



CLEVELAND IMPACT CITIES PROGRAM

DIVERSION AND REHABILITATION
OPERATING PROGRAM

PROBATIONARY POST-RELEASE PROJECT

FINAL EVALUATION REPORT

May 1975

OFFICE OF THE MAYOR

IMPACT CITIES

ANTI-CRIME PROGRAM

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RALPH J. PERK

MAYOR

DONALD P. BOGOSIAN

Acting DIRECTOR

CLEVELAND IMPACT CITIES PROGRAM

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ACCESSIONS

SECTION I
INTRODUCTION AND BACKGROUND

1.1 OPERATING PROGRAM OVERVIEW

The Cleveland IMPACT Cities Program is an intensive planning and action effort designed to reduce the incidence of stranger-to-stranger crime* and burglary in the City by five percent in two years and 20 percent in five years. Underlying the IMPACT program is the basic assumption that specific crimes and the people who commit them constitute the problem to be addressed. As a consequence, program and project development has been based upon an analysis of local crime, offender background, demographic and environmental data within specific target areas of the City. Application of this approach resulted in a program structure containing five major Operating Programs: Addiction Treatment; Employment; Diversion and Rehabilitation; Deterrence, Detection, and Apprehension; and Adjudication. Figure 1-1 displays the program structure.

The Diversion and Rehabilitation Operating Program was established to minimize the desire to commit crimes, its sublevel goal under the IMPACT Cities Program. The 18 projects under this program may be categorized as those dealing with pre-delinquent and delinquent youth problems and those dealing with the reintegration of offenders into the community. The scope of this evaluation is restricted to the Probationary Post-Release Project,

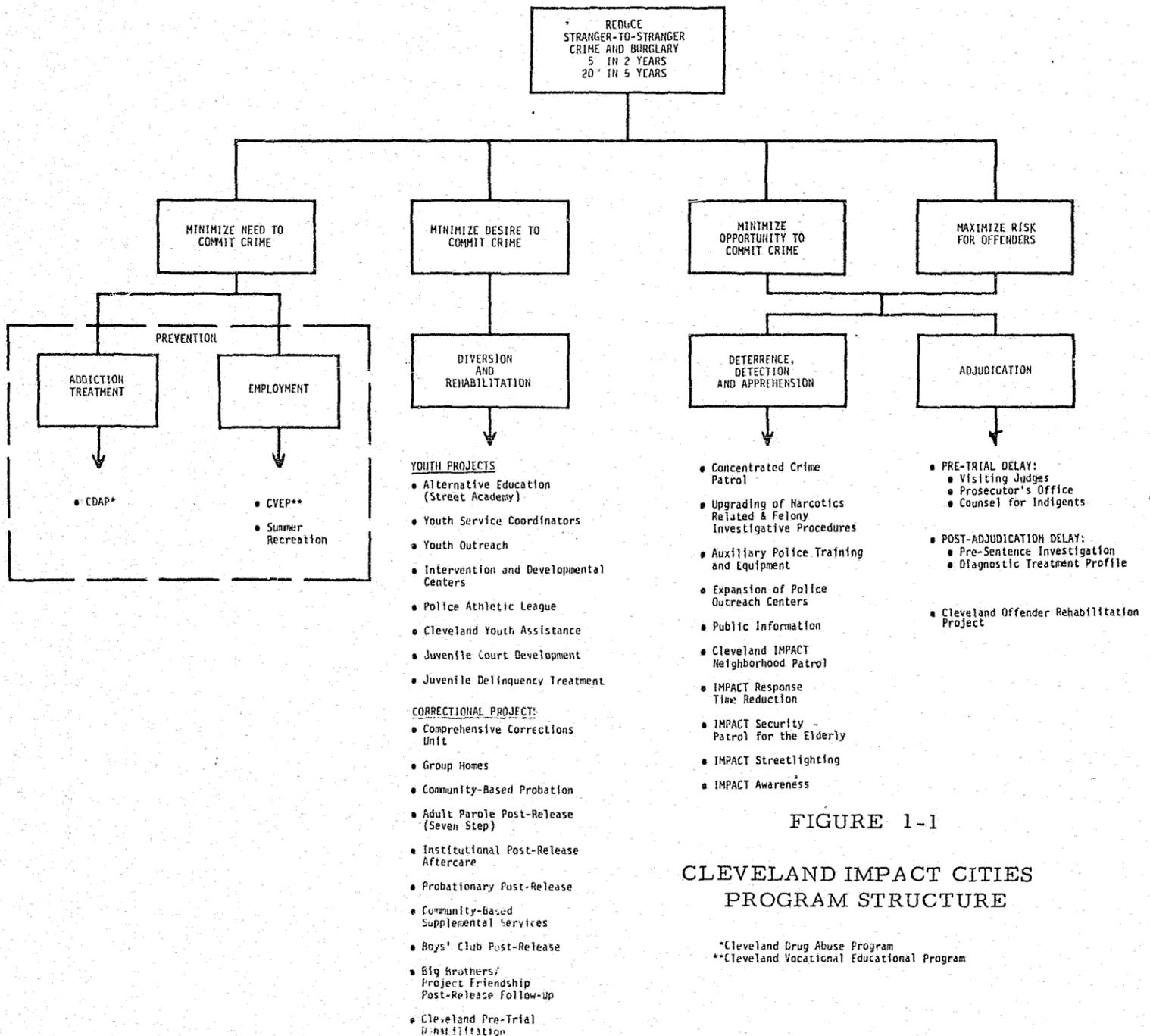
*Stranger-to-stranger crimes are homicides, rapes, aggravated assaults, and robberies, as defined by the FBI's Uniform Crime Reporting standards when such crimes do not occur among relatives, friends, or persons well known to each other.

ULTIMATE GOAL

SUB-LEVEL PROGRAM GOALS

OPERATING PROGRAMS

PROJECTS AND/OR ACTIVITIES



one of the projects in this Operating Program dealing with the reintegration of offenders into the community.

1.2 PROJECT OVERVIEW

This report presents the final evaluation of the Probationary Post-Release Project's performance during IMPACT funding. The project's first phase of IMPACT funding was awarded on February 15, 1973, originally for a 12-month period and with the Lutheran Metropolitan Ministry as its implementing agency. Client-related operations did not commence until April 1973 due to initial coordination difficulties with probationer referral sources. As a result, an extension of the first phase grant period to May 14, 1974, was approved by the Law Enforcement Assistance Administration (LEAA) Regional Office in February 1974. This extension was expected to allow for sufficient time to expend remaining project funds. The second phase grant was awarded on May 15, 1974, for eight months. For the second phase of IMPACT operations, the CLEMP Justice Project served as the implementing agency.* This change was executed as a result of previous agreements between the Lutheran Metropolitan Ministry and the CLEMP Justice Project. In summary, the Probationary Post-Release Project was funded under the Cleveland IMPACT Cities Program for a total of 23 months, from February 15, 1973, through January 15, 1975.

The Probationary Post-Release Project was established to increase the rehabilitative supportive services available to probationers and

*The CLEMP Justice Project is also known as the Catholic, Lutheran, Episcopal, Methodist, Presbyterian Justice Project.

ex-probationers. The grant application indicated that (1) most traditional rehabilitative efforts focus on the offender while still under some type of legal sanction, and further, that (2) these traditional approaches are customarily functioning at minimum-acceptable levels due to the excessive workloads of probation and parole agencies. The periods during and immediately following legal sanction were identified as the most critical points in the rehabilitative potential of the offender's life. In other words, rehabilitative services would be most effective in producing positive results during these periods. Consequently, the principal hypothesis of the project was that if increased rehabilitative services were instituted prior to discharge from legal sanction and maintained after discharge, then a positive reintegration into the mainstream of society and a subsequent reduction in recidivism might be expected to occur.

During the IMPACT funding period, the project was to serve a total of 190 offenders approaching release from the legal sanction of the Probation Departments of the Cuyahoga County Common Pleas and City of Cleveland Municipal Courts. This target population was to consist of both first and multiple offenders, and mainly young adults. Also, the target population was to possess characteristics which are statistically typical of offenders, namely, economically, educationally, and socially disadvantaged.

The Probationary Post-Release Project was to render increased rehabilitative supportive services for this population principally through

the development of compatible one-to-one relationships with community volunteers, known as probation friends. The establishment of such bilateral, personal relationships was to enable the parties to share each other's concern for the probationer's positive, productive readjustment into the community, the probation friend was to maintain close contacts with the personal needs and efforts of the client. Through this approach, the probation friend was not only to aid the client in his/her employment, vocational, and educational pursuits, but also, to assist in directing him/her toward these opportunities. Probation friend contacts were to continue for at least six months beyond the termination of the client's probationary period; thereafter, active continuation in the project was to be determined by an assessment of the client's needs and progress.

In addition to one-to-one relationships, volunteers were to be recruited to support project staff in the development of community resources to fill specific needs of the clientele. For a more effective employment of volunteers and service delivery, the project developed specific resource committees during the initial months of implementation.

These committees were:

- the Employment Task Force to develop and coordinate employment and vocational referrals,
- the Educational Task Force to solicit and define local educational opportunities, particularly, college placement opportunities, and to coordinate referrals to educational facilities,

- the Volunteer Recruitment Task Force to develop and implement the recruitment of community volunteers, and
- the Communications Task Force to develop and implement public information activities.*

Through the project's efforts in intensifying rehabilitative services to probationers, the caseload requirements of the Common Pleas and Municipal Courts Probation Departments were to be diminished. Probation friends were to submit monthly client progress reports; hence, client contacts with the probation officer were to be reduced to a quarterly basis.

A summary of the project's objectives and the methods by which these objectives were to be achieved is presented in Table 1-1. The following section presents an analysis of project performance and management concerning these objectives and methods during the 23 months of IMPACT funding.

*For the second phase of IMPACT funding, the project added Steering and Finance Committees to aid in the institutionalization of project operations through community resources after termination of IMPACT funding.

TABLE 1-1

PROBATIONARY POST-RELEASE PROJECT
OBJECTIVES AND METHODS

OBJECTIVES	METHODS
Serve the appropriate target population.	<ul style="list-style-type: none"> • Recruitment of offenders from probation departments.
Reduce the number of IMPACT and non-IMPACT crimes committed by project clientele; reduce the rate of recidivism of clients.	<ul style="list-style-type: none"> • Rehabilitative supportive services.
Increase personal supportive services to clients, thus increasing positive feelings and readjustment of clients.	<ul style="list-style-type: none"> • One-to-one relationships between probationers and community volunteers, • Personal adjustment counseling on individual, group, and family basis, • Interim housing as needed, and • Orientation and in-service training sessions for volunteers.
Increase the number of clients in constructive, productive activities, i. e. employment, and educational/vocational training.	<ul style="list-style-type: none"> • Development of community resources to provide clients with employment, vocational, and educational placements.

TABLE 1-1 (Continued)

OBJECTIVES	METHODS
<p>Increase community awareness and participation in project.</p>	<ul style="list-style-type: none"> ● Development and implementation of public information activities concerning project operations, and ● Recruitment of community volunteers to participate in one-to-one relationships and as staff supplements.
<p>Reduce caseload requirements of probation departments.</p>	<ul style="list-style-type: none"> ● Monthly progress reports to probation departments concerning referred clients.

SECTION II
EVALUATION AND DISCUSSION

2.1 EVALUATION APPROACH

The 1972 MASTER PLAN proposed implementation of the Performance Management System (PMS) approach for the overall planning and evaluation of the Cleveland IMPACT Cities Program. As a planning, evaluation, and management tool, PMS is a method designed to permit rigorous measurement of program effectiveness in terms of a hierarchy of explicitly defined goals and objectives. The initial steps in applying the PMS approach involve the definition of an ultimate program goal (which for IMPACT is the reduction of stranger-to-stranger crime and burglary by five percent in two years, and 20 percent in five years) and then "unpacking" the overall goal into a series of measurable sublevel program goals, Operating Program goals, eventually down to the level of project objectives. Under PMS, emphasis was to be on the quantitative rather than the qualitative aspects of the IMPACT goal-setting concept. Above all, this concept was intended to be crime-specific. Hence, the IMPACT Planning and Evaluation staff assumed that each IMPACT Operating Program and project would contribute, however directly or indirectly, to the overall goal of IMPACT crime reduction over (initially) a two-year period.

It has become obvious that the Diversion and Rehabilitation Operating Program under which the Probationary Post-Release Project is subsumed is not fully susceptible to the rigor of the PMS crime-specific program

structure. The nature of the Operating Program places serious constraints upon the kind of data collection and data processing required for the analysis of commensurable data concerning a large-scale, crime-specific program. Specifically, a measurable relationship between the Diversion and Rehabilitation projects' activities and the incidence of IMPACT crimes in Cleveland is impossible to assess, much less causally explain.

That is not to say, however, that a meaningful evaluation of any of these projects is not feasible. Federal experience in the management of large-scale social programs has demonstrated that some evaluative rigor is possible if individual projects are evaluated according to the Management by Objective (MBO) approach. MBO is less ambitious than PMS as a management tool. MBO merely insists that each implementing agency define its objectives in terms of measurable accomplishments and then monitor the project to ensure that the agency indeed is accomplishing its objectives. MBO does not demand analysis of project alternatives to determine which one might meet agency objectives most effectively and efficiently. It does, however, require rigorous monitoring of stated objectives.

By employing the MBO approach, project performance can be simply evaluated by asking, "Did the Probationary Post-Release Project achieve its project-specific objectives?" This can be easily answered by examining the collected data with respect to each objective.

Certain data elements were defined to evaluate the Probationary Post-Release Project's performance in accordance with the stated objectives in the grant application. Two data collection forms were developed to gather the identified data elements from the project, a series of Data Collection Instruments (DCIs) and a summary Performance Status Report (PSR).*

The purpose of the DCIs is to collect client-specific data concerning clients served by IMPACT funds on a quarterly basis. The DCIs are specifically designed for each project and in many instances contain data elements which relate to information about offender or client socio-economic backgrounds, prior criminal or delinquent histories, and client-specific operational data (such as the treatment modality of a drug abuser or the post-release status of a probationer). Since the data elements recorded on the DCIs must be aggregated in accordance with the planned evaluative usage, the DCIs were formatted for keypunching to allow for computerized data analysis.

The PSR was developed as a necessary supplement to the DCIs due to the three-month interval between DCI data collection and the time required for data processing. The PSR format allows for the capture of summary information about project performance facilitating manual data reduction and summarization. These forms are also specifically designed for each project but are submitted on a monthly basis for more frequent periodic

*Refer to Appendices A and B, respectively, for examples of the project's DCIs and PSR.

management information purposes.

In accordance with a management decision made by IMPACT in September 1974, the DCI was eliminated as a reporting requirement for all but five projects.* Consequently, preparation of the Probationary Post-Release DCIs for utilization in the evaluation of project performance was not completed and not all required DCIs were obtained from the project. For the preceding reasons, usage of DCI data for this final evaluation is not practicable. The following analyses of project performance and management are therefore supported primarily by data retrieved from the summary PSRs, and secondarily, by information contained in project director narratives, monitor reports, and other relevant documentation.

2.2 ANALYSES OF PROJECT PERFORMANCE AND MANAGEMENT

These analyses assess each project objective and/or the methods by which the objective was to be met. In many cases, quantified objectives were not presented in the grant applications. Without comparative or base-line data, it is impossible to determine whether the project has attained these objectives. However, some reliable judgments can still be made about project performance with respect to these objectives if taking the

*After an intensive review of the DCI reporting system, IMPACT management concluded that the overall difficulties encountered with the system concerning the timely submission of complete and reliable DCI data on an estimated total client population of 12,000 adults and youth did not warrant the costliness of data verification and analysis. Five projects were chosen as exceptions due to their representativeness of projects funded by the Cleveland IMPACT Cities Program and the limited difficulties involved in their submission of reliable DCI data. These projects are the Cleveland Drug Abuse Program, Cleveland Vocational/Educational Program, Juvenile Offender Screening Activity, Cleveland Youth Assistance Project, and Cleveland Offender Rehabilitation Project.

factors which affect the results into consideration, such as client population and services. Therefore, for unquantified objectives, a discussion concerning relevant project activities will be presented.

Serve the appropriate target population.

As previously stated, during the course of IMPACT funding, the Probationary Post-Release Project was to serve 190 first and multiple offenders who are under the legal sanction of probation. The second phase grant application also projected that at least 80 percent of the intake population would be IMPACT offenders.

During the months of funding, the project actually served 156 clients, 102 of whom were on probation from the Common Pleas and Municipal Courts. The remaining 54 clients, or 35 percent of the client intake, were under the legal sanction of parole and were referred to the project by the Ohio Adult Parole Authority. Table 2-1 displays the criminal status of the population enrolled. The majority of the clientele were first offenders of IMPACT crimes and more than one-third of the clients served were already multiple offenders when enrolled into the project.

The preceding data indicate deficiencies in three areas: (1) the total number served, (2) legal status of the intake population, and (3) criminal status of the intake population. The 156 clients enrolled into the project represent an 18 percent deficit in client intake. It should be noted that an

TABLE 2-1

PROBATIONARY POST-RELEASE PROJECT
CRIMINAL STATUS OF CLIENTELE

CRIMINAL STATUS	NUMBER OF CLIENTS	PERCENT OF CLIENTS
<u>One Conviction</u>		
IMPACT Felony	65	42%
Non-IMPACT Felony	28	18%
Misdemeanor	7	4%
TOTAL	100	64%
<u>Multiple Convictions</u>		
IMPACT Felony	26	17%
Non-IMPACT Felony	13	8%
Misdemeanor	17	11%
TOTAL	56	36%
TOTAL IMPACT Felons	91	59%
TOTAL Non-IMPACT Felons	41	26%
TOTAL Misdemeanants	24	15%
TOTAL Offenders	156	100%

additional 33 offenders were provided service by the project through its resource committees but were not enrolled as clients. This situation resulted since the needs of some of these offenders did not require full project service delivery and an adequate number of volunteers was not available as probation friends to increase client intake. Consequently, the project only provided services to alleviate the immediate needs of these offenders. Including the 33 offenders as part of the population served, the project delivered services to a total of 189 offenders, almost achieving its objective of serving 190 offenders.

The situation concerning these 33 non-enrolled clients serve as an example of some of the problems faced by the project in its attempts to increase its client load. In other words, the limited number of volunteers available and willing to engage in one-to-one relationships as probation friends hindered the number of clients which could be enrolled into the project for full service delivery. This issue is discussed more fully with respect to the project's third objective, to increase personal supportive services to clients.

In addition to difficulties in recruiting community volunteers as probation friends, the project's intake of clients was hindered by the possibility of not finding an available means for future funding. During the final six months of IMPACT funding, the project ceased recruitment of clients and community volunteers. This measure was taken to avoid partial service

delivery to offenders in case the Probationary Post-Release Project had to be terminated due to the lack of continued funding from other sources.

All clients were to be on probation; however, 35 percent of the intake population, or 54 clients, were reported on the PSRs to be on parole from a non-specified referral source. On the other hand, final project narrative reports indicate a lesser number of clients enrolled who were on parole. A maximum of 24 clients were reported to be on parole in the final narratives for first and second phases of funding. How this discrepancy originated is unknown since one project staff member was responsible for project record-keeping procedures including collection of all data. Consequently, the only judgment that can be drawn from these data is that a deficiency existed in the legal status of the population enrolled and that the degree to which this deficiency existed is questionable. In any case, no documentation is available delineating the reasons for enrolling parolees.

Finally, the project proposed that at least 80 percent of the clients enrolled were to be IMPACT offenders; only 59 percent of the clientele were reported as this type of offender on the PSRs. These data represent a 27 percent deficit in IMPACT offender clientele. However, final project narrative reports again indicate a lesser deficiency. At least 105 clients, or 67 percent of the total client load, and as much as 74 percent of the clientele were reported as IMPACT offenders in these reports. Once more, with the extent of deficiency being questionable, the only conclusion which can be

deduced from the previous data is that a deficiency existed in the number of IMPACT offenders enrolled. No documentation is available defining the causal factors for this deficiency.

Reduce the number of IMPACT and non-IMPACT crimes committed by project clientele; reduce the rate of recidivism of clients.

In the second phase grant application, the Probationary Post-Release Project specified that rearrests would be maintained at the first phase funding level of six percent and that the rate of recidivism will be reduced by 75 percent. Without appropriate baseline data, it is impossible to assess the amount by which recidivism was reduced. Since baseline data for this target population are not available, as an alternative, this analysis utilizes the six percent rearrest rate as a maximum projected recidivism rate.

The project reported a total of nine rearrests during IMPACT funding representing six percent of the client load: one was for an IMPACT felony, three were for non-IMPACT felonies, and five were for misdemeanors. All rearrests reported were for clients still on probation. The dispositions of these rearrests are as follows: two had charges dropped, three were convicted and are serving a sentence in an institution, and four had their probation periods extended after conviction. In accordance with the definition of recidivism, a total of seven of the 156 client, or four percent of the clientele, recidivated.* In conclusion, the project met its objective of reducing

*According to the definition of the National Advisory Commission on Criminal Justice Standards and Goals, "recidivism is measured by (1) criminal acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous three years, and by (2) technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status." See National Advisory Commission on Criminal Justice Standards and Goals, REPORT ON CORRECTIONS, p. 513, Washington: GPO (1973).

recidivism by maintaining its recidivism rate below the six percent maximum rate.

Increase personal supportive services to clients, thus increasing positive feelings and readjustment of clients.

This objective was not quantified for any phase of funding. Furthermore, qualitative assessment forms completed by Probationary Post-Release clients, probation friends, and project staff at periodic intervals of enrollment would be needed to properly evaluate increases in positive feelings. However, the extent of such recordkeeping was not within the scope of the Probationary Post-Release Project. As an alternative, the services to be provided to achieve this objective are addressed in the following discussion.

One-to-One Relationships. The project recruited a total of 144 community volunteers during the IMPACT funding period; however, only 79 percent of these volunteers enlisted their services in one-to-one relationships with probationer/parolee clients. The remaining 21 percent of the recruited volunteers joined the project's resource committees as an aid in client service delivery and other project operations. Consequently, the average monthly percentage of clients having probation friends was reduced from a possible 99 percent to 78 percent.* In other words, on a monthly basis, there was an average of 75 volunteers available to act as probation friends for an average of 96 clients. Remaining clients without probation friends were assigned to project staff for individual service delivery. Each caseworking staff member, i. e. the Project Director and three Group Leaders, was assigned an average

*These figures were based on the average monthly enrollment of clients, 96, and the average monthly number of active volunteers, 95.

caseload of five probationers/parolees not involved in one-to-one relationships with probation friends. In the second phase grant application, the project proposed that 87 percent of the client load would be matched with probation friends by the end of the IMPACT funding period. PSR data indicate that of the 121 clients remaining in the project at the conclusion of IMPACT funding, 98 clients, or 81 percent of the clientele, had one-to-one relationships established with probation friends. These data represent a seven percent deficit in the number of one-to-ones established.

Personal Adjustment Counseling. The personal supportive services provided to the clientele included individual, group, and family counseling in addition to the one-to-one relationships of probation friends. The probation friends and project staff members approached each client's personal problems and needs after consultation with probation/parole offices in order to provide a more effective service delivery. PSR data indicate that an average of 96 percent of the monthly client load received individual adjustment counseling for about one and one-half hours per month each. Group counseling, organized as personal discussion meetings, were held on a regular basis. An average of 10 percent of the monthly number of clients enrolled participated in an average of two quasi-therapy sessions per month, each averaging slightly more than two and one-half hours in length. Family counseling concerned family adjustment problems and accounted for an average of almost three sessions per month, and for an average of one percent of the client load receiving almost four hours of this type of counseling each month. Of particular importance was that these counseling contacts were often in the homes of

either the client or probation friend, thereby reducing the impersonal approach previously experienced by the offender in institutional contacts. As compared to data tabulated for the 1973 evaluation of project performance, there was an overall decrease in the percent of clients receiving counseling services per month. This decrease could be attributed to two factors: (1) the increase in client enrollment placed certain limits on staff members providing individualized treatment, and (2) more stress was being placed on job development. The causal factor for this latter situation was the immediate intervening needs presented by the probationer/parolee client's legal, social, and economic status, particularly the need for financial security which usually required employment placement. This item is addressed more fully with respect to the activities under the next objective.

Interim Housing. Interim housing situations were to be located for probationers lacking a suitable home life to which to return, i. e. a home life which was conducive to readjustment. Suitable housing situations were found for all 11 clients needing interim housing during the IMPACT funding period.

Volunteer Training. Orientative and in-service training of community volunteers was an ongoing operation during the funding period and involved all volunteers recruited. One session per month lasting two and one-third hours was devoted to orientative, or pre-service, training; an average of five sessions every two months lasting almost 11 hours was held for in-service training of volunteers.

Increase the number of clients in constructive, productive activities, i. e. employment, vocational training, and educational training.

In the second phase grant application, the project specified expected outcomes for this objective as follows: during the overall funding period, 41 percent of the client population were to be placed in employment positions and 10 percent were to be placed in vocational or educational training. The following addresses the project's placement activities and results.

Employment Placement. A total of 171 job referrals were made during the funding period. A maximum of 122 of these referrals became effective, i. e. the client was subsequently placed in an employment position, representing a maximum success rate of 71 percent. Assuming each client received only one job placement, a maximum of 78 percent of the total client population was placed in employment positions. An average of 85 percent of the monthly client load was employed during the two phases of funding. With the exception of one client, all clients employed maintained satisfactory performance in their job positions. These job assessment data represent a successful employment readjustment level of almost 100 percent among clients in employment positions. One reason for this high success rate was the job-readiness seminars held by the Employment Task Force whose principal purpose was to aid clients in successful job placements.

Educational/Vocational Training Placement. Of the 21 referrals made for educational or vocational training, 15 became effective, all of which were for educational training. These 15 effective referrals represent 10 percent

of the total client population, i. e. educational/vocational placements were made for 10 percent of the clients served. All clients becoming enrolled in educational training programs demonstrated satisfactory experiences and continued in such programs throughout the two phases of funding. An average of nine percent of the monthly client load was enrolled in educational training. Probation friends in conjunction with the Educational Task Force provided continued follow-up to clients in educational training to promote their success in such programs.

The above discussions indicate that the project met its objectives with respect to employment and educational/vocational training placements. Assuming employment and educational placements were mutually exclusive categories, an average of 94 percent of the client load were involved in one such constructive activity each month. Although vocational referrals were made, no placements resulted. This situation was attributed by the project to the immediate financial needs of probationers/parolees which necessitated employment placements as an alternative.

It should be noted that emphasis on job development by project staff and volunteers was increased during the second phase of funding. Due to the deteriorating situation of the national economy, the project experienced an increase in clients losing jobs, principally because of layoffs, during the second funding period. For the same reason, the Employment Task Force also had difficulties in locating available job sites for clients. Second

phase data indicate that for every three clients obtaining employment positions, two clients lost jobs. These data represent a considerable turnover in employment as compared to first phase operations during which only two clients lost jobs for every 25 gaining employment.

Increase community awareness and participation in project.

The project met this objective through its public information activities which were held by the Communications Task Force and included presentations before community groups as well as in various media. A substantial number of presentations, 136, were held during the months of IMPACT funding, averaging six per month.* The addition of the new staff position of public relations volunteer in January 1974 allowed the project to increase the number of activities held per month from five to seven.

In addition, as a result of the efforts of the Volunteer Recruitment Task Force in conjunction with the Communications Task Force, the aid of 144 community members was enlisted through the public information activities for participation in one-to-one relationships and in the Resource Task Forces. The following presents the average monthly percentage breakdown of the resource committees in which volunteers were engaged:

Educational Task Force	6%
Employment Task Force	9%
Volunteer Recruitment Task Force	2%
Communications Task Force	2%
Finance and Steering Committees	2%
Total in Resource Committees	21%
One-to-One Relationships	79%

*Due to the anticipated termination of available funding resources, the project discontinued public information activities during the last two months of IMPACT funding.

Reduce caseload requirements of probation departments.

As previously stated, the project reported on the PSRs that 102 of the total clients enrolled were under the legal sanction of court probation departments. Of these probationers, 88 were reported as direct referrals to the project by the Cleveland Municipal and Cuyahoga County Common Pleas Courts. Only one of these direct referrals was from the Municipal Court; the remaining referrals were from the Common Pleas Court. An additional 14 clients from the County Probation Department requested entry into the project as a result of the project's community information efforts and "word of mouth" communication by fellow probationers. Those clients who were under the legal sanction of the Common Pleas Probation Department were subsequently required to personally contact the probation officer on a quarterly rather than monthly basis. The project, in compliance with probation requirements, submitted monthly progress reports on County probationers. This resulted in a 67 percent reduction in the time allotted for each client in probation visits. Although this project probably did not have a significant numerical impact on the two Probation Departments' caseload size, the Probationary Post-Release Project did, in fact, meet this objective by significantly reducing the time involved in supervising 101 cases.

The following section presents a summary of the preceding analyses concerning project objectives and activities and addresses the project's general performance during the two phases of IMPACT funding.

SECTION III
SUMMARY AND CONCLUSIONS

The Probationary Post-Release Project was a rehabilitative project implemented under the Diversion and Rehabilitation Operating Program of the Cleveland IMPACT Cities Program. The focal point of the project was the establishment of one-to-one relationships between clients and members of the community who could devote their efforts on a voluntary basis in providing individualized service to offenders under and released from legal sanction. The project proposed to address the periods during and immediately following legal sanction as the most critical points in effecting positive results through increased rehabilitative supportive services for the offender's successful reintegration into the mainstream of society.

The preceding analyses of project performance indicated that with one exception, the project achieved all of its quantified, measurable objectives. The one area of deficiency was serving the appropriate target population. With respect to this objective, the project experienced two principal shortcomings: (1) the total number served, and (2) the legal and criminal status of the intake population. No documentation was available defining the causal factors for the latter deficiency. However, project narratives indicated that the former deficiency was a result of several factors including the lack of an adequate number of community members volunteering to engage in one-to-one relationships with clients and the possibility of not locating readily

available funding sources to continue project operations after the termination of IMPACT subvention.

Another problem area for the project was the effects that it was experiencing as a result of the "slowdown" of the national economy during 1974. One of the project's principal activities was the placement of clients in employment positions which also involved development of job sites. During the project's second phase of funding, commencing in May 1974, unemployment of clients began to increase significantly while location of available job sites became more difficult. Because of the financial needs presented by clients' legal, social, and economic status, efforts for job development were increased to provide financial security for the clientele. Adjustment counseling services suffered the consequences insofar as such efforts put limitations on the amount of time available for counseling services by project staff and volunteers.

Although the project experienced the above-mentioned difficulties, positive results of service delivery were effected. Assuming employment and educational training enrollment were mutually exclusive categories, an average of 94 percent of the client load were involved in one such constructive activity each month. Moreover, the rate of recidivism was maintained at four percent during the two phases of funding, below the six percent projected level.

Through its solicitation efforts, the Probationary Post-Release Project has secured additional monies for continuation of operations beyond the IMPACT funding period during 1975. Funding support has been received from the

Criminal Justice Coordinating Council (CJCC) of Greater Cleveland supplemented by monies contributed by other sources, particularly church organizations, and by fund-raising benefits. However, the total dollars available through these funding sources are not adequate to maintain full operation of project activities. Consequently, the project has decreased personnel costs by placing three of its five full-time staff on a part-time basis. Negotiations are currently underway to obtain additional funding support through the CJCC.



APPENDIX A
PROJECT DATA COLLECTION INSTRUMENTS

SECTION I

IPES DESCRIPTIVE INSTRUMENT

NOTE: All blocks must be completed. If any section is not applicable, complete blocks with zeros. Right justify all numbers; left justify all alphabetic and alphanumeric entries.

1-1 Project Sequence Number - (1-7)

Card Number (8-9)

1-2 Client's Name

Last: (10-19)

First: (20-27)

Middle: (28-35)

Maiden: (36-45)

Title (enter appropriate code) (46)

- 1 - Mr.
- 2 - Mrs.
- 3 - Miss
- 4 - Jr.
- 5 - Sr.
- 6 - Other title

1-3 Client's Date of Birth

Month

Day

Year (47-52)

1-4 Client's Sex (enter appropriate code) (53)

- 1 - Male
- 2 - Female

1-5

Client's Race (enter appropriate code)

(54)

- 1 - Caucasian
- 2 - Negro
- 3 - Oriental
- 4 - American Indian
- 5 - Puerto Rican
- 6 - Mexican American
- 7 - Other

1-6

Client's Current Marital Status (enter appropriate code)

(55)

- 1 - Single
- 2 - Married, Formally
- 3 - Married, Common Law
- 4 - Divorced
- 5 - Separated
- 6 - Widowed

1-7

Client's Project Enrollment Date

Month

Day

Year

(56-61)

1-8

Project Sequence Number **PR** -

(1-7)

Card Number

0 2

(8-9)

1-9

Client's Current Residence (or residence prior to institutionalization)

Street Number:

(10-15)

Street Name:

(16-27)

1-9 (continued)

Street Type (enter appropriate code) (28)

- 1 - Avenue
- 2 - Boulevard
- 3 - Street
- 4 - Drive
- 5 - Road
- 6 - Place
- 7 - Circle
- 8 - Terrace
- 9 - Lane
- 0 - Other, specify: _____

Municipality: (29-40)

State: (41-52)

1-10 Census Tract (53-59)

1-11 Length of time at above address, in months
 (60-62)

1-12 Client's employment status at time of enrollment (enter appropriate code) (63)

- 1 - Unemployed
- 2 - Employed full-time by other
- 3 - Employed part-time by other
- 4 - Self-employed

1-13 Client's educational status at time of enrollment (enter appropriate code) (64)

- 1 - Not a student at any educational facility, not receiving any educational training
- 2 - Full-time student at educational facility
- 3 - Part-time student at educational facility
- 4 - Receiving educational training, not enrolled in educational facility

1-14

Client's vocational training status at time of enrollment (enter appropriate code)

(65)

- 1 - Not receiving any vocational training
- 2 - Receiving vocational training full-time
- 3 - Receiving vocational training part-time

SECTION II - EXIT FORM

PROJECT DATA COLLECTION INSTRUMENT

NOTE: All blocks must be completed. If any section is not applicable, complete with zeros. Right justify all numbers, left justify all alphabetic and alphanumeric entries.

2-1 Project Sequence Number - (1-3)

Card Number (8-9)

2-2 Client's Name
Last: (10-19)

First Initial (20)

Middle Initial (21)

2-3 Reporting Period Ending Date
Month
Year (22-25)

2-4 Project Exit Date
Month
Day (26-31)

2-5 Reason for client exit (enter appropriate code)
Year
 (32-33)

- 00 - Not exited
- 01 - Satisfactory completion
- 02 - Dropped out
- 03 - Probation violation
- 04 - Parole violation
- 05 - Other unsatisfactory performance
- 06 - Referred to another IMPACT project
- 07 - Referred to community agency/project
- 08 - Moved out of area, no further contact, no project referral
- 09 - Death of client
- 10 - Other, specify: _____

2-6

Services received by client (enter 1 - YES, 2 - NO after each service listed below; if zero appears after service, the service is not applicable to this project)

- Individual Counseling (34)
- Group Counseling (35)
- Family Counseling (36)
- Pre-Release Meetings (37)
- Post-Release Meetings (38)
- Job/Vocational Development or Orientation (39)
- Job Referrals (40)
- Vocational Referrals (41)
- Educational Development or Counseling (42)
- Educational Referrals (43)
- Classification (44)
- Home Visits (Non-collateral) (45)
- Recreational Services (46)
- Interim Housing Aid (47)
- Service Brokerage (48)
- One-to-One Relationship
(Probation Friends) (49)
- Profile Testing (50)

2-7

Client's employment status at time of project exit (enter appropriate code)

- (51)
- 1 - Unemployed
- 2 - Employed full-time by other
- 3 - Employed part-time by other
- 4 - Self-employed

2-8

Client's educational status at time of project exit (enter appropriate code)

(52)

- 1 - Not enrolled in any educational facility, and not receiving any educational training
- 2 - Full-time student at educational facility
- 3 - Part-time student at educational facility
- 4 - Receiving educational training, not enrolled in educational facility

2-9

Client's vocational training status at time of project exit (enter appropriate code)

(53)

- 1 - Not receiving any vocational training
- 2 - Receiving vocational training full-time
- 3 - Receiving vocational training part-time

2-10

Did client obtain employment while enrolled in project? (enter appropriate code)

(54)

- 1 - YES, through client's own effort
- 2 - YES, through project's effort
- 3 - YES, through both client's and project's effort
- 4 - NO

2-11

Did client enroll in educational facility while under project?

- 1 - YES, 2 - NO

(55)

2-12

Was client involved in vocational training while enrolled in the project?

- 1 - YES, 2 - NO

(56)

APPENDIX B
PROJECT PERFORMANCE STATUS REPORT

CLEVELAND IMPACT
PERFORMANCE STATUS REPORT

Project: PROBATIONARY POST-RELEASE

Reporting Period (Month): _____

A. Client Intake Information

1) Number of clients enrolled at end of reporting period:

	Pre-Release*	Post-Release**
Male	_____	_____
Female	_____	_____
Total	_____	_____

2) Number of additional clients admitted this period:

	Pre-Release	Post-Release
New	_____	_____
Returned	_____	_____

3) Number of additional clients admitted this period who were last convicted of:

	New	Returned
IMPACT Crime	_____	_____
Other Felony	_____	_____
Misdemeanor	_____	_____

4) Criminal status of "new" clients admitted this period:

	One Conviction	Multiple Convictions*** (at least one)
IMPACT Crime	_____	_____
Other Felony	_____	_____
Misdemeanor	_____	_____ (only)

5) Number of "returned" clients who were admitted during this period with a new conviction:

IMPACT Crime _____ Other Felony _____ Misdemeanor _____

6) Number of clients who exited this project this period:

	Pre-Release	Post-Release
Satisfactory Completion	_____	_____
Dropped Out	_____	_____
Probation Violation	_____	N.A.
Other Unsatisfactory Performance	_____	_____
Referred to Another IMPACT Project	_____	_____
Referred to Community Agency/Project	_____	_____

7) Number of "new" clients who were referred from:

Common Pleas Court _____ Municipal Court _____ Adult Parole Authority _____
Other (specify) _____

*Those still on probation.

**Those released from probation.

***These are mutually exclusive categories; do not double-count.

B. Worker Information

1) Number of community volunteers at end of reporting period:

Male _____ Female _____

2) Number of additional community volunteers during this period:

Male _____ Female _____

3) Volunteer orientation and training during this period:

	No. of Volunteers	No. of Sessions	No. of Hours
Prior to Assignment	_____	_____	_____
In-Service	_____	_____	_____

4) Number of project staff employed at end of period: _____

5) Resource committees at end of period:

Number of people involved:

Educational Task Force _____

Employment Task Force _____

Volunteer Recruitment Task Force _____

Communications _____

Other _____

Total number of committees: _____

Number of organizations involved: _____

C. Fiscal Information

1) Project funds expended during this period:

LEAA Funds _____ In-Kind Funds _____

D. Activity Information

1) Individual counseling services rendered during this period:

	Pre-Release	Post-Release
Number of clients	_____	_____
Number of project staff	_____	_____
Number of volunteers	_____	_____
Number of sessions	_____	_____
Number of hours	_____	_____

2) Group counseling services rendered during this period:

	Pre-Release	Post-Release
Number of clients	_____	_____
Number of project staff	_____	_____
Number of volunteers	_____	_____
Number of sessions	_____	_____
Number of hours	_____	_____

3) Family counseling services rendered during this period:

	Pre-Release	Post-Release
Number of clients	_____	_____
Number of project staff	_____	_____
Number of volunteers	_____	_____
Number of sessions	_____	_____
Number of hours	_____	_____

4) Educational counseling and referrals during this period:

	Pre-Release	Post-Release
Number of clients	_____	_____
Number of volunteers	_____	_____
Number of sessions	_____	_____
Number of hours	_____	_____
Number of referrals	_____	_____
Number who enrolled in an educational facility due to service provided	_____	_____
Number of project staff involved (total)	_____	_____

5) Job referrals made during this period:

	Pre-Release	Post-Release
Number of clients needing this service	_____	_____
Number of job referrals made	_____	_____
Number of vocational training referrals made	_____	_____
Number of project staff	_____	_____
Number of volunteers	_____	_____

6) Housing aid during this period:

	Pre-Release	Post-Release
Number of clients needing housing	_____	_____
Number of housing situations found	_____	_____
Number of project staff	_____	_____
Number of volunteers	_____	_____

7) Number of one-to-one relationships established at end of period:

Male _____ Female _____

8) Public information/recruitment activities (meetings, seminars, etc.) during this period:

Number of project staff _____
Number of volunteers _____
Number of activities _____

E. Client Status

- 1) Number of clients who obtained employment during this reporting period:
Pre-Release _____ Post-Release _____
- 2) Number of clients who are employed at end of reporting period:
Experience Pre-Release Post-Release
Satisfactory _____
Unsatisfactory _____
- 3) Number of clients who lost jobs during this period:
Work Experience Pre-Release Post-Release
Satisfactory _____
Unsatisfactory _____
- 4) Number of clients involved in vocational training during this period:
Pre-Release _____ Post-Release _____
- 5) Number of clients who became enrolled in educational facility during this period:
Pre-Release _____ Post-Release _____
- 6) Number of clients enrolled in educational facility at end of period:
Experience Pre-Release Post-Release
Satisfactory _____
Unsatisfactory _____
- 7) Number of clients who dropped out of an educational facility during this period:
Experience Pre-Release Post-Release
Satisfactory _____
Unsatisfactory _____
- 8) Number of clients who were re-arrested during this reporting period:
Pre-Release Post-Release
IMPACT Crime _____
Other Felony _____
Misdemeanor _____
- 9) Criminal status of "total" clients at end of reporting period:
One Conviction Multiple Convictions***
IMPACT Crime _____
Other Felony _____
Misdemeanor _____
- 10) Number of "total" clients at end of period who were referred from:
Common Pleas Court _____ Municipal Court _____
Adult Parole Authority _____ Other _____
- 11) Number of "total" clients at end of period who were last convicted for:
Pre-Release Post-Release
IMPACT Crime _____
Other Felony _____
Misdemeanor _____

REQUIRED SIGNATURES

PROJECT: _____

IMPACT: _____

***Refer to page one.

END

7-21-1944