions.

There is some attempt to match parolees and treators on the basis of I-level theory. Thus, a new release to the center is assigned to the team the supervisor believes to be most capable of working with his particular needs or problems. All center staff participate in case staffings one morning per week. The center no longer has a consulting psychologist.

#### Drug and Employment Groups

Because there are no community programs in East Los Angeles designed specifically for the barbiturate user or the young problem drinker, Esperanza has developed a drug counseling program. Two-agent teams serve as co-therapists of the drug groups which meet for twelve weeks. Parolees who do not abuse drugs for one to three months are rewarded.

One agent also has developed an ongoing employment motivation program for parolees from all center caseloads. The employment groups usually have a guest from an employment agency such as Human Resources Development or a private firm. The purpose of the employment groups is to give parolees an opportunity to meet and talk informally with persons in the employment field, learn how to make applications and to interview for employment.

#### Community Participation

Over the past year, Esperanza staff has been active in the community. There have been many requests for staff members to speak at schools and colleges in East Los Angeles. On a number of occasions, community agencies have requested staff assistance in counseling predelinquents. Several community groups meet regularly at the center. A woman para-professional conducts a weekly sewing class at the center. Most of the participants are women from the community. The Esperanza center continues to share resources and work closely with the Glendale and El Monte regular parole units.

Following the 1970 riots and the Salazar incident, gang activity in East Los Angeles flared up again, this time among rival junior high school gangs. During the past year, three Esperanza parolees were killed, two in gang slayings. Concerned about the increase in violence among young gangs, center agents have gone into the community to talk to young people, and one agent was relieved of some of his cases so that he might work two nights a week in the barrios. His goal in working with gangs was to encourage these young men to form associations and become involved in more constructive civic activities.

Another Esperanza agent is a member of an East Los Angeles theatrical group that portrays the Chicano culture. The group has performed professionally and has been asked to present a skit to staff at the Southern Reception Center-Clinic as part of the in-service training.

#### New Program Direction

After two years as a parole center operation, Esperanza staff believes that the center function should be reassessed. During the past year, the direction of the Esperanza center has been more toward community services. Staff has been working with predelinquents, and feels that in East Los Angeles there is a large potential delinquent population in need of the kinds of direct services available in a center.

Because of their involvement in gang work this year, staff hopes that, if the program is reevaluated, the Esperanza center might become a community service demonstration project with specialist positions, equipment, and funds to meet some of the urgent needs of the East Los Angeles community.

#### Jefferson

There has been a concerted effort by staff in this project to increase both parolee and community participation in the center program. Employment has been the focus of much of the community work that has been done during the past year. Staff has canvassed the center area by phone and in person, recruiting employers and referring or taking parolees and community young people for job interviews.

During the year ending June 30, 1971, there was some parole staff turnover, but no changes at the supervisory level. Several Jefferson staff members have been attending college or graduate school. The center has served as a training unit for institutions personnel, e.g., a Youth Counselor from Nelles, a Youth Counselor from the Marshall Program at the Southern Reception Center-Clinic, and a Senior Youth Counselor from the Youth Training School.

#### Group Counseling Program

Although individual counseling is the primary treatment approach,

Jefferson staff used group counseling as part of the parole program for almost one-third of the center caseload during the first two years of parole center operation. The focus of the Jefferson groups was employment motivation and personal growth. Frequently, employment representatives from private firms such as Pacific Telephone and public agencies like Human Resources Development met with the groups.

The center currently has two group homes under contract, with approximately 16 beds available. The group homes are about the only foster care being utilized by the center. Weekly group meetings are held in each home.

#### Short-Term Institutional Programs

During part of 1971, the Jefferson staff worked with two short-term institutional programs--Marshall at the Southern Reception Center-Clinic and the KITE program at Nelles. Parolees who were not making it in the center program were being returned to the institution for 60-90 days. While center wards were in these institutions, Jefferson staff visited them regularly and participated in the institutional staffings.

The center stopped using the Marshall Program in April 1971. Staff also has encountered problems in participating in the decision-making process in the KITE program because of the Behavior Modification design, and they may discontinue using that program also.

Jefferson's participation in these two short-term institutional programs during 1970 and the first part of 1971 may have contributed to its somewhat higher revocation rate. Of the Los Angeles centers, Jefferson was the only one that revoked any of the parolees in the comparative analysis for technical violations.

#### Community Participation

The Jefferson center was redecorated in the spring of 1971 and an arts-crafts room converted to a fully equipped kitchen. On June 25, 1971, an open house was held which was well attended by community people, as well as by staff from Youth Authority, probation, and other agencies.

During the past year, some 20 neighborhood youngsters, ages 8-16, have become involved in center activities. Jefferson purchased gymnastic equipment which has been popular with this younger age group who frequent the center during the lunch hour and after school. The center has been serving hot lunches five days a week to parolees and community youngsters. The food program is federally-funded and was extended to the center through the Department of Education.

All of the Jefferson staff members have been working to recruit employment for parolees. Last year, over 40 Jefferson parolees and community young people were placed through agencies such as the Urban League, Green Power, Mid-Cities Occupational Center, Watts Labor

Community Action Committee and the Human Resources Development office in the center area.

Since 1968, the Jefferson center has been a placement resource for the WIN program. Two of the men placed at the center through WIN have become group supervisors. A third WIN worker, a woman, has been with the center since March 1970, and is working toward completion of her college education.

#### Program Direction

Although the Jefferson center is spacious and well equipped, it is not ideally located to serve the bulk of its parole population. Nevertheless, staff has developed counseling and activity programs to meet the needs of an older population that lives some distance from the center. Involvement in some of the organized activities, such as group counseling, has led to greater incidental use of the center recreation facilities by parolees. Over the past year, there has been a substantial increase in participation in center activities by neighborhood youngsters.

#### Ujima

Located in South Central Los Angeles, the Ujima center serves a densely populated area of about six square miles, in a predominately Black, economically deprived community. The center has functioned in this

locality as a Youth Authority special parole program since April 1964 when it was opened as a pilot Community Delinquency Control Project, called CDCP-Watts. At the time of the conversion to a parole center in 1969, the project was renamed Willowbrook. In 1970, the name was changed again to Ujima.

Historically, staff turnover in this project has been quite low in comparison to that of other Youth Authority special parole programs. In 1970, there were no parole staff changes, and in 1971, there has been only one. In March 1971, the assistant supervisor left to become regional training officer. She was replaced in about two months by another woman Parole Agent II.

#### Parole Program

For the past two years, the parole caseload in this center has been high. In the spring of 1971, the average caseload per agent was 35 on the street and about 10 in institutions, at which time it was decided to close intake. Intake will be reopened when the unit combined caseload is down to about 140 on the street.

Individual counseling is the main treatment approach utilized in Ujima. Currently, there is no ongoing group counseling program. The unit has one eight-bed group home under contract, which is used for the more immature parolees who need a family environment. Groups are conducted intermittently in the group home when problems arise. The

center staffs cases, but the total staff does not always participate. After July 1, 1971, the center will be without a psychiatric consultant.

#### Employment Program

Because of the older age of the parole population, much of Ujima's emphasis has been on employment. All of the center staff have evaluated the employability of their cases in terms of academic functioning, motivation and the amount of preparation and support needed. Staff members have been recruiting jobs independently through various community agencies and private employers, and they work closely with employers after parolees have been placed on the job.

#### Community Participation

On a daily basis, some 35-50 youngsters from the immediate neighborhood participate in the center activities. Ujima staff has expended considerable time and effort to develop a program for these young people, whose age range is 12-19 years. According to staff, the daily presence of some 50 neighborhood youngsters at the center would seem to demonstrate the need for some kind of community youth center in the 103rd Street area.

One agent has been working closely for the past two years with community drug programs such as House of Uhuru and Central City Bricks. A number of Ujima parolees with serious narcotics involvement have been referred to these programs for individual and group therapy, as well as detoxification.

In 1970-71, six young people from South Central Los Angeles who were interested in the justice system were placed in the center under the auspices of the Community Justice Center (CJC) on a one-year internship in correctional work. The trainees work three days a week at the center and are paid out of CJC funds. Each trainee is assigned to work with a parole agent. The training program was coordinated by the assistant supervisor until she left in March 1971, after which a parole agent took over supervision of the CJC interns. The program will terminate in August 1971.

During the summer, the Ujima center began providing hot lunches daily for parolees and community youngsters. The lunch program is federally-funded. Food is prepared at a neighborhood church and transported to the center by agents. Adults from the community help serve the 50 or more youngsters who participate daily in the lunch program.

#### New Program Direction

As Ujima's parole population has grown older, individual development rather than group activities has been stressed. Over the past two years, employment has become the most viable part of the parole program. Only the younger or more immature parolees are involved in group activities.

The center recreation facilities, for the most part, have been taken over by community youngsters who are pre-teen and young teenagers.

Several Ujima staff members have been working intensively with these youngsters. Some of the young people who were school dropouts have returned to public schools, and others have gotten jobs through the center.

Ujima staff believes that as a community youth center, Ujima can provide a valuable service of delinquency prevention to the community. However, the extent to which the department would support the center or further enrich the program for community youngsters has not been explored to date. Ujima staff is working on a proposal for a community youth center that would considerably expand the educational services and the recreational and cultural enrichment programs.

#### Watts

This center opened as the first Community Parole Center Program in November 1966. The Watts center is located at 92nd and Central and serves a densely populated lower income Black community. The center area is about six square miles.

The center is located in a neighborhood that consists primarily of single family dwellings. Initially, residents of the area objected to having a parole center that would bring some 150 delinquent youths into their neighborhood. They also objected to the appearance of the building and its grounds. Finally, after several written protests from

concerned citizens, the owner planted some shrubs in front of the building. The Watts staff plans to paint the interior and exterior of the building this summer, which, hopefully, will improve its appearance.

#### Center Employment Programs for Parolees

From the outset, this center has had an older population than most Youth Authority special parole programs. Consequently, considerable emphasis has been placed on individual development. Employment of parolees in the unit operation has been one facet of this. Since 1967, the Watts center has had one or more NYC slots in which parolees have worked. Currently, two parolees are working at the center under the NYC program.

The center also has had one Work/Study Student position since January 1971. An ex-parolee of the center is employed in that position. He is 21 years old and a sophomore at California State College. The center is working on a proposal for ten additional Work/Study Student positions and would place parolees in about half the positions, if the proposal is funded.

#### Emphasis on Case Staffing Process

When the unit supervisor was asked what he considered to be the most viable aspect of the total center program, he indicated that it was the staffing process. Although intensive individual counseling is

the preferred treatment method, and agents frequently meet parolees away from the center, they work collectively in regular weekly case staffings. All dispositional cases are staffed with the total center staff.

Until the freeze on consultant funds last fiscal year, a consulting psychologist worked with the unit on staff development. The Watts staff plans to contract with a private firm called "People-Oriented Systems" for six sessions in community organization.

When asked about the center's low violation rate, which cannot be explained on the basis of ward characteristics or arrest data, the supervisor attributed it to the staffing process where group decisions are binding on individual agents, and also to staff's use of community alternatives in preference to institutionalization. Perhaps a permissive management style is basic to the kind of staffing process developed in the Watts center.

#### Community Participation

The Watts center is situated in a neighborhood where there are many children, but very few recreational facilities. The center is used regularly by some 50 community youngsters who range in age from 6-18 years. The Watts staff is organizing a club for teenagers. Each year, the Watts center has a Christmas party for parolees and community youngsters. In 1970, toys were donated for about 500 children.



Recently, the female staff at Watts initiated a sex education program for teenage girls from the community. The secretaries, particularly, were being asked many basic questions about sex, so they contacted the local health department for assistance in setting up an information program.

The sex education class meets every other week in the late afternoon. There are about eight girls from the community, ages 12 to 17, who participate regularly. Films and literature from pharmaceutical companies are being used in conjunction with speakers from various health organizations. All of the girls in the class are using birth control pills. Staff hopes that eventually the sex education program will evolve into a parent-teenager discussion group.

Two home economists from ENEP (Expanded Nutrition Education Program) continue to use the center facilities to conduct weekly cooking classes for women and young girls from the community. One class meets on Monday afternoon and the other on Saturday morning. There are about 10 in each class.

One Watts agent has a reduced caseload and serves as a community specialist. During the past year, he has been involved with ASCO (Associated Society of Community Organizations), an adult-oriented resource-sharing group, and the District Attorney's Youth Advisory Board, a teenage group.

#### New Program Direction

Over the past year, the Watts center has made a concerted effort to develop career opportunities within the center for parolees and young adults from the community. The staff is proposing that 10 additional Work/Study students be added to the staff next year.

As part of its delinquency prevention program, the Watts staff is organizing a club of community teenagers who, hopefully, will engage in legitimate fund-raising projects to support their own entertainment needs. The women on the staff have undertaken a sex-education birth-control program for younger community girls.

#### Stockton

The Stockton center continues to operate in the physical facility that was utilized during its inclusion in the Community Treatment Project. The facility is located on the fringes of its "core" area, which encompasses central and western Stockton and the entire south area of the city. Except for a few "pocket" areas, the community represents relatively stabilized lower to middle class families of proportionate ethnic composition.

Since conversion to a parole center operation, the caseload composition has changed drastically, from a young juvenile court population to an older, more sophisticated caseload. There have been many program

modifications in the Stockton center to provide a program geared toward the changing population. Although some have been tried and discarded for various reasons, certain program elements appear to be appropriate for the present population and will be discussed briefly as the general program direction for the Stockton center.

#### Employment and School Programs

Between January 1970 and June 1971, the Stockton area experienced one of the highest unemployment rates in the state. As a means of lessening the impact of high unemployment on wards, the center staff focused on two major areas: (1) local businessmen were recruited to provide employment and/or training resources, and (2) the center school program was expanded to include an evening industrial arts program whereby parolees might learn skills which would be useful in seeking and maintaining employment.

Recruitment of employment resources has proven to be a worthwhile investment of staff time. Some local independent contractors use center wards on an "on-call" basis when in need of immediate and temporary help in the building and construction trades. This has afforded the wards an opportunity to learn the trades and to earn significant amounts of money when full time employment was not available. The industrial arts program is a good example of the types of program changes which have been made to accommodate the needs of the older population. Parolees selected for the small engine repair

phase of the program have produced a partially self-sustaining operation by recruiting business from the local community. It has provided them with an on-the-job training experience, and has increased the community's awareness of the parole center operation.

#### Transactional Analysis Groups

Many of the Stockton youths were institutionalized at the O. H. Close School, where Transactional Analysis is the primary treatment tool. Therefore, it seemed imperative to center staff to provide a continuum of treatment by extending that modality into their community program. Transactional Analysis groups were started in June 1970 and during the study period some 25-30 percent of the total caseload were participating in one of the five weekly groups.

#### Intensive Treatment and Survival Program

A number of center activities, which were designed primarily for a younger population, have stimulated little interest among the older, more sophisticated youths on the center caseloads. In an attempt to design a program with more appeal to older parolees, the Stockton center developed the Intensive Treatment and Survival Program. It was modeled after the national Outward Bound program, but went beyond that model in that Transactional Analysis treatment methods and strategies were incorporated into the whole of the survival experience.

Briefly, the Stockton program thus far has involved six groups of about eight parolees and two co-leaders in each group. The eight parolees and two staff members spend about 28 days in rugged wilderness areas of the state. Advanced instruction is given in mountaineering, rock climbing techniques, ecology, search and rescue missions, swimming and life-saving techniques. Included is a three-day "solo" experience, in which each member must remain alone in a remote area, with a minimal amount of survival supplies and equipment. The experience is directed toward testing the individual's accumulated knowledge during the trip, and toward providing solitude for extended introspection. The three-day solo is culminated with an eight-hour marathon to recount experiences. Upon completion of the survival experience, the group returns to the center's group home, where a 60-day residency is mandatory. The pilot program did not include the group home experience, and it was found that some of the parolees had difficulty in making the transition from an "exhilarating high" in the wilderness to the realities of their homes and communities. Thus, the group home program has been directed toward gradual readjustment to the community, and is specifically focused upon moving the residents toward total independence.

#### Toliver

The Toliver center continues to operate in the North Oakland and West Oakland areas in the facility which it has occupied since June 1970.

The two areas served by the center are predominately Black communities, each with its own distinct community identification. North Oakland is primarily commercial-residential, consisting of lower class, single-family dwellings and small business establishments. Some deterioration in the area is evident but, in the main, most homes appear neat and generally well maintained. By contrast, West Oakland is an extremely depressed, treeless, lawnless, industrial-residential area composed of multiple-family dwellings in various stages of disrepair.

In its new facility, the Toliver center gained immediate acceptance in the community because of its activity-oriented recreation program which was viewed by the community as an additional resource for youngsters of all ages. Consequently, the major program direction for this center has been the development of a "community service" and delinquency prevention philosophy, which emphasized integration of the center and its program elements with the community and its resources.

#### Use of Paraprofessionals

In line with the center's focus on integration with the community and its resources, a more extensive use of paraprofessionals was found in Toliver than in the other centers. At one time, a total of 40 STEP workers were employed in various capacities in the center program. They served as tutors, community workers, recreation aides, arts and crafts assistants, maintenance workers, and clerical assistants. All

paraprofessionals have been recruited from the local community to take advantage of their knowledge of the local problems and resources, and to facilitate communication and cooperation with wards, their families, and other civic and indigenous groups.

Although problems have been encountered in providing adequate training, supervision and support services, such as transportation and office space, paraprofessionals are considered by the Toliver staff to be an asset to the program. In addition to their community liaison functions, they have been instrumental in organizing a viable recreational and activity program at the center. Perhaps the most successful activity is the "Teen Dance", which attracts some 200-300 parolees and community youngsters each month. Additionally, the paraprofessionals are primarily responsible for the annual Christmas party which is held for community youngsters; the party provides food, entertainment and gifts for all in attendance.

#### Coordinated Programs at the Center

Because of the Toliver center's focus on total community involvement, the facility has been used extensively by local civic and indigenous groups for meetings and coordinated programs for parolees and community youngsters. In order to publicize the scheduled activities, a monthly calendar is posted at the center, outlining the activity and the time of day it is scheduled. Activities generally start with the 9:00 a.m. school session, and continues until 9:00 p.m. or later, and include

arts and crafts, group meetings, an Urban Studies program, planned parenthood meetings, organized team sports practice, dances, and movies once or twice monthly. Consequently, the center has been filled with activity throughout the day.

#### Comprehensive Youth Development and Delinquency Prevention Project

A considerable amount of staff time was invested during 1971 in developing a proposal which has far-reaching implications for future program planning in the area of delinquency prevention. Phase I of the multi-phase program converts the Toliver center to an expanded community operation, and subsequent phases will establish other centers in strategically located areas of the state. The program has been funded and will be called the Comprehensive Youth Development and Delinquency Prevention Project. Phase I is scheduled to begin in late 1972.

The new program will provide expanded services to parolees and, in addition, the services will be extended to any child or youth residing in the service area. Counseling, tutoring, educational, pre-vocational and recreational programming will be expanded. New services, such as health screening and temporary shelter care, will be added. More important, however, will be the addition of a crisis intervention service which makes it possible for the first time to provide emergency intervention and counseling services 24 hours a day, seven

days a week.

This program will involve a collaborative effort with community residents, civic groups, indigenous groups and other social service agencies in the Oakland area. Other more detailed aspects of the project will not be discussed here, but the program appears to have the potential for becoming one of the most innovative and fruitful experiments in the correctional field.

#### San Francisco

During the period covered by this report, the San Francisco center was still operating in its old facility in the outer Mission District, several miles distant from the center core area. Multiple delays were encountered in locating an adequate facility within the center's geographical area, and it was not until October 4, 1971, that staff finally moved to the permanent center facility.

The new center is a three-story structure located in a predominately Black residential and commercial area. The recreation/activity room and an office for the group supervisor are located in the basement. The reception/clerical area and offices for agents are on the first floor. The upstairs has an arts and crafts room, a classroom, a kitchen, and an office for the Department of Vocational Rehabilitation Specialist.

The geographical area covered by the center encompasses the Fillmore District, a predominately Black, highly delinquent community of economically deprived families living in old, dilapidated homes, many of which are multiple-family dwellings. It is a highly transient area, particularly in recent months when major redevelopment projects have forced residents to relocate, at least temporarily.

During the first two years of operation, the San Francisco center underwent some rather stressful internal staff conflicts, which were compounded by excessive delays in moving to the new facility. The conflicting philosophies of some staff members and lack of an adequate center facility in which to develop group-oriented programs, led to an intensive, individualized approach in working with parolees.

#### Youth for Service Program

The San Francisco center staff believed that a close interpersonal relationship on an adult level was one means of reducing the suspicions and distrust delinquents have of authority figures. Within this framework, a proposal was developed in collaboration with Youth for Service, a local community organization, to obtain federal funding for a program utilizing a "streetworker" approach in dealing with delinquent youngsters.

The program is operational and provides that Youth for Service hire local community people to work intensively with about ten parolees and about ten probationers at a ratio of five or six to one. The streetworker

is responsible for actual case supervision and necessary support services, and is expected to maintain day-to-day contacts and be available at any time for consultation.

The major objective of the program is to see whether community individuals, who do not have the stigma of an authority figure, can have more impact on delinquents than those working under the auspices of a bureaucratic agency. It was some time after the start of the Youth for Service program that staff moved into its new facility. At that time, the supervisor left the center and was replaced by the former supervisor of another special parole program. The new supervisor immediately made several modifications in general program direction.

#### Behavior Modification Program

The major change was the center's participation in a large-scale federally-funded program which tests the applicability of Behavior Modification techniques in a community parole setting. There are several county probation units and other Youth Authority parole units participating in the study, which involves extensive training in the principles of the theory, as well as a feasibility study of its application in a community-based operation. The program is scheduled to continue for some two or three years.

#### CONCLUSIONS AND RECOMMENDATIONS

On the basis of two years of experience, the study determined that the parole centers accomplished several of the stated program objectives:

1. The revocation rate was reduced by at least 15 percent in five of the seven Community Parole Centers. This would indicate that the parole center concept does provide a viable model for parole operations.
2. The centers developed counseling, work, school and recreation programs to meet the needs of both juvenile and adult offenders, first admissions and readmissions to the Youth Authority.
3. The centers received a portion of their intake (about 11 percent) on direct release from the reception centers.
4. Center services and facilities were extended to non-delinquent youth and adults in the communities in which the centers are located. The inclusion of community residents in the center program is viewed as a first step by the Youth Authority toward removing the barriers that exist between impoverished communities and correctional agencies.
5. Most of the overlap between regular parole units and the centers was eliminated, except in those instances in which resources are shared to the mutual benefit of all concerned.
6. The centers established regular liaison with institutions within commuting distance.

7. Higher proportions of center wards who succeeded, compared to those who failed, had agents who made contacts with families, contacts with out-of-home placement resources, and contacts with employers prior to the ward's release from the institution.

#### Recommendations

Based upon the experience of parole center and research staff, a number of recommendations are being made which may have implications for future program planning.

1. Since the parole center program was designed for a younger population than is currently on parole, further modification is needed to make the center program more relevant for older wards.
2. The parole center operation should be expanded to provide crisis intervention services 24 hours a day, 7 days a week to all youths in the communities in which the centers are located.

In this way, some of the crises that occur at night and on weekends might be alleviated or prevented.

3. The parole center facilities should include several beds for emergency lodging or for detoxification.  
  
Each year several parole center wards die of drug overdoses, which might be averted if the centers had night and weekend telephone coverage and medically supervised detoxification resources readily available.
4. The center education program should be expanded to include vocational training programs for older youth (such as the small engine repair

program of the Stockton center), since most existing local programs have not provided adequate services for Youth Authority wards.

This would mean that additional funds would need to be allocated to hire a vocational instructor in each center, to provide a work room either in the center or elsewhere in the community, and to purchase the necessary tools and equipment to carry out a particular training program.

Before designing a vocational program, however, center staff might talk with local businessmen to determine marketable skills in that particular community. Also, the centers might contract with businesses to hire graduates of the program and to give employers some initial salary offset.

The availability of federal funding for such a project to train and hire the hard-core unemployable should be investigated by the department.

5. The centers should work more closely with public schools and extend tutorial services to elementary and junior high school age children who are experiencing difficulties in the public schools.

The center teacher would serve as liaison with the public schools, set up a referral procedure with schools in the community, and develop a program at the center to meet the individual needs of each child referred.

The department should investigate the possibility of obtaining federal funds for an experimental program in delinquency prevention to be carried out jointly with the Department of Education.

6. The center recreation program should be extended to community youth of all ages, with adequate liability insurance coverage for non-parolees.

Funds would need to be allocated to hire at least one additional recreation staff in each center, (e.g., a parolee, paraprofessional or work/study student) to work evenings and weekends; to provide liability insurance coverage for non-parolees; to purchase additional equipment in those centers with limited recreational facilities; and to maintain and replace such equipment.

7. The center program should be expanded to include "day care facilities" or a nursery school for small children of parolees. This would give parolees who cannot afford a reliable babysitter an opportunity to seek and maintain employment, or further their education.

Additional funds would be needed for a paraprofessional to head the day care program, plus one or more parolees to assist, depending upon the number of children enrolled in the program.

The benefits from a day care program would be threefold: (1) more parolees would be encouraged to become financially independent and get off welfare; (2) their children would receive adequate care and supervision; and (3) the day care program would provide job opportunities for parolees to assist with the children.

8. Preliminary findings indicate that joint institutions-parole planning may be beneficial to wards, their families, and parole and institutions staff.

To facilitate this joint effort at providing a continuum of treatment, procedures need to be established whereby:

- a. Institutional dorms might be regionalized, that is, all wards from a given parole unit would be placed in the same dorm, as has been done at O. H. Close School;

- b. Parole agents would be notified of institutional staffing dates far enough in advance so that they might participate;
  - c. Parole agents would plan their visits with wards in the institution so as not to interfere with ward's institutional program;
  - d. Parole agents would become involved in pre-parole planning at least 60 days prior to the ward's release from the institution;
  - e. The parole unit would receive .5 credit for each case being seen in the institution during the pre-placement planning period.
9. Some paraprofessional positions in parole units should be allocated to parolees, and the Ward Aide Program should be used to train parolees for specific job assignments during a routine institutional stay.

The reception centers would be informed of the positions available in each unit, and wards would be selected for potential positions in their respective units. The Ward Aide training for each parolee would then be geared to the development of skills necessary to perform a specific task in the parole unit. Day passes and work furloughs would be utilized to familiarize the Ward Aide trainees with the unit staff, their specific job assignment upon release, and other parolees on the caseload.

This plan would provide units with a trained, knowledgeable paraprofessional staff member, and the parolee with immediate employment upon his return to the community. At the same time, it would strengthen the Ward Aide Program, which all too frequently motivates and trains parolees for jobs that are non-existent.



## QUARTERLY QUESTIONNAIRE FOR WARDS IN THE COMMUNITY PAROLE CENTER PROGRAM

(Information pertains to the three month period ending on date shown on label)

(Cols. 1-31)

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10. Programs containing an evaluation component designed to measure "effectiveness" should be allowed to operate without contamination for a sufficient period of time to meet that objective.

11. The evaluation should be built into the program, not "tacked on" after it is implemented; and, whenever possible, program proposals should be developed far enough in advance so that evaluation instruments can be developed, tested and finalized before implementation.

Thus, the evaluation would be an essential part of the program, and the accumulation of data would be an ongoing, rather than a retroactive, process.

CIRCLE ONE CHOICE ONLY FOR EACH ITEM

(32) Type of entry into this unit: 0 In unit at conversion 1 Direct release, first commitment 2 Direct release from revoke 3 Short term institutional program 4 Regular institutional program 5 Transfer from other parole unit 6 O. S. Courtesy case	(39-40) <u>    </u> <u>    </u> Total number of recorded contacts with ward during period. (Enter 2 digit number)
(33) Major placement during period: 1 Parents or relatives 2 Foster or group home 3 Independent 4 In custody entire period 5 Whereabouts unknown entire period 6 Other	(41) Ward's parole adjustment during period: 0 Whereabouts unknown or in custody 1 Good 2 Fair to good 3 Fair to poor 4 Poor
(34) Was there a change in ward's placement during the period? 0 Missing or in custody entire period 1 Yes                      2 No	(42) Extent of drug use during period: 0 Missing or in custody entire period 1 No known use 2 Occasional use 3 Frequent use, does not impair functioning 4 Frequent use, interferes with functioning
(35) Employment during period: 0 Missing or in custody entire period 1 Employment not prescribed 2 Job not available for ward's skills 3 Seldom or never employed 4 Intermittently employed 5 Steadily employed 6 Homemaker	(43) Involvement in center school program during period: 0 Missing or in custody entire period 1 Center school not prescribed 2 Not involved in center school 3 Some involvement in center school program
(36) Non-center school attendance during period: 0 Missing or in custody entire period 1 School not prescribed 2 School would not admit ward 3 School admitted, but ward did not attend during most of period 4 School admitted, and ward attended most of period	(44) Attendance at group counseling meeting: 0 Whereabouts unknown or in custody 1 Not required or expected to attend 2 Seldom or never attended 3 Attended occasionally 4 Attended regularly
(37) Family's attitude to ward's achieving parole objectives: 0 Not applicable or unknown 1 Actively support 2 Passively support 3 Passively resist 4 Overtly resist	(45) Was ward placed in temporary detention by agent during period? 0 Missing or in custody (new offense) during entire period 1 Detained by agent one or more times during period 2 Not detained by agent during period
(38) Agent's involvement with parent(s) or foster parent(s): 0 Not applicable 1 Little or no involvement 2 Occasional visits 3 Frequent visits 4 Visits <u>and</u> parents' groups	(46) Participation in center recreational program: 0 Missing or in custody entire period 1 Center program not appropriate 2 Seldom or never 3 Occasionally 4 Frequently 5 Constantly present at center
	(47) Friends' or relatives' involvement in center activities: 0 Not applicable or unknown 1 Seldom or never brings others to the center 2 Occasionally brings others to the center 3 Frequently brings others to the center

APPENDIX B

QUARTERLY QUESTIONNAIRE FOR COMPARISON WARDS FOR THE COMMUNITY PAROLE CENTER PROGRAM

(Cols. 1-31)

(Information pertains to the three month period ending on date shown on label)

CIRCLE ONE CHOICE ONLY FOR EACH ITEM

(32) Type of entry into this unit:

- 0 In unit at conversion
- 1 Direct release, first commitment
- 2 Direct release from revoke
- 3 Short term institutional program
- 4 Regular institutional program
- 5 Transfer from other parole unit
- 6 O. S. Courtesy case

(37) Family's attitude to ward's achieving parole objectives:

- 0 Not applicable or unknown
- 1 Actively support
- 2 Passively support
- 3 Passively resist
- 4 Overtly resist

(33) Major placement during period:

- 1 Parents or relatives
- 2 Foster or group home
- 3 Independent
- 4 In custody entire period
- 5 Whereabouts unknown entire period
- 6 Other

(38) Agent's involvement with parent(s) or foster parent(s):

- 0 Not applicable
- 1 Little or no involvement
- 2 Occasional visits
- 3 Frequent visits
- 4 Visits and parents' groups

(34) Was there a change in ward's placement during the period?

- 0 Missing or in custody entire period
- 1 Yes
- 2 No

(39-40) Total number of recorded contacts with ward during period. (Enter 2 digit number)

(35) Employment during period:

- 0 Missing or in custody entire period
- 1 Employment not prescribed
- 2 Job not available for ward's skills
- 3 Seldom or never employed
- 4 Intermittently employed
- 5 Steadily employed
- 6 Homemaker

(41) Ward's parole adjustment during period:

- 0 Whereabouts unknown or in custody
- 1 Good
- 2 Fair to good
- 3 Fair to poor
- 4 Poor

(36) School attendance during period:

- 0 Missing or in custody entire period
- 1 School not prescribed
- 2 School would not admit ward
- 3 School admitted, but ward did not attend during most of period
- 4 School admitted, and ward attended most of period

(42) Extent of drug use during period:

- 0 Missing or in custody entire period
- 1 No known use
- 2 Occasional use
- 3 Frequent use, does not impair functioning
- 4 Frequent use, interferes with functioning

APPENDIX C

BACKGROUND DATA SHEET FOR COMMUNITY PAROLE CENTER WARDS

(Cols. 1-31)

(Circle one choice only for Items 32-55)

(32-33) Ward's present I-Level:

- |                 |             |                          |            |
|-----------------|-------------|--------------------------|------------|
| 10 No diagnosis | 30 I3 - Cfm | 40 I4 - Undifferentiated | 43 I4 - Ci |
| 20 I2 - Aa      | 31 I3 - Cfc | 41 I4 - Na               | 44 I4 - Se |
| 21 I2 - Ap      | 32 I3 - Mp  | 42 I4 - Nx               | 40 I5      |
|                 |             |                          | 60 Other   |

(34) Family's economic status:

- 0 Not applicable or unknown
- 1 Lower income, entirely dependent on public agencies
- 2 Lower income, partially dependent on public agencies
- 3 Lower income, working steadily
- 4 Middle income (skilled laborers, clerical, semi-professional)
- 5 Middle income or above (technical, professional, managerial, proprietary)

(35) Agent's perception of delinquency orientation of family:

- 0 Not applicable or unknown
- 1 Delinquent-oriented
- 2 Not delinquent-oriented
- 3 Marginal

(36) Agent's perception of ward's cultural identification:

- 0 Not applicable or unknown or other (specify) \_\_\_\_\_
- |                              |                              |                              |
|------------------------------|------------------------------|------------------------------|
| <u>European-American</u>     | <u>Mexican-American</u>      | <u>Negro</u>                 |
| 1 With own culture           | 4 With own culture           | 7 With own culture           |
| 2 With other cultural group  | 5 With other cultural group  | 8 With other cultural group  |
| 3 No cultural identification | 6 No cultural identification | 9 No cultural identification |

(37) Type of relationship agent believes will be indicated in working with ward:

- |                 |  |
|-----------------|--|
| 0 Unknown       | 4 Contractual-Introspective              |
| 1 Contractual   | 5 Contractual-Interventive               |
| 2 Introspective | 6 Introspective-Interventive             |
| 3 Interventive  | 7 Contractual-Introspective-Interventive |

(38-39) Ward's institutional program:

- |                   |                  |                 |                         |
|-------------------|------------------|-----------------|-------------------------|
| 02 NRCC           | 11 Fricot        | 21 Ben Lomond   | 41 DVI                  |
| 05 DVI-GC         | 13 Paso Robles   | 22 Mt. Bullion  | 42 Soledad, San Quentin |
| 06 SRCC           | 14 Preston       | 23 Pine Grove   | 43 CMF                  |
| 07 SRCC-Marshall  | 15 YTS           | 24 Wash. Ridge  | 45 CI7                  |
| 08 VRCC           | 16 O. H. Close   | 31 Los Guilucos | 47 CRC                  |
| 10 KITE-Nelles    | 17 Karl Holton   | 32 Ventura      | 51 County Jail          |
| 12 Nelles-Regular | 18 DeWitt Nelson | 33 VITP         | 52 DMH                  |

(40) Reason ward referred to CPC:

- 1 Resides in core area
- 2 Residence of family outside core area, placement problem
- 3 Other (explain) \_\_\_\_\_

APPENDIX D

INSTITUTIONS-PAROLE SERVICES  
FOR COMMUNITY PAROLE CENTER WARDS

- (41) 1 Yes 2 No Did agent visit ward in institution or clinic?
- (42) 1 Yes 2 No Did agent have any phone contacts with institutional staff about ward?
- (43) 1 Yes 2 No Did agent have visits with parents before ward released?
- (44) 1 Yes 2 No Did agent have any phone contacts with parents before ward released?
- (45) 1 Yes 2 No Did parents attend parents' groups before ward released?
- (46) 1 Yes 2 No Were parents involved with center aides or community groups at center before ward released?
- (47) 1 Yes 2 No Did ward have day pass or furlough before release from institution?
- (48) 1 Yes 2 No Did agent participate in initial staffing at clinic?
- (49) 1 Yes 2 No Did agent participate in first staffing at institution?
- (50) 1 Yes 2 No Did agent participate in pre-placement staffing at institution?
- (51) 1 Yes 2 No Did agent participate in any staffings at institution or clinic?
- (52) 1 Yes 2 No Did institutional staff attend any staffings or meetings at center concerning ward?
- (53) 1 Yes 2 No Did agent have any contacts with prospective employers before ward released?
- (54) 1 Yes 2 No Did agent have any contacts with schools before ward released?
- (55) 1 Yes 2 No Did agent have any contacts with placement resources (other than parents) before ward released?

If agent and institutional staff were not in agreement on institutional program for ward, please explain areas of disagreement: \_\_\_\_\_

Describe any other services provided to wards or their families prior to release: \_\_\_\_\_

Agent's evaluation of ward's major area of difficulty: \_\_\_\_\_

Treatment methods agent plans to use or is using in working with ward on parole:  
(Circle all that apply)

- 00 Unknown
- 01 Foster or group home placement
- 02 Family counseling
- 03 Parents groups
- 04 Social or recreational activity groups
- 05 Group counseling
- 06 A close interpersonal relationship with agent
- 07 Casual, infrequent contacts with agent (surveillance)
- 08 Verbal restrictions to set limits
- 09 Temporary detention to set limits
- 10 Activities with project volunteers, aides or indigenous community groups
- 11 Center school program
- 12 Employment counseling or liaison with employers/employment offices
- 13 School counseling or liaison with schools
- 14 Other (explain): \_\_\_\_\_

APPENDIX E

BACKGROUND DATA SHEET FOR  
COMPARISON WARDS FOR COMMUNITY PAROLE CENTER PROGRAM

(Cols. 1-31)

CIRCLE ONE CHOICE ONLY

- (34) Family's economic status:
  - 0 Not applicable or unknown
  - 1 Lower income, entirely dependent on public agencies
  - 2 Lower income, partially dependent on public agencies
  - 3 Lower income, working steadily
  - 4 Middle income (skilled laborers, clerical, semi-professional)
  - 5 Middle income or above (technical, professional, managerial, proprietary)
- (35) Agent's perception of delinquency orientation of family:
  - 0 Not applicable or unknown
  - 1 Delinquent-oriented
  - 2 Not delinquent-oriented
  - 3 Marginal
- (36) Agent's perception of ward's cultural identification:
  - 0 Not applicable or unknown or other (specify) \_\_\_\_\_

<u>European-American</u>	<u>Mexican-American</u>	<u>Negro</u>
1 With own culture	4 With own culture	7 With own culture
2 With other cultural group	5 With other cultural group	8 With other cultural group
3 No cultural identification	6 No cultural identification	9 No cultural identification

- (37) Type of relationship agent believes will be indicated in working with ward:
  - 0 Unknown
  - 1 Contractual
  - 2 Introspective
  - 3 Interventive
  - 4 Contractual-Introspective
  - 5 Contractual-Interventive
  - 6 Introspective-Interventive
  - 7 Contractual-Introspective-Interventive

- (38-39) Ward's institutional program:
 

02 NRCC	11 Fricot	21 Ben Lomond	41 DVI
05 DVI-GC	13 Paso Robles	22 Mt. Bullion	42 Soledad, San Quentin
06 SRCC	14 Preston	23 Pine Grove	43 CMF
07 SRCC-Marshall	15 YTS	24 Wash. Ridge	45 CIW
08 VRCC	16 O. H. Close	31 Los Guilucos	47 CRC
10 KITE-Nelles	17 Karl Holton	32 Ventura	51 County Jail
12 Nelles-Regular	18 DeWitt Nelson	33 VITP	52 DMH

Agent's evaluation of ward's major area of difficulty: \_\_\_\_\_

APPENDIX F

Summary of Background Characteristics  
of Parolees in Comparative Study

Background Characteristics	Oakland				Los Angeles							
	Toliver		Comparison		Watts		Comparison		Ujima		Comparison	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<u>Ethnic Origin</u>	80	100.0	74	100.0	67	100.0	55	100.0	79	100.0	56	100.0
Negro	74	92.5	63	85.1	61	91.1	53	96.4	74	93.7	51	91.1
Other	6	7.5	11	14.9	6	8.9	2	3.6	5	6.3	5	8.9
<u>Median Age at Release</u>	18.6		18.9		20.7		20.2		19.8		20.1	
<u>Commitment Offense</u>	80	100.0	74	100.0	67	100.0	54	100.0	79	100.0	54	100.0
Against Persons	21	26.2	22	29.7	25	37.4	19	35.2	21	26.6	19	35.2
Against Property	29	36.3	26	35.2	21	31.3	20	37.0	24	30.4	16	29.6
All Other	30	37.5	26	35.1	21	31.3	15	27.8	34	43.0	19	35.2
<u>Court of Commitment</u>	80	100.0	74	100.0	67	100.0	55	100.0	79	100.0	56	100.0
Juvenile	65	81.3	61	82.4	37	55.2	27	49.1	46	58.2	29	51.8
Criminal	15	18.7	13	17.6	30	44.8	28	50.9	33	41.8	27	48.2
<u>Family's Economic Status</u>	59	100.0	59	100.0	45	100.0	51	100.0	57	100.0	51	100.0
Dependent	33	55.9	32	54.2	30	66.7	30	58.8	29	50.9	24	47.0
Independent	26	44.1	27	45.8	15	33.3	21	41.2	28	49.1	27	53.0
<u>Delinquency Orientation of Family</u>	58	100.0	59	100.0	42	100.0	42	100.0	58	100.0	37	100.0
Delinquent	21	36.2	24	40.7	22	52.4	19	45.2	17	29.3	10	27.0
Non-delinquent	37	63.8	35	59.3	20	47.6	23	54.8	41	70.7	27	73.0

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APPENDIX G

Frequency Distributions on Ward Background Items<sup>a</sup>  
for Institutional Releases to Community Parole Centers  
July 1, 1969 through June 30, 1971

Background Item	S. Francisco		Stockton		Toliver		Esperanza		Jefferson		Ujima		Watts	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total Releases	53	100.0	89	100.0	118	100.0	103	100.0	117	100.0	101	100.0	89	100.0
<u>Agent/Parolee Relationship</u>														
Unknown	10	18.9	1	1.1	4	3.4	6	5.8	2	1.7	3	3.0	5	5.6
Contractual	4	7.5	4	4.5	12	10.2	23	22.4	21	17.8	23	22.8	23	25.9
Introspective	1	1.9	5	5.6	11	9.3	17	16.5	18	15.4	28	27.7	10	11.2
Interventive	9	17.0	3	3.4	15	12.7	6	5.8	12	10.3	9	8.9	9	10.1
Cont./Intersp.	6	11.3	7	7.9	14	11.9	10	9.7	18	15.4	17	16.8	12	13.5
Cont./Interv.	8	15.1	19	21.3	34	28.7	16	15.6	14	12.0	13	12.9	16	18.0
Intersp./Interv.	4	7.5	15	16.9	10	8.5	6	5.8	7	6.0	2	2.0	5	5.6
Cont./Intersp./Interv.	11	20.8	35	39.3	18	15.3	19	18.4	25	21.4	6	5.9	9	10.1
<u>Treatment Focus<sup>b</sup></u>														
Unknown	2	3.8	2	2.2	2	1.7	4	3.9	4	3.4	1	1.0	4	4.5
Agent/Ward Relationship <sup>c</sup>	3	5.7	3	3.4	6	5.1	15	14.6	24	20.5	13	12.9	31	34.9
Agent/Family " "	0	0.0	0	0.0	0	0.0	3	2.9	1	0.9	5	5.0	2	2.2
Agent/Ward/Family " "	3	5.7	1	1.1	5	4.2	5	4.9	6	5.1	2	2.0	2	2.2
Individual Accomplishment <sup>c</sup>	3	5.7	0	0.0	0	0.0	5	4.9	6	5.1	17	16.8	12	13.5
Group Activities <sup>c</sup>	0	0.0	0	0.0	0	0.0	4	3.9	3	2.6	4	4.0	0	0.0
Interpersonal/Individual <sup>d</sup>	17	32.0	17	19.1	35	29.7	24	23.2	16	13.7	34	33.6	19	21.4
Interpersonal/Group <sup>d</sup>	4	7.5	16	18.0	16	13.5	7	6.8	16	13.7	6	5.9	1	1.1
Individual/Group <sup>d</sup>	4	7.5	2	2.3	1	0.9	3	2.9	4	3.4	6	5.9	1	1.1
Int. Relat./Ind. Acc./Grp. Acts. <sup>d</sup>	17	32.0	48	53.9	53	44.9	33	32.0	37	31.6	13	12.9	17	19.1

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<sup>a</sup>Compiled from Background Data Sheet, Appendices C and D.

<sup>b</sup>For derivation of categories listed above, see Appendix H.

<sup>c</sup>"Singular" focus.

<sup>d</sup>"Multiple" focus.

APPENDIX G (continued)

Frequency Distributions on Ward Background Items<sup>a</sup>  
for Institutional Releases to Community Parole Centers  
July 1, 1969 through June 30, 1971

Background Item	S. Francisco		Stockton		Toliver		Esperanza		Jefferson		Ujima		Watts	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total Releases	53	100.0	89	100.0	118	100.0	103	100.0	117	100.0	101	100.0	89	100.0
<u>Family's Economic Status</u>														
Unknown	6	11.3	12	13.5	6	5.1	14	13.6	18	15.4	5	5.0	5	5.6
Dependent on Public Agencies	13	24.5	26	29.2	32	27.1	29	28.2	18	15.4	25	24.8	45	50.6
Partially Dependent	11	20.8	10	11.2	29	24.6	21	20.4	19	16.2	25	24.8	13	14.6
Employed - lower income	17	32.1	22	24.7	40	33.9	34	33.0	29	24.8	34	33.7	19	21.4
Employed - middle income	6	11.3	19	21.4	11	9.3	5	4.8	33	28.2	12	11.7	7	7.8
<u>Delinquency Orientation of Family</u>														
Unknown	5	9.4	7	7.8	7	5.9	13	12.6	25	21.4	12	11.9	14	15.7
Not Delinquent	9	17.0	33	37.1	22	18.7	42	40.8	62	53.0	66	65.4	33	37.1
Delinquent	21	39.6	25	28.1	65	55.1	28	27.2	12	10.3	11	10.9	27	30.3
Marginal	18	34.0	24	27.0	24	20.3	20	19.4	18	15.3	12	11.8	15	16.9
<u>Parolee's Problem Areas<sup>b</sup></u>														
Unknown	8	15.1	5	5.6	15	12.7	2	1.9	7	6.0	0	0.0	9	10.1
None at present	1	1.9	3	3.4	2	1.7	1	1.0	10	8.6	8	7.9	5	5.6
Drugs, alcohol, runaway	2	3.8	11	12.3	7	5.9	29	28.2	20	17.1	10	9.9	15	16.9
Environmental factors	14	26.4	35	39.3	61	51.7	52	50.4	33	28.1	65	64.3	40	45.0
Limited Mental/Physical Abilities	6	11.3	7	7.9	5	4.2	1	1.0	10	8.6	4	4.0	7	7.9
Deviant Identity	6	11.3	9	10.1	5	4.2	5	4.9	10	8.6	4	4.0	6	6.7
Control of Hostile Impulses	5	9.4	7	7.9	7	5.9	8	7.8	15	12.7	4	4.0	5	5.6
Inadequacy	11	20.8	12	13.5	16	13.6	5	4.8	12	10.3	6	5.9	2	2.2

<sup>a</sup>Compiled from items 34 and 35, Appendix C, and Appendix D.

<sup>b</sup>For explanation of categories on this variable, see Appendix I.

APPENDIX H

Conversion of Treatment Focus Codes to Categories in Appendix G

In Appendix D with regard to parole services, there were 14 response choices for the item pertaining to Treatment, hereafter called "Treatment Focus" in the text. The choices were:

- 00 Unknown
- 01 Foster or group home placement
- 02 Family counseling
- 03 Parents groups
- 04 Social or recreational activity groups
- 05 Group counseling
- 06 A close interpersonal relationship with agent
- 07 Casual, infrequent contacts with agent (surveillance)
- 08 Verbal restrictions to set limits
- 09 Temporary detention to set limits
- 10 Activities with project volunteers, aides, indigenous community groups
- 11 Center school program
- 12 Employment counseling or liaison with employers/employment offices
- 13 School counseling or liaison with schools
- 14 Other (explain)

Agents circled all of the techniques they planned to use in working with each institutional release. In reviewing the data obtained, it appeared that at least three broad categories of treatment focus could be derived from the agent responses. They were: 1) Interpersonal Relationships, 2) Individual Accomplishment, 3) Group Activities. A scheme was then developed whereby all the responses could be converted to these three categories, either alone or in combination. Using the 14 codes listed above, the conversion of agent responses to the categories appearing in Appendix F for Treatment Focus was done as follows:

Interpersonal Relationships/Agent-Ward = 06 or 07 alone, or in any combination with 01, 08, 09.

Interpersonal Relationships/Agent-Family = 02 alone or in any combination with 01, 03, 07, 08, 09.

Interpersonal Relationships/Agent-Ward-Family = 02 and 06 or 02 and 07 in any combination with 01, 03, 08, 09.

APPENDIX H (continued)

Conversion of Treatment Focus Codes to Categories in Appendix G

Individual Accomplishment = 11 or 12 or 13 alone or in any combination with 01, 07, 08, 09.  
Group Activities - 04 or 05 or 10 alone or in any combination with 01, 07, 08, 09.  
Interpersonal Relationships and Individual Accomplishment = 06 or 07 and 11 or 12 or 13 in any combination with 01, 02, 03, 08, 09.  
Interpersonal Relationships and Group Activities = 06 or 07 and 04 or 05 or 10 in any combination with 01, 02, 03, 08, 09.  
Individual Accomplishment and Group Activities = 11 or 12 or 13 and 04 or 05 or 10 in any combination with 01, 07, 08, 09.  
Interpersonal Relationships and Individual Accomplishment and Group Activities = 06 or 07 and 11 or 12 or 13 and 04 or 05 or 10 in any combination with 01, 02, 03, 08, 09.

APPENDIX I

Derivation of Categories for Parolee's Problem Areas in Appendix G

The agent responses to this open-ended item on the Background Data Sheet fell into some 22 specific categories which were then grouped into the eight factors shown for the item in Appendix H. The first three categories are self-explanatory. They are: "Unknown", "None at present" and "Drugs, alcohol, runaway."

The remaining five categories were derived as follows:

"Environmental Factors" subsumes problems with family, negative peer influence, gang-oriented, pressures of poverty, problems in finding/keeping a job, and problems related to the school setting.

"Limited Mental/Physical Abilities" refers to intellectually limited, academically retarded, occupationally unskilled, physically handicapped and emotionally unstable.

"Deviant Identity" describes wards with a delinquent identity, those considered by agents to be Black Militants, and the homosexual and transvestite.

"Control of Hostile Impulses" is the factor used for lack of self-control, impulsivity, and hostility toward authority.

"Inadequacy" was used to denote the immature, the irresponsible or those whose main problem was seen as one of low self-esteem.

**END**

7 11/15/1911