

**A Comparative Appraisal of Selected
Parole and Community Services Division
Field Demonstration Projects**

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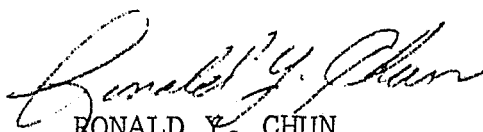
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The desirability of undertaking a preliminary analysis of various demonstration projects that were implemented over the last two years was discussed during a Parole and Community Services Division (P&CSD) planning review meeting on April 19, 1977. The issue of how comparison projects could best be made was resolved at subsequent meetings. In mid-July Arlene Becker, Deputy Director, Parole and Community Services Division, approved this demonstration projects comparison study.

As the chief architect of the study, Frank Trinkl, special consultant to the Division, was responsible for its design, the data collection effort, the analytical comparisons, and the preparation of this report. Many other persons were directly involved in the study effort; without their contributions, this study could not have been completed. Tom Frutchey and Jackie Taylor contributed importantly to the various phases of the study. Barbara Trinkl and Peter Trinkl contributed significantly to the cost-effectiveness analysis and to the preparation of this report. Lavonna Green, Bill Forrest, Jessie Anne Keller, Clyde Lee, Chris Randall, and Dave Torres were involved in the difficult task of analytically coding the information that was collected. All but Ms. Keller and Ms. Randall were also involved in the time-consuming task of collecting information at field unit offices. Additional persons contributing to the data collection phase were Elaine Sorenson, Ed Reed, Bill Williams, and Warren Campbell. The contributions of Lorrie Kimura and Judy Kaida, who typed an earlier version of the report, and Monica Spooner, who patiently typed the many tables, as well as the final report, are most appreciated.

Without the cooperation of unit supervisors and parole agents the task of obtaining information on adult offenders would have been impossible. The suggestions and advice of other persons on the staff of P&CSD and the Department's Bay Area Research Unit proved invaluable.


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CONTENTS

	Page
FOREWORD	i
CONTENTS	ii
LIST OF TABLES	iii
LIST OF FIGURES	iv
EXECUTIVE SUMMARY	v
INITIATING THE COMPARISON STUDY	1
WEIGHING ISSUES SURROUNDING THE COMPARISON STUDY	4
STRUCTURING THE COMPARISON STUDY	7
REVIEWING THE OPERATIONS OF PROJECTS AND PROGRAMS	10
OBTAINING REPRESENTATIVE INFORMATION	42
DEVELOPING RELEVANT MEASURES OF EFFECTIVENESS	47
DETERMINING TOTAL AND RELATIVE COSTS	55
UNDERSTANDING THE ANALYTIC METHOD USED FOR MAKING COMPARISONS	58
APPRAISING CATEGORIES OF PROJECTS AND PROGRAMS	65
APPRAISING INDIVIDUAL PROJECTS AND PROGRAMS	80
PROVIDING PROVISIONAL ANSWERS TO POLICY QUESTIONS	88
ESTABLISHING A BASIS FOR FUTURE DIRECTION	93
APPENDICES:	
A - DATA COLLECTION INSTRUMENTS	98
B - EFFECTIVENESS OF CATEGORIES OF PROJECTS AND PROGRAMS	104
C - EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS	109

TABLES

Table No.		Page
1.	Comparisons of Annual Total and Annual Net Costs	57
2.	Cost-Effectiveness Depending on Recidivism	68
3.	Cost-Effectiveness Associated with Delinquent and Criminality Measures	70
4.	Effectiveness Associated with Community Adjustment Measures	71
5.	Cost-Effectiveness Associated with Adjustment and Criminality Measures	73
6.	Cost-Effectiveness Rankings of Categories Under Varying Arrays of Effectiveness Measures	75
7.	Effectiveness Depending on Varying Days-on-Parole and Risk-to-the-Community	77
8.	Offense-Severity Associated with New Commitments	78
9.	Cost-Effectiveness of Individual Projects and Programs	81
10.	Cost-Effectiveness Rankings of Projects Under Varying Arrays of Effectiveness Measures	84
11.	Project Effectiveness Depending on Varying Days-on-Parole and Risk-to-the-Community	85
A-1.	Recording Background Information	99
A-2.	Recording Community Adjustment and Criminality Information	100
B-1.	Effectiveness of Categories of Projects and Programs Depending on Time-on-Parole	105
B-2.	Effectiveness of Categories of Projects and Programs Depending on Risk-to-the-Community	107
C-1.	Effectiveness of Individual Projects and Programs Depending on Time-on-Parole	110
C-2.	Effectiveness of Individual Projects and Programs Depending on Risk-to-the-Community	114

FIGURES

Figure No.		Page
1.	Duration of Field Demonstration Projects	41
2.	Geometry of Rank-Ordered Preferences	61
3.	Illustrative Rank-Ordered Preferences	64



EXECUTIVE SUMMARY

Initiating the Comparison Study. Over the past two years, the Parole and Community Services Division (P&CSD) has invested considerable time, effort, and resources in establishing an analytically-oriented planning system. This system was designed to provide Division Administrators with information on the performance of current parole operations and on promising directions for future operations. Companion documents to this report describe the system that has been adopted, as well as progress that has been achieved to date in implementing that system.

One of the principal efforts undertaken during the two-year period was the development and operation of a series of field demonstration projects. These projects were designed to test promising alternatives in parole supervision and to provide information on "what works, for whom, and how well." Since considerable time still is required before the evaluations being conducted for most of the experimental projects will be completed, a cost-effectiveness comparison was undertaken to achieve a timely appraisal of selected experimental projects and ongoing programs. The findings of that comparison study are presented in this report.

Although the findings are subject to qualification, this report provides initial insights into the basic policy question of "what works, for whom, and how well," as well as a set of inter-related policy questions that specify this issue in greater detail (e.g., to what extent do the various needs of and problems encountered by most adult offenders change during their period of parole supervision, and do the services and controls currently provided by P&CSD match these changing needs and problems). Further insights will be provided by the in-depth project evaluations.

Judgments concerning the effectiveness, efficiency, and equity of parole services and controls that are currently provided or that could be provided depend to a large extent upon the approach that is taken to appraise the performance of parole programs. This study is guided by the "matched services/controls" approach, which specifies that accurate judgments can be reached only by weighing a full array of criminality and community adjustment measures that are observed when the appropriate services and/or controls are provided to each adult offender depending upon the needs and problems experienced by that person throughout the period of supervision. Although focus is placed on the full array of measures, separate comparisons are also performed using measures of community adjustment or criminality.

Weighing Issues Surrounding the Comparison Study. This study marks the first attempt within P&CSD to jointly appraise an array of projects, based on cost-effectiveness considerations. To ensure that useful insights could be obtained, several issues regarding the desirability of undertaking the study were carefully weighed. These issues (e.g., concern over credible comparisons among projects) reflected judgmental differences over the value of cost-effective analyses emphasizing broadly-based appraisals of observed outcomes versus in-depth evaluations emphasizing the sorting out of causal relationships among various factors. On balance, it was judged that there were notable advantages in proceeding with the cost-effectiveness approach as well as with the in-depth evaluations.

Structuring the Comparison Study. Thirteen field demonstration projects and two ongoing programs are included in the study. The names and primary focus of the thirteen projects and two ongoing programs (Regular Parole Supervision and Parole Outpatient Clinic Los Angeles and San Francisco) are as follows:

Regular Parole Supervision

- . Regular felon and non-felon parole supervision.
- . Summary Parole cases assigned to regular supervision based on parole agent judgment.
- . Summary Parole cases that were continued with regular supervision, even though the parole agent recommended no supervision.

Pre-Release Institution Projects

- . Special Projects Alcohol and Narcotics (SPAN)-- provision of community survival courses geared to inmate needs.
- . Parole and Planning Assistance (PAPA)--development of release plans for adult offenders soon-to-be released from prison.

Summary Parole

- . Direct Summary Parole cases having varying base expectancy scores.
- . Summary Parole cases in which the parole agent recommended summary parole and the adult offender was assigned to summary parole status on a random basis.

Service Focus, Provided by P&CSD

- . Accelerated Social Development (ASD)--development of personally-rewarding social behaviors.
- . Direct Financial Assistance (DFA)--financial assistance to newly-released adult offenders for a period of ten weeks.
- . Vocational Rehabilitation--contracted for on-the-job training, provision of tools of the trade, relocation assistance and temporary transportation, and placement counseling and assistance.

Service Focus, Provided by Private Organizations

- . Bassett Barrio--employment placement and work experience (including sheltered workshops).
- . Project JOVE, Incorporated--establishment of small businesses that are managed by adult offenders and that train and hire other adult offenders.
- . National Health Plan (NHP)--prepaid medical, dental, and psychiatric services.

Control Focus

- . Parole Outpatient Clinics: Los Angeles and San Francisco (POC LA and POC SF)--provision of psychiatric outpatient service.
- . Parole Outpatient Clinic: San Jose District (POC SJ)--treatment of mental, emotional, and social-orientation problems by a full-time mental health professional or by appropriate referral.
- . Enzyme Multiplying Immunossay Technique (EMIT)--rapid-response urine testing process at the parole unit level.
- . High Control--intensive supervision or special investigations of high risk adult offenders.

Restructured Case Management

- . Team Supervision/Community Resources Management Team (CRMT)--specialized supportive services provided by a team of agents acting as resource brokers, each within various specialty areas.

Reviewing the Operations of Projects and Programs. Qualitative information concerning the operational experience of each of the projects and programs was obtained from managers. That information includes a listing of problems encountered and lessons learned. The

judgments that were expressed in the managers' reports add an important dimension to the quantitative aspects of this study. Additionally, these reports contain valuable insights pertaining to the design of future field demonstration projects within P&CSD.

Obtaining Representative Information. Information relative to criminality and community adjustment was collected from parole agents, case files, Department records, and Department of Justice Rap sheets for a representative sample of adult offenders participating in the projects and ongoing programs being compared (a total of about 750 adult offenders).

Information relative to criminality includes: arrest charges, both prior to and during the latest period of parole supervision, parole violations (including episodes as stated in parole violation reports and activity reports), time spent in jail, and time in parolee-at-large/releasee-at-large status.

Information relative to community adjustment while on parole includes: employment history, schooling or vocational training undertaken, sources of income, residential situation, social activities, physical and mental health status, drug and alcohol usage, and prognosis for a successful parole outcome as judged by the agent.

Developing Relevant Measures of Effectiveness. In keeping with the "matched services/controls" approach, projects generally are compared using a full array of measures of effectiveness (which specify the degree to which the intended good effects of the projects are being achieved).

To enhance the discovery of significant impacts of the projects and programs included in this study, emphasis is placed on those persons in only the most favorable or most unfavorable situations during various three-month periods. (Relative to employment, for example, a person considered to be in a favorable situation is one holding stable, full-time employment or attending school or training on a full-time basis. A person considered to be in an unfavorable situation is one who was neither legitimately employed nor attending either school or training or whose employment situation was sporadic or unstable.)

Twenty-one community adjustment measures are constructed; ten criminality measures are used, including a risk-to-the-community measure developed especially for the study. The risk-to-the-community measure considers the seriousness of the crimes committed by each adult offender by summing the middle prison term specified by the Determinate Sentence Law for all arrests of each adult offender during his or her last 24 months not in custody.

Determining Total and Relative Costs. For each project included in this study, the per person total annual cost of supervision is calculated. Three cost elements comprise the total cost measure:

- . Agent time required for supervising adult offenders.
(Non-felon caseloads are smaller than felon caseloads).
- . Additional resources utilized for services or controls.
- . Adjustment factor balancing varying proportions of felon and non-felon participants in specific projects.

The relative cost measure reflects the difference between each project's per person total annual cost of supervision and the per person total annual cost of supervising all persons included in the study.

Understanding the Analytic Method Used for Making Comparisons. Although a total of 31 measures of effectiveness was developed for the study, several of the analyses emphasize groupings of measures. These include:

- . Recidivism measure--the traditional primary measure of program effectiveness.
- . Criminality measures--indicators of actual or potential reinvolvement in criminal activities.
- . Community adjustment measures--indicators of the actual or potential ability to readjust to community life.
- . Community adjustment and criminality measures considered together.

Whenever an array of measures of effectiveness is used, it is convenient to construct an overall measure of effectiveness that summarizes the individual measures of effectiveness in that array. When constructing an overall measure of effectiveness, all measures within any array of measures are considered to be of equal importance. If policy makers wish to assign a varying weight to each measure reflecting its relative importance, the cost-effectiveness rank-orderings of projects could be affected. (Additional appraisals would be required to establish these revised rankings.)

The method of construction for the overall measure of effectiveness used in this study is as follows. Every project has a value associated with it for each of the measures of effectiveness.

(For example, one of the community adjustment measures is: the percentage of persons in the project sample having an alcohol usage problem during more than one three-month period within the most recent twelve months on parole. The value found for this measure for the Direct Financial Assistance (DFA) project is 14.3 percent.) This value is compared to that measure's corresponding value (which, in this case, is 10.2 percent) for all the persons included in the study within all projects and programs. If the value for the project or program being examined is less favorable than the corresponding value for all persons within the study (e.g., the sample for DFA has a higher percentage of persons with an alcohol usage problem), this is considered to be "disadvantageous." The number of such disadvantageous measures is then totaled for each project. Because some projects were dealing with more difficult caseloads (High Control as opposed to Summary Parole, for example), a limited number of such disadvantageous counts can be offset. (A maximum of two disadvantageous counts can be offset within the community adjustment measures and two counts can be offset within the criminality measures.) Knowing the net number of measures that are determined to be disadvantageous, the number of advantageous measures is found. For a given project, overall measure of effectiveness for a grouping of measures is the "percentage of total measures that are advantageous."

The second step involves the determination of rank-orderings among projects depending upon the relationship of their overall measure of effectiveness and their cost. A rigorous series of mathematical transformations are used to contrast the overall effectiveness and cost of all projects included in the study. Once this is accomplished, projects and categories of projects can be compared.

Appraising Categories of Projects and Programs. Traditionally, program evaluations within P&CSD have focused on the question "what works" in parole. These evaluations generally used recidivism as the measure of effectiveness. Because of the inadequacies of any evaluation using only one or at most a few measures, several appraisals are performed on categories of projects focusing on "what works" in parole.

Using only the recidivism measure, percentage of persons returned to prison, this appraisal shows that the categories of projects having the lowest percentages are Restructured Case Management, Services provided by P&CSD, and Services provided by private organizations, respectively. Yet when considering costs only, these categories rank second, seventh, and sixth, respectively. With an array of criminality measures, the top three cost-effectiveness rankings are: Summary Parole, Restructured Case

Management and Pre-Release, respectively. With an array of community adjustment measures, the rankings are affected, and the top three rankings are: Restructured Case Management, Summary Parole, and Regular Supervision, respectively. The use of the full array of measures results in a slight shift in rankings; the rankings are Summary Parole, Restructured Case Management, and Regular Supervision.

While these appraisals provide some insight into the question "what works," little or no insights are provided on the question "for whom, and how well." Insights into that question are possible only when considering individual projects.

Even though the sample size is small, a separate appraisal of the 27 persons included in the study sample that were returned to prison during the study period reveals several interesting similarities. None of the 27 were in favorable employment or residential situations immediately preceding the crime or violation that led to his or her return. Over their most recent three months on active parole, about 80 percent had unfavorable employment situations, while about 65 percent had unfavorable residential situations. Moreover, some 70 percent had unfavorable employment situations and over 50 percent had unfavorable residential situations for at least three of the four quarters preceding their return. In addition, the risk-to-the-community index for those persons returned was more than 60 percent larger than the index for all persons in the study.

Appraising Individual Projects and Programs. Appraisals of the cost-effectiveness of individual projects and programs afford greater insights into the question "what works, for whom, and how well," than do appraisals of project categories. These appraisals by project also provide insights as to the potential worth of the matched services/controls approach.

Within several of the categories, individual projects may have a dissimilar services or controls focus. For projects within a category having a distinctively different focus, choices among them cannot be made strictly on cost-effectiveness considerations. For this reason the ranking of all projects within a category are presented.

When considering the Regular Supervision and Summary Parole categories, those adult offenders assigned directly to Summary Parole have the highest cost-effectiveness level. However, no information on community adjustment is available for these cases. Moreover, these cases have a high return to prison rate.

Cases recommended for Summary Parole after 90 days under regular supervision that were in fact placed on Summary Parole, as well as cases recommended for Summary Parole that were continued on regular supervision, have relatively high overall effectiveness measures, 84 percent and 80 percent respectively, and the former group has a distinct cost-effectiveness advantage.

Cases that qualified for the Summary Parole program but for which, after a 90-day period of regular supervision, the agent recommended that regular supervision be continued, have an overall effectiveness measure of 48 percent. Hence, the evidence strongly suggests that agent judgment can be relied upon regarding the appropriate level of supervision.

Within the category of Pre-Release institutional projects, Special Projects Alcohol and Narcotics (SPAN) has a marked cost-effectiveness advantage over the Parole and Planning Assistance (PAPA) project. When comparing all projects within the Services/P&CSD category and the Services/Private organizations category, the cost-effectiveness rank orderings are: National Health Program (NHP), Vocational Rehabilitation, Accelerated Social Development (ASD), Project JOVE, Bassett Barrio, and Direct Financial Assistance (DFA). Only three of these projects (Vocational Rehabilitation, Project JOVE, and Bassett Barrio) have a similar service focus.

Within the controls category, the San Jose Parole Outpatient Clinic (POC SJ) project has the highest cost-effectiveness ranking. The Enzyme Multiplying Immunoassay Technique (EMIT) project ranks second. The High Control project, although having a slightly higher level of overall effectiveness than the EMIT project, ranks third, based on cost-effectiveness considerations. However, since each of these projects has a distinctively different control focus, choices among them cannot be made on cost-effectiveness considerations alone.

Team Supervision/Community Resources Management Team (the only project included in the Restructured Case Management category) has the highest overall level of effectiveness for all projects and programs included in the study. Because of the large cost savings achieved by the direct Summary Parole and agent determined Summary Parole cases, however, Team Supervision ranks only third among all projects and programs on a cost-effectiveness basis.

Providing Provisional Answers to Policy Questions. The appraisal clearly suggests that a recidivism measure by itself should not be used to judge the value of any project or program.

An array of measures including both community adjustment and criminality measures is preferred. The study also demonstrates the feasibility of comparing the costs and effectiveness of various projects and programs; it identifies promising choices as well as distinctly inferior choices.

The results of the cost-effectiveness comparisons can be combined with qualitative information on each project (especially problems that have been encountered and lessons learned). When this is done, it suggests that full-scale programs similar in operation to the Team Supervision/CRMT, Vocational Rehabilitation, ASD, JOVE, San Jose POC, EMIT, and High Control projects may be promising alternatives. (Additional study may be warranted in some cases to further increase the effectiveness or lower the costs of these programs.) Moreover, the placement of selected adult offenders on a conditional summary parole status after the initial adjustment period, based on agent judgment, appears to be a promising program choice.

The appraisal also suggests that the various needs and problems, individually or jointly, of adult offenders vary during the supervision period. An adult offender may experience an adverse change at any time during the period of parole. Unless intervention by P&CSD occurs, the persistence of any adverse situation may cause additional adverse changes. An adult offender may also experience favorable changes, but these are more likely to occur during the earlier phases of supervision. Periodic review may be required to maintain favorable situations throughout the period of parole.

The return-to-prison analyses suggests that the appropriate period of parole for high risk adult offenders who are experiencing adverse situations may be about 18 months (provided the situations are improved) rather than 12 months specified by the Determinate Sentence Law. An argument can be made that civil addicts should also be supervised for a period of about 18 months, provided that they participate in treatment programs and are not experiencing adverse situations.

Establishing a Basis for Future Direction. The insights that have been obtained suggest an approach to the restructuring of parole supervision consistent with the matched services/control model. Each adult offender would be assigned (or reassigned) to one of the following four modes of supervision:

- . Enhanced services consisting of one or more supportive services.
- . Service emphasis with a degree of special controls consisting of one or more specialized services and intermittent safeguards.

- . Increased controls with a degree of services consisting of more than one safeguard and limited specialized services.
- . High-level control consisting of more than one specialized safeguard.

After the initial adjustment period, adult offenders who are successfully adjusting to community life and who pose little risk to the public's safety would be reviewed for placement on a conditional summary parole status.

One way of organizing for this approach is as follows. A parole agent would be assigned to an action-plan development team, to a specialized service team, or to a specialized control team. The action-plan development team would have the responsibility for devising a short-term plan for each adult offender that specifies the nature and type of services and/or controls that are to be provided and the anticipated accomplishments.

Depending on the primary focus of the plan, the specialized service team or the specialized control team would have the responsibility for implementing that plan. These teams would also have the responsibility for assessing the progress of the adult offender, and for recommending revisions to the plan. Other organizational arrangements are possible, and these arrangements should be explored.

Since the situations of adult offenders may change throughout the period of parole, a systematic review of appropriate placement and type of services and/or controls would be undertaken.

Specific program concepts that--based on the findings of this study--can be incorporated into this mode of supervision include the following:

Action-Plan Development

- . Pre-release programs should be developed for inmates who will be released from prison within 90 to 120 days. If significant changes occur during the parole period, realistic follow-up plans should be developed.

Specialized Services

- . Emphasis should be placed on job training and employment placement. Vocational Rehabilitation appears promising; this service can be secured from private organizations provided that accomplishments can be clearly demonstrated.

- . Emphasis should also be placed on securing suitable living situations.
- . Emphasis should also be placed on health care services. Referrals to community agencies providing appropriate services should be made.

Specialized Controls

- . Parole outpatient clinic services should be provided by a mental health professional, patterned on the San Jose POC operation.
- . Rapid testing for substance abuse using EMIT technology should be implemented.
- . High control functions should be provided, and greater emphasis should be placed on the investigative functions relative to the supervisory function than is now the case.

These concepts, when fully integrated, should result in a more effective, efficient, and equitable mode of parole supervision that is fully consistent with public safety.



INITIATING THE COMPARISON STUDY

For a variety of reasons, issues concerning the overall effectiveness, efficiency, and equity of parole have become increasingly prominent in recent years. Relatively large levels of resources are being spent on parole supervision. Currently, the Parole and Community Services Division (P&CSD) expends about \$27 million and supervises about 20,000 adult offenders on parole status. Since resources are scarce at all levels of governments, the need for detailed information showing that the resources are being allocated in an effective, efficient, and equitable manner is becoming increasingly important.

Over the past two years, P&CSD has invested considerable time, effort, and resources in implementing an analytically-oriented planning system. This system is intended to provide Division administrators with information on the overall performance of current parole operations and on promising directions for future operations. Together with the development of this system, several projects have been selected for field trial demonstrations so that information relating to "what works, for whom, and how well" can be appraised, allowing decisions as to whether or not these or related projects should be expanded statewide.

With the implementation of the Determinate Sentence Law, the parole period for adult offenders convicted for felon crimes and released from prison is generally limited to one year. The evidence, however, indicates that a larger proportion of persons released from prison pose high degrees of risk-to-the-community. Hence, it is unclear whether a fixed period of parole supervision is appropriate for all offenders released from prison regardless of their ability to readjust to community life or their proclivity toward reinvolvement in criminal activities. The question of what ought to be an appropriate period of parole supervision remains to be answered. In large part, the answer to this question depends critically on whether services and controls provided to adult offenders are presently cost-effective or could be made cost-effective in the future. The issue of how best to provide effective, efficient, and equitable services and controls also has not been satisfactorily answered.

Varying degrees of dissatisfaction with the current method of parole supervision have been evident in the recent past. In part the thrust toward experimental field demonstration projects has been motivated by this concern. There are, however, various approaches as to how the overall performance of paroles can best be improved. Two opposite and competitive approaches that have been articulated in the past deserve careful appraisal.

One approach, characterized as the "global parole" model is based on a premise that there is a singularly preferred mode of supervising all adult offenders on parole. That mode of supervision can be established within a fully controlled field demonstration project. With this approach, an adult offender upon release from prison is assigned to one of several modes of parole supervision: regular parole, enhanced services, increased controls, or no parole. These assignments to the various modes of supervision are randomly made regardless of a person's tendency toward involvement in criminal activities. A preferred approach consisting of one of these modes of supervision would be implemented state-wide depending on the degree of observed statistical significance among a few indicators of criminality. It should be noted, however, that this approach, at best, can provide insights only into the question "what works."

The other approach, characterized as a "matched services/controls" model, is based on a premise that a flexible and responsive mode of supervision depending on the situation of the adult offender is preferred. The value of this mode of supervision can be established within a carefully structured field demonstration project in which services and controls, as appropriate, are furnished to adult offenders depending upon changes in their life situation over the entire period of parole supervision. Once the needs are established and systematically reviewed, the appropriate provision of services/controls (or no supervision) would occur. For comparison purposes adult offenders having similar needs are identified, but they are not provided additional services or controls other than those furnished under regular parole supervision. Cost-effective comparisons with alternative modes of supervision and regular parole can be made based on a full range of indicators, including community adjustment and criminality involvement measures.

But a "matched services/controls" model cannot be implemented unless a series of coordinated field demonstration projects are tested, consistent with an approach characterized as the "incremental parole" model, to establish the cost-effectiveness of various services or controls separately. Nearly all of the field demonstration projects that were implemented have been guided by the "incremental parole" model. Either of these approaches provides insights with the question of "what works, for whom, and how well"; however, the "matched services/controls" approach provides greater insights.

While none of the implemented field demonstration projects allows a precise test of the value of the "global parole" or the "matched services/controls" approach to parole supervision, this study provides relevant insights as to which approach shows the greater promise.

The primary purpose of this comparative appraisal of selected demonstration projects and ongoing regular programs is threefold. It is to provide preliminary insights into issues concerning the:

- . Relative effectiveness and costs of various projects and programs so that decisions as to whether they should be expanded, redirected, or terminated ultimately can be reached.
- . Appropriate length of parole supervision for both felon offenders and civil addicts depending on the person's proclivity toward reinvolvement in criminal activities.
- . Preferred mode of parole supervision so that the overall effectiveness, efficiency, and equity of parole can be improved.

Insights into other issues are also considered, and these will be highlighted. These issues are:

- . Whether an array of measures reflecting both community adjustment and criminality allows a more complete assessment of the value of parole than the use of one or more recidivism measures.
- . Whether the provision of appropriate services or controls affects the adult offender's proclivity toward reinvolvement in criminal activities.
- . Whether the provision of appropriate services or controls affects the adult offender's prospect for adjustment to the community.
- . Whether the various needs/problems, individually or jointly, of adult offenders vary throughout the period on parole, and whether the services or controls that are currently provided match the changing situation of the offender.

This study does not include detailed evaluations of each of the field demonstration projects. These in-depth evaluations will focus on the impact of selection and exclusion criteria, on the extent to which the objectives of the projects were realized, and on the generality of the observed accomplishments. By design, these considerations are excluded in this study, but they are being carefully considered as part of the formal evaluations of individual projects that are already in progress.

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WEIGHING ISSUES SURROUNDING THE COMPARISON STUDY

Before initiating this comparative appraisal of demonstration projects, several issues concerning the desirability of a study effort were carefully weighed. These issues focused on the following four interrelated questions:

- . Are credible comparisons possible?
- . Can the study be undertaken without contaminating ongoing projects?
- . Will the information obtained be dependable?
- . Will the study findings be properly used?

A negative response to any one of these questions would have been a sufficient reason for not initiating the comparison study. At the start of the study, positive responses could not be ensured.

The concern over credible comparisons focused on the belief that comparisons would be inappropriate for three reasons: the demonstration projects all had varying starting dates; the participants in the various demonstration projects had dissimilar socioeconomic characteristics; and actual participation in projects depended on varying selection/exclusion criteria. In this study, these factors are considered to be of secondary importance and not explicitly taken into account.

To be certain, these considerations argue that it would be exceedingly difficult in this study (or in other evaluative studies) to sort out directly whether improvements in the behavior of participants in the various projects are attributable to the benefits of the project themselves, or are attributable to factors extraneous to the specific project. This study does not attempt to sort out whether observed changes in the various measures that are used in this study are directly relatable to a specific project. Rather, it attempts to analyze whether participation in any project results in more favorable community adjustment and reduced involvement in criminal activities. If favorable outcomes are observed, a notable share of those outcomes is assumed to be attributable to the project. However, a multitude of factors interact to influence parole outcomes; many of these factors are not controllable through

actions by P&CSD. Hence, there is little that the Division can do to guarantee that the circumstances in which adult offenders find themselves, contribute to an incident-free parole. There are, however, "periods of opportunity" during which, if appropriate services or controls are applied, changes in situations could occur that may contribute to a more successful parole.

Even though the starting date of demonstration projects vary, the "interventions" under these projects generally cover only a part of the period of parole. Using a widely-ranging set of effectiveness measures, observed outcomes over the entire period of parole status are the focus of this study.

While it is true that participants in the various projects have dissimilar socioeconomic characteristics, it is judged that greater insights are possible if observed project outcomes are related to two other factors: risk-to-the community, and time-on-parole. Detailed evaluations already underway will attempt to sort out the impact of dissimilar socioeconomic characteristics as well as the impact of selection/exclusion criteria. This study does not attempt detailed comparisons based on specific measures of project performance; rather, comparisons in this study are based on higher-order measures of effectiveness.

It is strongly believed that this study effort did not influence the behavior of adult offenders participating in these projects or their parole agents; contamination apparently did not occur. Initially, it was felt that this might happen with Direct Financial Assistance and the High Control projects, especially if participants in the control groups of these projects were selected for this study. The likelihood that adult offenders in the control group of the individual projects were selected for this study in sufficient numbers to influence the results in the individual project is exceedingly small. It is also unlikely that agents supervising offenders assigned to control or comparison groups changed their mode of supervision as a result of this study. Although the study selected adult offenders from the rosters of the experimental groups, it is extremely doubtful that the operation of ongoing projects was unwittingly affected.

The issue of dependable information was not completely resolved. Even though all of the demonstration projects have an information-gathering requirement, in nearly all cases the information was not systematically collected, nor was the information required for the Division's program structure, even in part, routinely collected. Moreover, since each program and project

generally had information tailored to the anticipated accomplishments, congruent information across the projects simply did not exist. Consequently, a decision was made to collect information specifically tailored to this study. As anticipated, information on community adjustment (employment, living situation, health) was far from complete, but information related to unlawful behavior was generally satisfactory. Considerable effort was expended in obtaining dependable information. Where gaps existed, agent judgments were the final source. While precision in the information collected cannot be ensured, biases in the information obtained are probably distributed randomly among the projects and would not favor or disfavor any individual project.

Even though the insights obtained are subject to qualifications (as is the case with any study), this study provides information to decision-makers based on criteria of objectivity and consistency. The insights obtained in this study should, therefore, prove useful in determining the thrust of future planning activities. Moreover, since this study marks the first attempt within P&CSD to jointly appraise an array of projects, based on relative cost-effectiveness considerations, the insights obtained should also prove useful in deciding resource allocation issues. If decision-makers find the information relevant and pertinent, its use is properly within their domain. Rarely are decision-makers allowed the luxury of waiting until complete results are in hand; decisions are constantly being made based on available information.

RECEIVED

STRUCTURING THE COMPARISON STUDY

A total of thirteen experimental projects and two regular programs are included in this study. They are:

Projects

- Accelerated Social Development (ASD)
- Bassett Barrio
- Direct Financial Assistance (DFA)
- Enzyme Multiplying Immunoassay Technique (EMIT)
- High Control
- National Health Plan (NHP)
- Parole and Planning Assistance (PAPA)
- Parole Outpatient Clinic (POC): San Jose District
- Project JOVE, Incorporated
- Special Projects Alcohol and Narcotics (SPAN)
- Summary Parole
- Team Supervision
- Vocational Rehabilitation

Programs

- Parole Outpatient Clinics (POC): Los Angeles and San Francisco
- Regular Parole Supervision Process

A description of the operational experiences of the demonstration projects and the ongoing programs is presented subsequently.

During the initial phase of the study, information on the operational experiences for each of the projects--as well as selected programs--was elicited from the project/program managers. For the sample of participants selected from the rosters of each project or program, information on community adjustment and criminal activities was obtained. A specially designed questionnaire (as explained later) and Bureau of Criminal Identification and Investigation (CII) information provided the basis for the needed information. The information collected (case file materials and "rap" sheet data) was combined into a set of measures of effectiveness. A cost analysis was undertaken to provide comparable information for the cost measures.

The analytic effort consisted of three major phases. The first phase focused on an appraisal of groupings of projects or programs. The information obtained on each participant in the

various projects or programs was pooled to correspond roughly to alternative modes of supervision identified within the unique model approach. This analysis provides insights into questions concerning the cost-effectiveness of the various categories.

The various categories selected are as follows:

REGULAR PAROLE SUPERVISION

Regular felon and non-felon parole supervision

Summary Parole cases assigned to regular supervision based on parole agent judgment

Summary Parole cases that were continued with regular supervision, even though the parole agent recommended no supervision

PRE-RELEASE INSTITUTION PROJECTS

Special Projects Alcohol and Narcotics (SPAN)

Parole and Planning Assistance (PAPA)

SUMMARY PAROLE

Direct Summary Parole cases having varying base expectancy scores

Summary Parole cases in which the parole agent recommended summary parole and the adult offender was assigned to summary parole status on a random basis

SERVICE FOCUS, PROVIDED BY P&CSD

Accelerated Social Development (ASD)

Direct Financial Assistance (DFA)

Vocational Rehabilitation

SERVICE FOCUS, PROVIDED BY PRIVATE ORGANIZATIONS

Bassett Barrio

Project JOVE, Incorporated

National Health Plan (NHP)

CONTROL FOCUS

Parole Outpatient Clinic - Los Angeles (POC-LA)

Parole Outpatient Clinic - San Jose District (POC-San Jose)

Parole Outpatient Clinic - San Francisco (POC-SF)

Enzyme Multiplying Immunoassay Technique (EMIT)

High Control - Walnut Creek

RESTRUCTURED CASE MANAGEMENT

Team Supervision/Community Resources Management Team

This grouping allows insights into questions concerning the cost-effectiveness of "no parole" versus "regular parole," "enhanced services parole" versus "increased controls parole," "enhanced services provided by P&CSD or institutions" versus "enhanced services provided by organizations outside P&CSD," and "restructured case management specialization" versus "regular parole."

The second phase of the analytic effort consisted of determining the cost-effectiveness of each of the individual projects and programs, since analysis by category limits the insights that are possible. Analysis by individual project is consistent with the matched services/controls model approach, and provides greater insight into the issues cited above.

The third phase of the analytic effort consisted of analyzing parole outcomes depending on an adult offender's risk-to-the-community. In the absence of a conventional base expectancy score (used in research studies to explain, in part, expected differences in outcomes), a risk-to-the-community measure was developed based on offense severity scores reflecting middle prison terms as specified in regulations concerning the Determinate Sentence Law. (The construction of the index is explained in a later section.) Clusterings within the range of risk-to-the-community scores provided a framework (within the categories considered or among the individual projects or programs) for determining whether effectiveness rankings are highly dependent upon the risk-to-the-community index.

Also included in the third analytic phase was an analysis of parole outcomes depending on the time spent on parole. Since the implementation dates of the demonstration projects vary, it would have been exceedingly difficult to select a representative sample of participants having equivalent time-on-parole. Clusterings within the range of actual time-on-parole provided a framework for analyzing whether effectiveness rankings are highly dependent upon the time spent on parole.

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REVIEWING THE OPERATIONS OF PROJECTS AND PROGRAMS

As part of the comparison study, managers were requested to submit information on the operation of their projects and programs. The information contained in their memoranda is summarized here and, in most cases, has been only minimally revised. A standard format is used. The information is organized around (1) purpose, (2) service/control focus, (3) participation criteria, (4) geographic coverage, (5) duration and extent, (6) problems encountered, and (7) lessons learned. This information is useful in weighing the insights and judgments that subsequently will be presented on each individual project and program.

Accelerated Social Development (ASD)

Purpose

To develop positive, personally rewarding social behaviors that enable adult offenders to more adequately cope with community life, thereby reducing relapse into delinquent or criminal behavior.

Services/Controls Focus

A structured six-month parolee training program that consisted of:

- . Motive growth counseling (self-inventory, goal development, and action planning).
- . Contingency self-management (timely feedback and reinforcements for accomplishments).
- . Personal effectiveness group training classes.

Participation Criteria

After project implementation, participation criteria consisted of:

- . Parolees voluntarily agreeing to participate.
- . Parolees being available for contact and supervision.

- Parolees being on active parole for at least 30 days and with a minimum of seven months remaining before eligibility for discharge.
- Parolees not judged psychiatrically unamenable.

Geographic Coverage

Project service teams comprised a part of a parole unit in each of the five regions.

Duration and Extent

Team training commenced in March, 1976. By June 21, 1976 it was anticipated that 165 persons would be involved in the training program and that 130 persons would be assigned to the two control groups. February, 1977 was the target date for completion of the project.

Problems Encountered

Since ASD was one of the first field demonstration projects implemented under P&CSD's planning system, problems were unavoidable. The problems included:

- Divergencies of opinion existed as to whether various modalities of services should have been included in the field demonstration, whether relevant information on appropriate outcome measures would be collected, and whether the research design would allow for the sorting out of project consequences.
- Project intake never matched the anticipated schedule. Early in the project, assignments to experimental and control groups were not random, reducing the usable sample size and limiting the validity of findings.
- Headquarter's understanding and support for the project was perceived by the project coordinator to fluctuate widely.
- Regional and district administrators' support was passive. Adequate staffing was not achieved. Supervision and training of project staff was perceived as inadequate by the project coordinator.

- Full implementation of the parolee training program did not occur. Because of the difficulties associated with reimbursements for reinforcement items, the Contingency Self-Management component of the training program was eliminated.
- Lack of line authority was judged by the program coordinator to be a major factor limiting project flexibility. He also viewed the creation of a special ASD Task Force as a hindrance to the operational management of the project.
- Inadequate resources and insufficient staff were assigned to initiate, implement, monitor, and evaluate the research effort of the project.

Lessons Learned

Valuable insights were obtained from the ASD field demonstration that generally apply to other field demonstrations. Some of the major insights are:

- All experimental projects require a fully developed implementation plan and a well defined research design before field implementation. The plan and the research design must be adhered to.
- All experimental projects should have an initial built-in period for operational shakedown.
- Experimental projects should be implemented on a smaller scale so that control over the project can be maintained. Project directors should have line authority over the project staff team.
- Complete administrative support and full funding should be assured throughout the duration of a well formulated field demonstration project.

Bassett Barrio Council

Purpose

To provide employment placement and work experience to adult offenders.

Services/Controls Focus

A community project financed by the OCJP grant, as well as by other sources, providing:

- Job training and sheltered workshop experiences to interested parolees over an extended period of time.
- Counseling and other supportive services as required.

Participation Criteria

There are no formal selection criteria. If the person is self-referred, the unit office staff is informed, and the agent authorizes placement and service. Direct referrals are also made. All interested adult offenders are eligible as long as they agree to divulge information regarding their parole status and make known their assigned parole agent.

Geographic Coverage

The Council serves persons primarily supervised by the San Gabriel Valley, Eastside, Montebello, and the East Los Angeles non-felon unit offices. Persons supervised by other nearby unit offices may also be served.

Duration and Extent

The Council initially began to serve adult offenders on July 1, 1976, and they are receiving OCJP grant funding during the current fiscal year. In the last fiscal year about \$40,000 of the OCJP grant funds were expended, and about 50 parolees were involved in job-training and sheltered workshop components of the project.

Problems Encountered

During the first fiscal year of operation, the problems encountered included:

- Unanticipated delay in contract approval.
- Unexpected stoppage of boat-building activities curtailed the operations of the sheltered workshop.

Lessons Learned

Some of the insights that were obtained during the initial operation of the project included the following:

- Proper controls are required to verify that claimed services are being rendered.
- Participation in the project for a period of time less than about four to six months appears inefficient. In some cases participation for a period of up to one year may be appropriate.
- As with other projects managed by private groups, a systematic evaluation of this project should be made.

Direct Financial Assistance (DFA)

Purpose

To provide financial assistance to felon parolees shortly after their release from prison.

Services/Controls Focus

Essentially, the current DFA project is a replication of a previous project initiated within Region II in 1972. Within the current project, one group of parolees received \$85 per week over a ten-week period, while another group received \$125 per week over the same period. Payments to parolees were to begin during the second week of parole.

Participation Criteria

Adult offenders released on parole during April, May, and June of 1977 and previously convicted only for property crimes were eligible. Excluded were persons convicted of crimes against persons.

Geographic Coverage

DFA was provided to selected persons released to Regions II, III, and IV.

Duration and Extent

The project began in April of 1977. A total of 120 parolees were randomly assigned to the experimental group (60 persons received \$85 per week while the remaining 60 persons received \$125 per week). An additional 120 parolees were assigned to the control group and received no financial assistance. The last of the payments was completed in September, 1977

Problems Encountered

Several deficiencies were apparent. These were:

- Differences of opinion existed as to whether the project had been formulated to provide insights into relevant policy issues.
- Implementation of DFA occurred before the complete formulation of the research design.
- Approximately one-fifth of the DFA participants did not receive their initial payment during their second week of parole as planned since timely information on actual release date was not obtained.

Lessons Learned

Although an evaluation of the DFA project is underway but not yet completed, several observations are warranted. These are:

- A questionnaire soliciting DFA recipient responses to employment and financial status is being used to collect information on adjustment measures. Unless the information supplied is verified, evaluation findings, based on the information that is returned, may have to be qualified.
- Difficulties in sorting out the incremental benefits of the financial assistance received may be encountered since the payments were provided independent of need, employment status, earnings, and other sources of funds.

Enzyme Multiplying Immunoassay Technique Urine Testing (EMIT)

Purpose

To provide a rapid-response urine testing method at the unit level for assessing drug usage among civilly-committed addicts. If continued illegal drug use is detected, appropriate controls including local custody, assignment to detoxification or methadone programs, or return to CRC or other appropriate facilities are imposed.

Services/Controls Focus

Leased machines employing the Enzyme Multiplying Immunoassay Technique (EMIT) identifies the use of opiates, methadone, barbiturates, amphetamines, and cocaine. Although positive results presently have to be verified at certified laboratories under contract with CDC, field evidence allows the parole agent to confront the drug user and initiate appropriate control strategies.

Participation Criteria

All N-numbers under supervision within the pilot field units. No releases are excluded.

Geographic Coverage

Sacramento and Burbank districts and San Diego Unit 3.

Duration and Extent

The project was initiated in August, 1976 and remains in operation. During the first year of pilot operation, more than 1,000 civil addicts participated in the project.

Problems Encountered

No major problems have been encountered. The supposition that a greater degree of misclassification of test results might result in a field setting turned out to be incorrect.

Lessons Learned

Based on the first year of operation, the following observations appear warranted.

- Fewer civil addicts are involved in multiple drug usage than previously believed.

- Monitoring the extent of drug usage by civil addicts over a short time period appears feasible through the use of "detox curves."
- More timely intervention by parole agents has resulted.
- Moreover, a notable decrease in positive test for opiates (about eight percent reduction compared with the previous period) is being observed.
- Alternatives to the frequency and duration of urine testing should be implemented.
- Cost-effectiveness arguments in favor of a rapid field testing capability appear valid.

High Control - Walnut Creek

Purpose

To provide intensive supervision for selected high risk parolees, investigate suspected parole violations and criminal activities of high risk parolees, and maintain close liaison with law enforcement and other criminal justice agencies.

Services/Controls Focus

As specified in the Implementation Plan (September 1, 1977), the various activities of High Control include:

- Routine interviews.
- Evidence collection: pretext interviews and representation, use of informants, surveillance (fixed, spot, and tailing).
- Arrests and prosecution.
- Liaison.

Participation Criteria

Cases referred to the High Control Unit are reviewed (based on prior history and current evidence) and accepted if specified selection criteria are met. Rank-ordered priorities for assignment to intensive supervision or to investigation are:

Intensive Supervision

Violence with injury
Contract murder
Weapons or threat of violence
Drug sales over \$50,000
Property/fraud loss over \$100,000
Gang leaders
Deviant sexual behavior
Property/fraud loss over \$20,000
Drug sales over \$10,000
Subversive gang activities
Repeated drug sales for profit
Property/fraud loss over \$1,000

Investigation

Violence with injury (include contract gang members)
Armed PAL/RAL
Possession of weapons
Property/fraud loss over \$100,000
Drug sales over \$50,000
PAL/RAL with felony warrant
Deviant sexual behavior
Property/fraud loss over \$20,000
Drug sales over \$10,000
Active prison gang leader
Repeated drug sales for profit
Subversive gang member activities
Property/fraud loss over \$1,000
Repeat PAL/RAL

Geographic Coverage

Contra Costa County.

Duration and Extent

Screening of high risk parolees and operational shakedown began February 15, 1977. Formal field demonstration commenced on about August, 1977, and the initial phase was intended to last one year. Seventy-one cases were accepted for High Control (83 percent acceptance rate). Thirty-eight of these cases were still active (as of late October, 1977) and consisted of 28 cases under intensive supervision and 10 cases under investigation.

Thirty-three cases have been terminated. Upon completion of investigation, 19 cases were referred back to the regular agent. The remaining 14 cases under intensive supervision were either discharged (4), transferred (8), revoked (1), or died (1). Investigations generally lasted about two months.

Problems Encountered

Based on the operational shakedown period, several areas of concern surfaced. These were:

- The agent-in-charge perceived a reduction in enthusiasm and project effectiveness as a result of the policy decision, not to arm High Control agents.
- Some duplication of effort occurred because of task specialization. More efficient use of parole agent time would be realized if High Control agents handled both intensive supervision and investigation cases. (Such a change would not affect the research design and has been recently implemented.)
- Organizing, classifying, and assimilating information from a variety of sources on the high risk cases has become time-consuming.
- Expected rate of arrest and prosecutions has fallen below expectations, since the time required to achieve thorough investigation is greater than anticipated.
- Working relationships with regular agents, although adequate, have not been at the level initially anticipated.

Lessons Learned

Although full operation of the project has only been recently achieved, several observations appear warranted. These are:

- Method to improve a cooperative working relationship with regular parole agents should be developed.
- A regular, systematic job rotation plan allowing a larger number of agents to become involved in High Control activities should be developed.
- Ways of maintaining a separate identity from law enforcement agencies should be explored.

- Other units soon to implement High Control activities are selecting the same activities as specified in the Walnut Creek plan. The prospect for exercising other alternatives or variations in High Control operations appears to be diminishing.

National Health Plan (NHP)

Purpose

To determine the needs for health services among adult offenders on parole and to establish the effectiveness of a prepaid arrangement for the delivery of the needed services.

Services/Controls Focus

For a period of six months, randomly selected adult offenders who showed health service needs were to receive medical, dental, and psychiatric services under an arrangement with the National Health Plan, a private prepaid insurance carrier.

Participation Criteria

Adult offenders who were on parole as of November, 1976 and who did not have discharge dates prior to July 1, 1977 were eligible. A questionnaire on health services needs was sent to each parole agent in the district. Information on those persons who were judged by the agent as requiring health services needs was rank-ordered by age and sex within various categories of health needs, and alternating assignments to treatment (receiving services) and control (not receiving services) were made. Participation in the project was limited to 135 project-slots.

Geographic Coverage

The project was limited to South Los Angeles County (District 3, Region III).

Duration and Extent

The project commenced on December 1, 1976 and prematurely terminated in early April, 1977 when the National Health Plan organization went into receivership.

Problems Encountered

Besides the problems encountered in April, 1977, other difficulties were:

- Insufficient time was allocated at the start of the project for identifying those persons needing health services. Moreover, parole agent cooperation in submitting the health questionnaire appeared low, since only 220 questionnaires on 1800 adult offenders were in-hand at the start of the project.
- Since the contractual arrangement specified 135 project-slots, persons who no longer required or desired health care services or who were unavailable for services (jail, prison, PAL/RAL) could be replaced by other persons. Timely information required to transfer project benefits to other persons generally was not furnished by parole agents.
- Evaluative information on those persons who only partially used the health services and on those persons who left the control group was difficult to obtain.
- Services were terminated when the organization went into receivership, even though the treatment was incomplete for many persons.
- Evidence indicated that a significant number of persons were paroled with health needs that should have been treated in the institution.

Lessons Learned

Some of the major lessons learned are:

- Persons should be qualified for services, and services should be provided for an appropriate length of time without an attempt to achieve an equivalent number of participants from all units.
- Since persons do not necessarily take full advantage of the benefits available through a prepaid arrangement, arrangements focusing on payment for services actually rendered may be preferable.
- Because of workload and other considerations, agents should not be given the sole responsibility for providing special evaluative and follow-up information.

Parole and Planning Assistance Unit (PAPA)

Purpose

To assist in the development of pre-release plans for inmates about to be paroled so that they may adjust more easily to the community.

Services/Controls Focus

A variety of services are provided to pre-release inmates including counselling, contacts, liaison, and direct involvement in:

- . Educational and/or vocational programs placement.
- . Work/furlough assignment.
- . Employment and housing arrangement.
- . Transport of persons to the community as required.

Participation Criteria

Participation depends only on the inmates' willingness to become involved.

Geographic Coverage

The operation of the PAPA Unit is centered at the California Medical Facility (CMF) at Vacaville.

Duration and Extent

The unit began its operations in October, 1974 and is considered an ongoing project. Between October, 1976 and October, 1977, about 150 inmates were involved in the program.

Problems Encountered

No problem areas have been reported by the Unit Coordinator.

Lessons Learned

Based on current and past evaluations, several observations are relevant. They include:

- Although pre-release plans apparently are well-developed, notable changes occur after the person has been on parole for a short time. Plans for education change, and if the person enrolls in school, the odds of dropping out are generally high. These plans should be updated during the initial period of parole supervision.
- Since the benefits of pre-release programs are significantly reduced as the time-on-parole increases, special follow-up programs should be provided.

Parole Outpatient Clinic (POC - Los Angeles)

Purpose

To provide psychiatric services to those adult offenders requiring treatment during the period of parole supervision.

Services/Controls Focus

The clinic provides:

- Outpatient psychotherapy to parolees and members of their family.
- Consultation and evaluation of special cases for parole agents and the Community Release Board.

Participation Criteria

Persons unsuitable for treatment are those who (1) adamantly refuse help, (2) cannot benefit from therapy, such as mentally dull, defective persons, or senile persons, (3) are long-term alcoholics, and (4) are passive-dependent, unmotivated narcotic addicts.

Geographic Coverage

The main clinic is located in Central Los Angeles, and 17 satellite clinics are located throughout the Southland.

Duration and Extent

The average caseload of the clinic approximates 800 patients. Persons may be provided treatment over a period exceeding one year, although only a small percentage complete the prescribed treatment program and show a notable improvement.

Problems Encountered

The major problems experienced include the difficulty of providing treatment at distant locations, and the increasingly large numbers of psychiatrically very disturbed offenders released from prison.

Lessons Learned

- Additional effort is being made to increase the interaction between clinic staff and parole agents, especially at outlying parole units. This also allows treatment of parolees in a location closer to the area where the parolee resides.
- The need for intensive inpatient treatment appears to be increasing. To facilitate such treatment, whether within the correctional system, state hospital system, or the private sector, the return of a parolee patient should be accomplished on a more rapid basis.

Parole Outpatient Clinic (POC - San Francisco)

Purpose

To provide psychiatric services to those adult offenders requiring treatment during the period of parole supervision.

Services/Controls Focus

The clinic provides a variety of psychiatric outpatient services with limited inpatient services to parolees and their families. Clinic staff work closely with parole agents. Psychotropic medication is also supplied to parolees, generally at no cost.

Participation Criteria

Persons are not excluded from receiving POC services. However, if specific services are best provided by other programs, the parolee is assisted in receiving those services. Not all persons could benefit from treatment that is provided by the clinic.

Geographic Coverage

The main clinic is located in San Francisco, although clinic staff provide treatment to adult offenders throughout Northern California.

Duration and Extent

The average caseload of the clinic is approximately 750 patients. Persons are provided treatment for a period generally exceeding one year, but only a small percentage satisfactorily complete the prescribed treatment program.

Problems Encountered

During the last year the major problem encountered was the large number of poorly-controlled, mentally-ill, violent offenders released.

Lessons Learned

There is a need for increased availability of psychiatric services at the unit level both during normal working hours and afterwards. Also, there is a need for the development of treatment programs at the unit level.

Parole Outpatient Clinic (POC - San Jose District)

Purpose

To provide a full range of services to adult offenders having mental, emotional, or social orientation problems through the assignment of a full-time mental health professional at the district level.

Services/Controls Focus

The mental health professional provides:

- Ongoing therapy including crisis intervention within the clinic.
- Diagnosis and prognosis evaluations for adult offenders within prison or jails and on parole.
- Appropriate referrals of clients to community mental health services.
- Referrals of clients to CMF, Atascadero, and other institutions, as required.

- Referrals of clients in need to the social, vocational, and employment departments within the district.
- Training of parole agents and supervisors and consultation with agents having professional or personal problems and with the district administrator on personnel and parolee problems.

Participation Criteria

Referral to the clinic occurs in the following way:

- Attendance mandated by the Adult Authority/Community Release Board.
- Referral by the parole agent.
- Self-referral.

Maximum benefit from psychotherapy is only possible if the client-therapist relationship is built on mutual trust and if the client is able to use verbal means to penetrate and understand his problems and wishes to achieve change in behavior patterns. In a number of cases the offender's spouse, friend, or family member receives clinic services.

Geographic Coverage

Unit offices within the jurisdiction of the San Jose Parole District.

Duration and Extent

The project started on October 1, 1976, and the initial field demonstration lasted one year. During this period, the number of clients served by the clinic ranged from 72 to 110, and the average length of treatment was eight months.

Problems Encountered

Since the method of operations under the POC-District Level Project represented a significant departure from the operations of the Northern POC, an orderly transition did not occur. In addition, other problems arose. Major problems included:

- Despite an agreement to the contrary, the Northern POC did not initially cooperate with the San Jose POC Project in affecting a smooth transfer of clients. Diagnostic and prognostic information on the transferred clients was not forwarded.
- Scheduling of effort on the part of the mental health professionals proved difficult because of the large number of clients spread throughout a large geographic area.
- Gaining the confidence of parole agents proved time-consuming at the start of the project.
- There was an initial reluctance on the part of community mental health staff to assist adult offenders.

Lessons Learned

Valuable insights are already available from the San Jose POC Project. These include:

- Early problem assessment and crises intervention can be achieved at the district level.
- Referrals to and utilization of community services can be established.
- Close working relationships with mental health clinics and professionals associated with clinics, hospitals, or in private practice can be established.
- The number of adult offenders having mental, emotional, or social orientation problems exceeded previous estimates. There appears to be a need for a more extensive and intensive POC Program at the district level focusing on these needs as well as other programs focusing on the total needs of adult offenders.
- District level parole outpatient clinics can operate autonomously; however, it appears desirable to have a central office to provide training, communications between clinics, special consultation, back-up personnel and services as required.
- District level mental health professionals need not be certified psychiatrists.

- Parolees are able and willing to help themselves if given adequate time and attention. However, to achieve certain or near certain change, therapy extending over a period of time, probably exceeding one year, would be required.
- Extensions of district level parole outpatient clinics appear warranted based on effectiveness and efficiency considerations. Other variations for the delivery of these services deserve consideration.

Project JOVE, Incorporated

Purpose

To organize small businesses managed by ex-offenders to train and hire ex-offenders.

Services/Controls Focus

An ongoing project financed by CDC (about 85 percent funding) and other sources (about 15 percent funding) providing:

- On-the-job training to interested parolees provided they have prior work experience, or work experience if parolees have no work experience. Although attempts have been made to set up specialized small businesses (e.g., speciality clothing, carpet installations), presently the businesses consist of instant printing and janitorial services. Upon completion of the training, placement is usually achieved within four to six weeks.
- Supportive services while in the program (transportation, residential, child care).
- Pre-release plan development.
- Counselling.
- Assistance to female parolees through the project's Women's Service Center.

Participation Criteria

The project has no formal selection criteria. Services provided to any interested parolee, whether parole agent referral or self-referral.

Geographic Coverage

Services limited to parolees residing in the San Diego area.

Duration and Extent

Project initially funded about ten years ago. In the last fiscal year the budget for the project totaled about \$55,000, and about 50 parolees received either on-the-job training or work experience (the major focus of the project, although other services are provided).

Problems Encountered

Although the project has been in being for about a decade, several problem areas persist. The more pressing problems are:

- Inadequate funding is limiting the number of parolees that can be served by the project.
- Lack of continuity and delays in funding occur.
- Promising small business ventures are not materializing at the rate that was anticipated.

Lessons Learned

The project apparently is living up to expectations. However, there appears to be a requirement to systematically evaluate JOVE as well as other projects managed by private groups.

Regular Supervision

Purpose

Consistent with the public's safety, increase the frequency and degree of successful adjustment to community life by providing supportive services and safeguards and by enlisting community assistance.

Services/Controls Focus

Parole agents supervising felon caseloads average about 50 cases per agent, whereas agents supervising non-felon caseloads average about 35 cases per agent. Each case-carrying agent is expected to maintain contact with the adult offender consisting of either

personal contacts (face-to-face) or collateral contacts (telephone, written, or by another person). As required, supportive services are either directly provided, or referrals are made to public or private agencies. Controls generally consist of more frequent contacts and testing for substance abuse.

The following specifications were minimum contact standards for paroled felons prior to the enactment of DSL. When warranted, the unit supervisor--in conference with the agent--may set contact requirements in excess of the minimum. The enactment of DSL created significant changes in the parole supervision period. Some contact requirements under the previous system were no longer appropriate. Specifically, reducing mandatory lifers to the C level (see below) after three years parole was for all purposes meaningless, as the new law stipulates a maximum three year parole period for lifers. P&CSD is now in the process of instituting a new system for contact requirements.

- . Conventional A. All newly released cases are assigned to conventional "A" supervision.
 - Two personal contacts per month for first quarter after release, one of which must be in the field; thereafter, two personal field contacts per quarter.
 - Two collateral contacts per month for first quarter after release, monthly thereafter.
- . Conventional B.
 - One personal field contact per quarter.
 - One collateral contact per quarter.
- . Conventional C.
 - One personal field visit every six months.
 - One collateral contact every six months.
 - Parolees serving a mandatory life sentence may be reduced to conventional "C" supervision after completion of three years on parole.

Contact requirements for non-felons are:

• First 90 days in Outpatient Status:

Two field contacts per month.
One collateral contact per month.

• Next Nine Months:

One field contact per month.
One collateral contact per month.

• Second Year:

One field contact every other month.
One collateral contact every other month.

• Third Through Seventh Years:

One field contact each quarter.
One collateral contact each month.

Participation Criteria

All felons who do not receive a direct discharge at the time of release from state prisons are required to complete a period of parole which is in addition to their commitment sentence. Most non-felons are required to spend seven years under P&CSD supervision.

Geographic Coverage

Regular supervision is state-wide.

Duration and Extent

Supervision begins on the date the felon or non-felon is released from the institution. Currently, about 20,000 persons are under supervision; approximately two-thirds of this caseload representing felon offenders.

Problems Encountered

During the past year, several new problems were encountered and several old problems were aggravated. They include:

- . Necessity to anticipate and react to the effects of DSL upon felon supervision.
- . Failure to effectively use available resources to resolve all high priority problems that had been identified.
- . Lack of a timely and coordinated approach to obtaining information on available community resources.
- . Inability to gain adequate public support.

Lessons Learned

Some of the changes that would improve the supervision process include the following:

- . Coordination and integration of P&CSD programs based upon the prioritized P&CSD objectives that were developed and approved.
- . Completion of a comprehensive needs assessment of adult offenders.
- . An improved information system.
- . Completion of all program plans, a program memorandum, and baseline evaluation on high priority programs.
- . Development of a system identifying community service and control resources.
- . Greater flexibility in supervising individual cases consistent with actual progress (or lack of progress) on the part of the adult offender. Moreover, the potential value of a specialist (team) approach to deal with the complexities of supervision should be explored.

Special Projects Alcohol and Narcotics III Re-Entry Training (SPAN)

Purpose

To develop survival skills training programs within the institution for pre-releasees that will assist them to cope with the complexities of community life. (Initially, the project was intended to serve newly paroled offenders in the community. For a variety of reasons, the project was transferred to the institutional setting.)

Services/Controls Focus

A variety of courses geared to inmate needs and focusing on community survival are offered by ex-felon and ex-addict trainers.

Participation Criteria

Any inmate with high motivation who desires to participate in the courses that are provided, regardless of the release date.

Geographic Coverage

Programs are conducted within the California Institution for Men, the California Institution for Women, and within the men's and women's facilities at the California Rehabilitation Center at Corona.

Duration and Extent

The initial start date was July 1, 1976, although a needs assessment and the selection of trainers began on May 1, 1976. The duration of the training has been determined by the content of the course but generally involves at least six weeks. Additional funding is being requested to continue the project.

Problems Encountered

Several problem areas surfaced during the last year of SPAN operation. They are:

- Inordinate delay of five months after start date to complete negotiations for funding.
- Reluctance on part of institution staff to allow ex-felons who had been trained at SPAN to enter the institution as trainers.
- Inclusion into the courses of persons who were ineligible for parole or who had a distant release date.
- Performance of several trainers below expectation.
- Lack of well-formulated research and evaluation design.
- Lack of information on project accomplishments.

Lessons Learned

Based on the judgments of the project director of SPAN, Inc., changes in the direction of the project appear desirable. These changes include:

- . Parole agents and institution staff should be joint-participants along with the ex-felon or ex-addict trainer in the courses that are offered.
- . Final evaluation of SPAN Re-Entry Training should be undertaken by persons not associated with SPAN, Inc., or with CDC.
- . Training courses should be offered to offenders living at SPAN's halfway house.

Summary Parole

Purpose

To determine whether adult offenders are able to adjust to community life and not relapse into criminal activities without requiring parole agent supervision. To determine which adult offenders should be assigned regular supervision and which offenders can function without supervision.

Services/Controls Focus

The premise of this project is that services/controls provided by P&CSD to adult offenders do not directly influence the recidivism rate, nor do the services/controls contribute to community adjustment. Under summary supervision all supervisory specifications of regular parole are waived. Services can be provided but only if requested. Control activities can also be invoked, but only when delinquent or criminal activities are brought to the attention of the parole agent.

Participation Criteria

Adult offenders excluded from summary parole are:

- . Commitment offense involving murder first or sex crimes.
- . Released with Special Conditions: alcohol, POC, narcotic usage.

- . Released-to-hold or released-to-out-of-state.

About 65 percent of eligible participants were excluded based on these criteria. Only adult male felons were included in the project.

Geographic Coverage

Summary parole was a state-wide project.

Duration and Extent

Selection of participants began with April 1, 1976 releasees to parole and terminated with December 31, 1976 releasees. Of the total of 846 participants, 313 persons were in summary supervision (204 randomly selected on the basis of their base expectancy score and 109 randomly selected after agent recommendations), 323 persons received regular supervision (204 randomly selected on the basis of their base expectancy score and 119 randomly selected to receive regular parole even though agent recommended summary supervision), and 210 persons received regular supervision based on agent judgments.

Problems Encountered

Although few problems were anticipated, several arose. These were:

- . Some unanticipated, but nonetheless necessary, contacts occurred between summary parolees and their parole agents.
- . Some reluctance was evidenced on the part of agents to conduct early discharge reviews in the absence of contacts.
- . Summary supervision status was limited to one year with the implementation of the Determinate Sentence Law.
- . Despite a project guideline of "no transferring," transfers occurred.
- . Some failure to complete case conferences for assignment of participants within the specified 75-105 day period; and, after their judgments were expressed, some reluctance on the agent's part to continue regular supervision after they recommended a summary status.

Lessons Learned

Although an in-depth evaluation of the project is underway, several observations appear warranted. These are:

- Unexpected high rate of exclusion from the project (about 65 percent) may limit the ability to generalize the evaluation findings to all adult offenders.
- Recidivism measures, by themselves, may be insufficient to judge the value of summary parole. Summary Parole, however, was designed to address primarily public safety questions. In addition, given the nature of the program, it would be extremely difficult to collect other types of data.
- Extent to which community-based services were in fact utilized by summary parolees cannot be ascertained. (Regardless of who provides the services, services utilized at the appropriate time may influence the parolee's adjustment to community life.)
- Information on delinquent or criminal activities on the part of the parolees was not automatically forwarded to parole agents, limiting timely control actions that the agent was able to invoke.

Team Supervision/Community Resources Management Team

Purpose

To obtain specialized services for parolees by developing a resource consortium of community agencies providing those services and by securing their continued assistance in making available appropriate services.

Services/Controls Focus

All caseloads are pooled, and agents act as a team. A specialized function is assigned to a team member, and that member performs that function for all cases. The team member acts as a broker obtaining the specialized service from a community agency.

Participation Criteria

The adult offender must reside in one of the five communities within which the cooperating agencies are located and not be participating in any other experimental project.

Geographic Coverage

The project is limited to the Southeast Los Angeles field unit office.

Duration and Extent

All cases assigned to the field unit office were reassigned to the newly designated Community Resources Management Team (CRMT) as of January 10, 1977. Presently, there are about 200 parolees supervised by the CRMT team.

Problems Encountered

Although the project has been functioning for a relatively short time, several problems have already occurred. They are:

- . Parole agents were initially reluctant to shift from the traditional casework role to the broker/specialist role.
- . A greater than anticipated unavailability of staff time occurred because of absences due to illness, vacations, jury duty, and frequent training.
- . The volume of cases was larger than anticipated.
- . Procedural changes in the operation of regular supervision due to the anticipated changes resulting from the Determinate Sentence Law complicated the expected smooth transition to restructured case management.

Lessons Learned.

Major lessons learned are:

- . Fully operational capability cannot be quickly obtained. A substantial amount of time is required for adequate planning, organizing, and training.
- . During any reorganization phase, extra case conferences are required to assure that parolees are adequately supervised.

- . Back-up personnel should be provided during periods of time when parole agents are in training so that day-to-day responsibilities do not accumulate during their absences.
- . Change in parole agent attitudes toward and commitment to traditional casework is not easily achieved.

Vocational Rehabilitation

Purpose

To achieve steady employment for adult offenders by providing vocational rehabilitation.

Services/Controls Focus

Vocational Rehabilitation is accomplished by:

- . On-the-job training (contracted to vendors).
- . Tools of a trade including special clothing if required.
- . Relocation assistance and temporary transportation.
- . Counseling and placement assistance.
- . Other emergency services if not available through community resources.

Participation Criteria

Male and female offenders on active parole are accepted by the project provided that they are not:

- . Self-employed or employed part-time.
- . Eligible for other state or local programs (e.g., welfare).
- . Involved in legal proceedings.

Persons accepted by the project are expected to be motivated, have a previous employment record or vocational training, and have appropriate academic qualifications.

Geographic Coverage

Limited to offenders under the jurisdiction of the Sacramento District Office.

Duration and Extent

The project was initiated in November, 1976. During the period ending June, 1977, 239 adult offenders (80 percent of those referred) were serviced. On-the-job training was provided to 57 persons, financial assistance was given to 122 persons, and 60 persons received counseling and job placement services. The second year of the project commenced in July, 1977.

Problems Encountered

During the first year of the project, the problems or difficulties experienced were:

- . Uncertainty as to the start date and level of funding.
- . Time involved in setting up procedures, record-keeping, and achieving proper work allocation.
- . Delays in reimbursing vendors of services.

Lessons Learned

Based on the first year of experience, the following changes are perceived by the District Administrator as being desirable:

- . Limiting the geographic area over which parolees are served and having an agent responsible for a specific area so that greater knowledge of available community resources can be obtained.
- . Making a more varied assortment of rehabilitation services available to participants.
- . Extending eligibility for on-the-job training.
- . Having projects' services made available to discharges.
- . Reducing the delay in payments to vendors by having the field unit office directly issue checks.

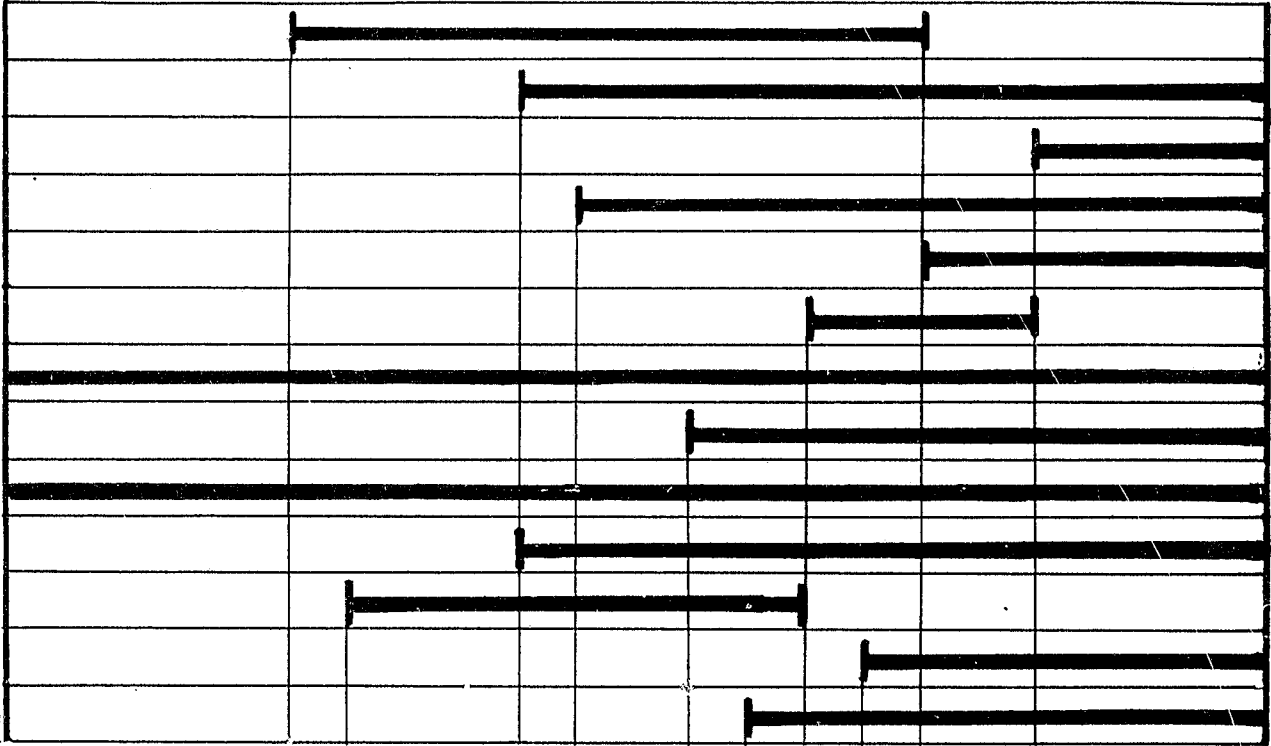
Figure 1 summarizes the duration of the field demonstration projects and programs included in this study. Since the information collected for the study spans a maximum period of two years, only that portion of the time line is shown.

FIGURE 1

Duration of Field Demonstration Projects and Programs

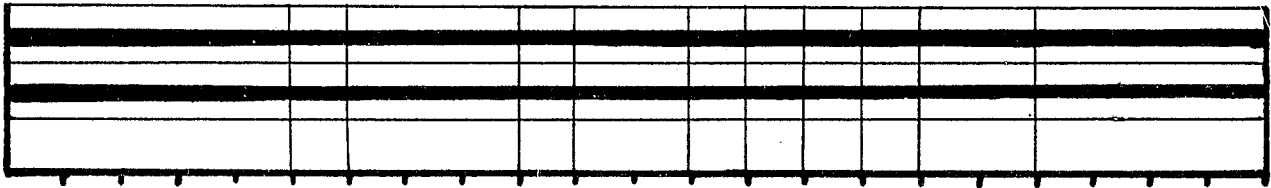
PROJECTS

- ASD
- Bassett Barrio
- DFA
- EMIT
- High Control
- National Health Plan
- PAPA
- POC San Jose
- JOVE
- SPAN
- Summary Parole
- Team Supervision CRMT
- Vocational Rehabilitation



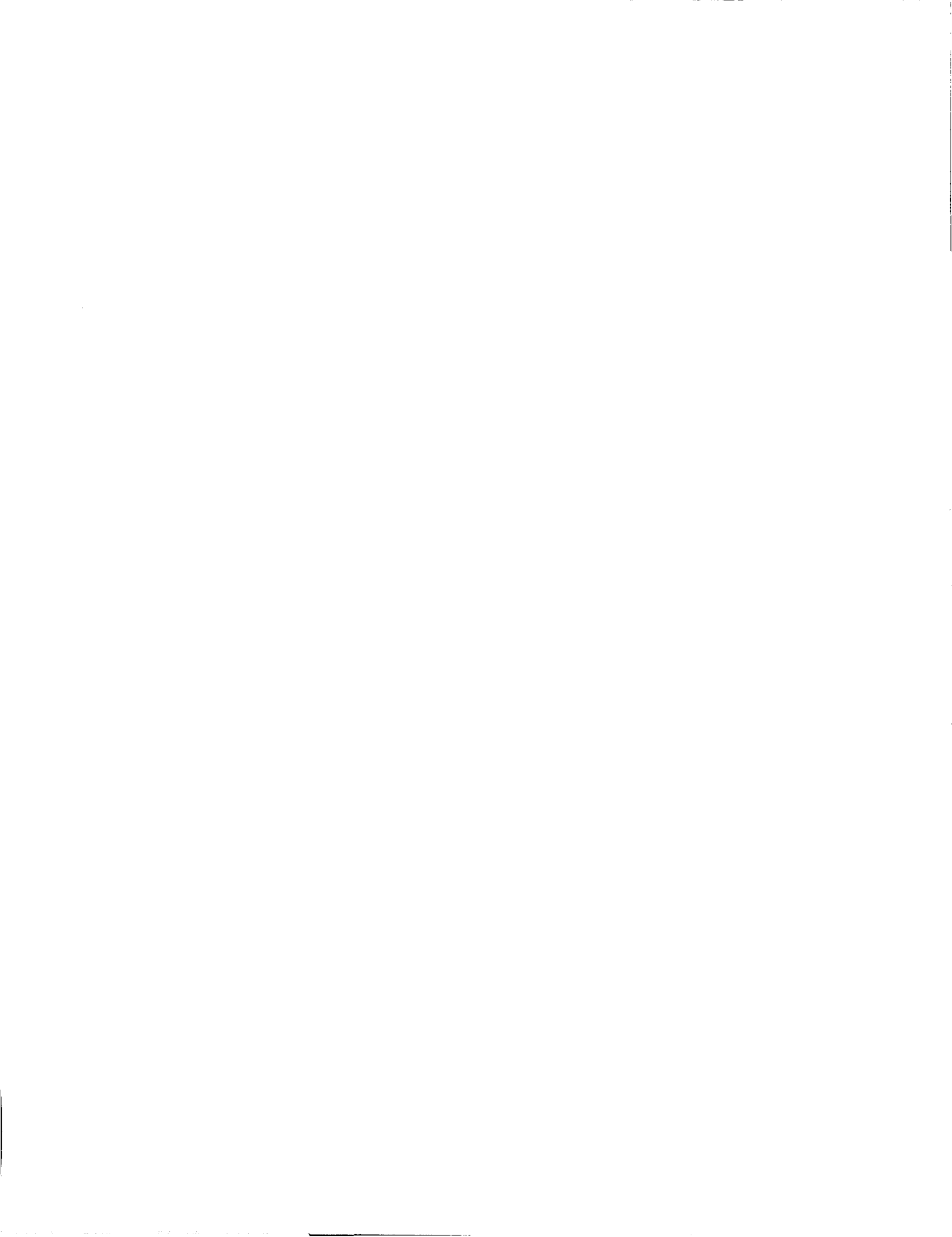
PROGRAMS

- POC LA and SF
- Regular Supervision



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 1975 1976 1977

220



OBTAINING REPRESENTATIVE INFORMATION

Five phases were involved in obtaining information on participants in the various demonstration projects and ongoing programs included in the comparison study. These were:

- Deciding what information is most useful in making comparisons across projects and programs.
- Randomly selecting a representative sample of the participants in the various projects and programs.
- Designing and testing the data collection forms.
- Collecting information at field unit offices and obtaining CII reports.
- Following-up for missing information.
- Summarizing the information that was obtained.

Each of these phases is now described in greater detail.

The issue of what information on adult offenders in parole supervision allows judgments on the cost-effectiveness of the various projects and programs is a complex one. Past evaluations within P&CSD have focused almost exclusively on the recidivism rate, mainly because that information is more readily obtained. Such information by itself limits insights into the cost-effectiveness of any program, although it facilitates the analysis since only a single measure of effectiveness is required. To allow more complete judgments as to the project's overall value, a decision was made to obtain information on employment, sources of income, residence, social activities, health, drug and alcohol usage, and a prognosis for successful parole. This information provides the basis for community adjustment measures. A decision also was made to obtain information on all arrest charges and parole violations, including episodes as reflected in parole violation reports and activity reports. In addition, information on return-to-prison, local jail time, and parolee-at-large or releasee-at-large (PAL/RAL) status was also judged important. This information provides the basis for criminality measures.

The selection of a representative sample of participants that were involved in the various projects and programs posed only minor problems. In each of the demonstration projects and ongoing programs, a sample size of generally 35 to 40 persons was considered to be representative, although a sample of about 130 persons was

obtained for regular supervision. The sampling technique proceeded as follows. A roster of all participants in the various projects was obtained from the project managers. The rosters for participants in Summary Parole, regular parole outpatient clinics, and regular supervision were obtained from the Department's Management Information System Section. Although the total number of participants in any project or program varied widely, a correspondence between a person's position on the roster and the set of integer numbers allowed the use of random number tables. The total number of persons in each project or program determined the number of digits in the random number tables that were used to generate a sample. Appropriate random numbers were selected until the sample size was reached. Deviations from this procedure occurred, however, as summarized in the project-by-project overview.

Direct Summary: A total of 40 out of 204 participants having varying base expectancy scores were randomly selected.

Summary-Agent Recommended Summary, Random Assignment to Summary: A total of 40 out of 108 participants were randomly selected.

Summary-Agent Recommended Summary, Random Assignment to Regular: A total of 40 out of 119 participants were randomly selected.

Summary-Agent Recommended Regular, Continued on Regular: A total of 40 out of 210 participants were randomly selected.

Accelerated Social Development (ASD): All of the 37 participants entering the project between September and December, 1976 were selected.

Parole Outpatient Clinic-North: A total of 31 out of 158 participants entering the program between January and June, 1977 were randomly selected.

Parole Outpatient Clinic-South: A total of 20 out of 107 participants entering the program between January and June, 1977 were randomly selected.

Parole Outpatient Clinic-San Jose: A total of 40 out of 158 participants entering the project before July 20, 1977 were randomly selected.

Direct Financial Assistance (DFA): A total of 40 out of 96 participants entering the project between March and May, 1977 were randomly selected.

Vocational Rehabilitation: A total of 40 out of 293 participants entering the project prior to July 1, 1977 were randomly selected.

Bassett Barrio: A total of 40 out of 50 participants entering the project between July 1, 1976 and June 30, 1977 were randomly selected.

Special Projects Alcohol and Narcotics (SPAN): A total of 91 inmates were enrolled in classes between February and April, 1977. Of this total, only 25 persons had at least 90 days on parole prior to September, 1977, and all were included.

Enzyme Multiplying Immunoassay Technique (EMIT): A total of 40 out of 450 persons tested at the San Diego Old Town Field Unit Office between October and December, 1976 were randomly selected.

High Control: A total of 35 out of 55 persons accepted by the Walnut Creek Unit between February 14, 1977 and April 30, 1977 were randomly selected.

Parole and Planning Assistance (PAPA): A total of 40 out of 121 inmates participating in the project between January and December, 1976 were randomly selected.

Project JOVE, Incorporated: All 35 participants in the project between January and June, 1977 were included.

Team Supervision: A total of 40 out of 190 parolees placed in the Community Resources Management Team caseload on January 10, 1977 were randomly selected.

Regular Supervision: A total of 204 out of about 20,000 persons under parole supervision on December 31, 1976 were randomly selected. (However, information on only about 135 of these persons was actually obtained.)

Knowing which information was judged important and having determined the identify of persons on whom information was needed, the design and test of the data collection forms represented the next task. The forms were designed to include a maximum of eight quarters of information, as applicable, on each person under parole supervision. Seven items addressed employment. They were: the portion of each quarter legitimately employed, level of employment, changes in employment situation, skill or ability level, school or training enrollment, adequacy of income from employment, and the likely effect of employment status on community adjustment. The financial category focused on financial support other than employment and on its likely effect on community adjustment.

Four items comprised the living situation category. They were: frequency of residence change, type of residence, persons residing with the adult offender, and the likely effect of the

living situation on community adjustment. The social category focused on the quality of relationship with family and friends, and on the likely effect of these relationships on community adjustment. Five items comprised the health category. They were: physical health status, mental health status, alcohol usage, drug involvement, and the likely effect of these factors on community adjustment. Finally, under the general adjustment category, three items of motivation for successful parole, difficulty of the case, and overall prognosis, were specified.

For every item under each of these categories, mutually exclusive characterizations were specified to assure uniform coding of the information. Information on activity report episodes and jail time was to be directly recorded from the case files on each adult offender. The forms used are included in Appendix A. Although time-consuming to complete, a test of the forms at a field unit office demonstrated that the information was generally available from case files.

The Management Information Systems Section was the source of information on the unit office having the case management responsibility for the adult offender. (In almost ten percent of the cases, these files were not up-to-date. Tracing down transfers among units was not an easy task.) Having identified the unit offices of the persons included in the study, teams of P&CSD personnel visited the unit offices and began coding the information from the case file materials. In some instances parole agents were available to immediately furnish information gaps. Generally, however, the partially completed forms were left with the unit office supervisor for review and completion of all forms by the parole agent supervising the case. These forms were subsequently returned. Concurrently, CII rap sheets on each of the persons included in the study were officially requested.

Perhaps unavoidably, a review of the returned forms showed important information gaps. Information on transferred cases also had to be obtained, and calls and follow-up calls to parole agents were made to obtain the missing information. With the exception of regular supervision cases, a surprisingly high percentage of forms was completed. (Since the number of cases under regular supervision was already more than adequate, attention was focused on obtaining information on persons in the other projects or programs.) The data collection effort consumed more than twice the time initially estimated.

An impressive amount of information was collected on each adult offender. An array of effectiveness measures (as subsequently discussed) had been developed during the design phase of the study, and the task of analytically coding the information on summary sheets was undertaken. In addition, the risk-to-the-community index (subsequently described) associated with each adult offender and custody-free days in the community were calculated. To minimize error, all summary information was audited and re-audited.



DEVELOPING RELEVANT MEASURES OF EFFECTIVENESS

During the design phase of the study effort, measures of effectiveness were developed to allow comparisons among the various projects. Because of the desire to limit the number of measures to a manageable level, focus was placed on identifying measures for the "end intervals of the distribution" of persons in various situations. These end intervals are designated as favorable situations and unfavorable situations. While measures certainly could have been constructed for the "excluded middle of the distribution," it was judged that sharper insights would result if attention was placed on end interval situations.

The measures of effectiveness that are used for the comparative analysis are specified within the broad categories of community adjustment and criminal activities. For each measure an abbreviated statement, which appears in subsequent tables, is first presented. This is followed by a precise definition of the corresponding measures. Finally, the responses from the survey instrument (included in Appendix A) that was used to obtain field data are matched to the appropriate measure.

COMMUNITY ADJUSTMENT MEASURES

Percentage of Persons on Parole:

Within most recent three months having:

Favorable/Unfavorable - Employment
Favorable/Unfavorable - Residence
General Public Assistance
Favorable Adjustment Prognosis

Percentage of persons who have held stable, full-time employment or who have attended school or training on a full-time basis for the most recent three months on parole contrasted with the percentage of persons who have not been legitimately employed nor attending school or training or whose employment situations have been sporadic or unstable for the most recent three months on parole.

(Responses 5 to Question 1, 3 to Question 2, and 3 to Question 3) or (Responses 3 to Question 5) contrasted with (Responses 1 or 2 to Question 1 or Response 1 to Question 2 or Response 1 to Question 3) and (Response 1 to Question 5) for the most recent quarter on parole.

Percentage of persons whose living situation and social relationships have been judged stable or favorable for the most recent three months on parole contrasted with the percentage of persons whose living situation and social relationships have been judged unstable or unfavorable for the most recent three months on parole.

(Responses 3 or 4 to Question 10) and (Response 3 to Question 11) and (Response 4 to Question 4) or (Response 1 to Question 12 and Responses 4 or 5 to Question 13) and (Responses 3, 4 or 5 to Question 14) contrasted with (Response 1 to Question 10) or (Response 1 to Question 11) or (Response 1 to Question 12 and Responses 1 or 2 to Question 13) or (Responses 1 or 2 to Question 14) for the most recent quarter on parole.

Percentage of persons whose major source of financial support was derived from general public assistance for the most recent three months on parole.

(Response 2 to Question 8) for the most recent quarter on parole.

Percentage of persons whose prognosis for successful adjustment was judged by parole agents as being favorable during the most recent three months on parole.

(Responses 3 or 4 to Question 23) for the most recent quarter on parole.

Percentage of Persons on Parole:

For at least nine of the last twelve months having:

Favorable/Unfavorable - Employment
Favorable/Unfavorable - Residence
General Public Assistance
Favorable Adjustment Prognosis

Percentage of persons who have held stable, full-time employment, or who have attended school or training on a full-time basis for nine or more months over the most recent twelve months parole period contrasted with the percentage of persons

who have not been legitimately employed, nor attending school or training, or whose employment situation has been sporadic or unstable for nine or more months over the most recent twelve months parole period.

Responses, as previously stated under the equivalent situation, except for at least three quarters out of the last four quarters. In all measures, if the time in the community is less than the number of specified quarters, the condition must hold for the entire parole period.

Percentage of persons whose living situation and social activities have been judged stable and favorable for nine or more months over the most recent twelve months parole period contrasted with the percentage of persons whose living situation and social activities have been judged unstable and unfavorable for nine or more months over the most recent twelve months parole period.

Responses, as previously stated under the equivalent situation, except for at least three quarters out of the last four quarters.

Percentage of persons whose major source of financial support was derived from general public assistance for nine or more months over the most recent twelve months parole period.

Responses, as previously stated under the equivalent situation, except for at least three quarters out of the last four quarters.

Percentage of persons whose prognosis for successful adjustment was judged by parole agents as being favorable for nine or more months over the most recent twelve months parole period.

Responses, as previously stated under the equivalent situation, except for at least three quarters out of the last four quarters.

Percentage of Persons on Parole:

For more than three months having serious:

Physical Health Problems
Mental Health Problems
Alcohol Usage
Drug Involvement/Use

Percentage of persons having serious physical health problems for more than one three-month period within the most recent twelve months parole period.

(Response 1 to Question 16) for more than one quarter out of the most recent four quarters.

Percentage of persons having serious mental health problems for more than one three-month period within the most recent twelve months parole period.

(Response 1 to Question 17) for more than one quarter out of the most recent four quarters.

Percentage of persons having an alcohol usage problem during more than one three-month period within the most recent twelve months parole period.

(Response 1 to Question 18) for more than one quarter out of the most recent four quarters.

Percentage of persons having a drug involvement or usage problem during more than one three-month period within the most recent twelve months parole period.

(Response 1 to Question 19) for more than one quarter out of the most recent four quarters.

Mean Length of Time:

In Months:

Favorable/Unfavorable - Employment
Favorable/Unfavorable - Residence

In Days:

Parole
Custody-free

Mean number of months on parole during which persons held stable, full-time employment or attended school or training on a full-time basis contrasted with the mean number of months on parole during which persons have not been legitimately employed nor attending school or training, or whose employment situation has been sporadic or unstable.

Mean number of quarters commencing after October, 1975 on most recent parole for which the appropriate responses, as previously specified, are noted.

Mean number of months on parole during which persons had living situations and social relationships which were judged stable or favorable contrasted with the mean number of months on parole during which persons had living situations and social relationships which were judged unstable or unfavorable.

Mean number of quarters commencing after October, 1975 or most recent parole for which the appropriate responses, as previously specified, are noted.

Mean number of days persons spent on active parole until discharged, returned-to-prison, or declared PAL/RAL.

Mean number of days on parole commencing after October 1, 1975 until September 1, 1977, or the date the specified conditions occurred. (Strictly speaking, this indicator is not a measure of effectiveness, and it is only used to adjust other mean length of time measures to assure comparability.)

Mean number of custody-free days (time on parole less time in local jails) spent on active parole for persons not arrested for new felon crimes, not returned for violations of parole conditions, nor declared PAL/RAL.

Mean number of days on parole commencing after October 1, 1975 until September 1, 1977, unless discharged earlier, and the conditions noted have not occurred.

CRIMINALITY MEASURES

Percentage of Persons on Parole:

Arrested, Action Pending
Returned-to-Prison
PAL/RAL

Percentage of persons arrested for new felon crimes who are awaiting court disposition of the charges, or who are awaiting action by the Community Release Board.

All criminality measures are based on information in an adult offender's case file and in CII rap sheets.

Percentage of persons who have been returned to prison for a new commitment or for a violation of parole condition, or who have been committed to State Hospitals.

Custody-free days before:

Arrested, Action Pending
Returned-to-Prison
PAL/RAL

Mean number of custody-free days in the community for persons who have been arrested for new felon crimes, but are awaiting court disposition of the charges or are awaiting action by the Community Release Board.

Mean number of custody-free days in the community for persons who have been returned-to-prison for a new commitment or for a violation of parole condition, or who have been committed to State Hospitals.

Mean number of custody-free days in the community for persons who have been declared PAL/RAL by the Community Release Board.

Rate of Episodes:

Recent Six Months
Recent Twelve Months

Mean number of Initial Emergency Report episodes or incidents reported to the Community Release Board per person during the most recent six-month parole period.

Mean number of Initial Emergency Report episodes or incidents reported to the Community Release Board per person during the most recent twelve-month parole period.

Risk-to-the-Community:

Mean risk-to-the-community index, based on a severity measure of all arrests for felon crimes, associated with adult offenders during a period of 24 months, not necessarily consecutive, on parole status in the community.

The calculation of the index is as follows:

- Beginning on August 31, 1977, for persons on active parole at that time (or beginning on the date a person is discharged, returned-to-prison, or declared PAL/RAL), count backwards to determine the number of months that account for 24 prison-free months spent in the community. If the count is interrupted by a prison commitment, skip over the months spent in prison, and commence the count until a total of 24 months in the community is reached. In some cases the count is interrupted by several different commitments to prison.
- Over the entire span of time required to achieve 24 prison-free months, record the number of months spent in prison. This is the indicator for prison-time (in months).
- Over the interval of 24 prison-free months, determine the total number of all arrests and identify their character.
- Refer to the Determinate Sentence regulations which specify the middle prison terms associated with each felon conviction. This middle prison term (in months) is assigned to each of the arrests that has been noted. (In some instances, persons that had been incarcerated committed crimes while in prison or while at large if they had escaped. The middle DSL prison term for those crimes was also assigned.)

- Calculate the sum of all middle prison terms associated with all arrests.

That sum is the risk-to-the-community index used in this study. In a subsequent analysis, the severity of the commitment offense that resulted in reincarceration is compared with the severity of the commitment offense that resulted in the preceding incarceration. The middle prison term is again used to calculate the severity of both commitment offenses.

Prison Time:

(The calculation of prison time is explained above, under Risk-to-the-Community.)

DETERMINING TOTAL AND RELATIVE COSTS

The array of effectiveness measures, while highly informative by itself, is insufficient to judge the overall value of the projects and programs included in this comparative analysis. Judgments are possible only if cost information, along with the effectiveness measures, is included. For the purpose of this study, two cost measures are used: the annual field supervision cost per adult offender included in the sample for each project or program; and the net annual cost of supervising an adult offender in each project or program relative to the weighted-mean cost of all persons included in this study. These cost measures include a cost adjustment factor since it is essential to have a suitable basis for comparison when the proportion of felon and non-felon offenders varies from project to project.

Based on the most recent information for the current fiscal year, the per person cost of regular felon supervision is \$690, while the per person cost of regular non-felon supervision is \$1,145.

Various steps are involved in determining the appropriate total cost of each project and net cost per adult offender. First, for each project or program included, the proportion of felon and non-felon offenders represented in the sample of persons is calculated, and the weighted per person cost of supervision for that project or program is determined (see Table 1). For example, in our sample of 133 persons in the regular supervision process (excluding the summary parole cases that received only regular supervision), the proportion of felon and non-felon offenders is .69 and .31, respectively. The weighted per person cost of supervision is \$830 ($.69 \times \$690 + .31 \times \$1,145$). This cost matches closely the cost of supervision for the statewide population of adult offenders on parole.

Second, the additional and unique costs associated with each of the projects or programs were determined. These costs include the resources expended for specialized caseload management, stipends, equipment, etc. For example, persons participating in the Direct Financial Assistance project received on the average a stipend of \$1,050 (an average of \$105 per week over a ten-week period). This was the only significant additional direct cost associated with the DFA project. Two of the projects, Accelerated Social Development and High Control, involved a reduction in agent caseloads; for these two projects, the added cost per person is incorporated directly in the cost of supervision.

The third step in the cost analysis involves the calculation of the incremental (or decremental) cost adjustment factor (the "Mix Adjustment" column in Table 1). The proportion of felon and non-felon offenders included in the study are .85 and .15 respectively, and the weighted cost of supervising these persons is \$760. If the cost of supervision for any project is less than this figure the cost difference is added; otherwise, the cost difference is subtracted. For example, persons participating in the Vocational Rehabilitation project have a per person cost of supervision estimated at \$775 compared with the weighted cost of \$760. The difference of \$15 is subtracted from the per person cost of Vocational Rehabilitation so that the costs become comparable.

The per person total annual cost (the "Total" column in Table 1) is obtained by adding the supervision cost, the added resource cost, and the mix adjustment cost. The net annual cost relative to the weighted mean costs of all persons included in this study is also calculated. The weighted cost per person in the study is \$1,055. Therefore, the Vocational Rehabilitation project, for example, has a net annual cost of \$100 ($1,155 - \$1,055$).

As shown in the table, Direct Summary has the lowest per person total cost, while ASD has the highest costs. It should be noted that the costs shown in the table are not budget costs, since the costs of each project or program was adjusted corresponding to the proportion of felon and non-felon offenders in the study sample for each project or program to ensure valid comparisons.

While considerable effort was expended to obtain comparable per person incremental costs, a high degree of precision is not necessary. Since the purpose of this study is to make comparisons among the various projects and programs, only a reasonable degree of accuracy--coupled with consistency--is required.

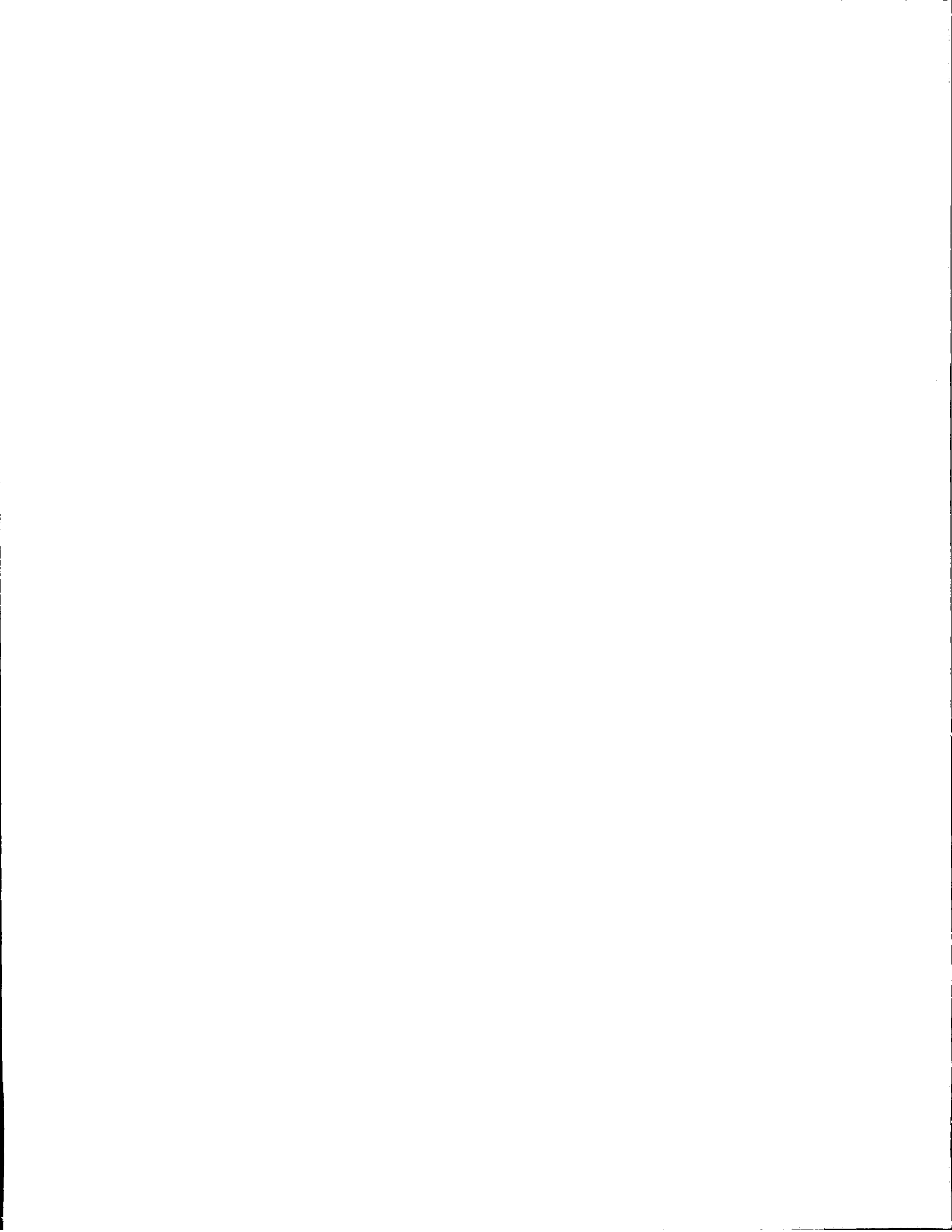


TABLE 1

COMPARISONS OF ANNUAL TOTAL AND ANNUAL NET COSTS
(In dollars)

Project/Programs	Proportions in Sample		Per Person Annual Costs				Total Less Weighted-Mean
	Felon	Non-felon	Supervision	Added Resources	Mix Adjustment	Total	
Regular Supervision	.69	.31	830	0	(70)	760	(295)
Direct Summary	1.00	0	160	0	70	230	(825)
Summary-Agent Determined	1.00	0	295	0	70	365	(690)
Summary-Continued on Regular	1.00	0	690	0	70	760	(295)
ASD	.91	.09	2,065	a/	X	2,065	1,010
POC-North	1.00	0	690	820	70	1,580	525
POC-South	1.00	0	690	825	70	1,585	530
San Jose POC	.82	.18	770	350	(10)	1,110	55
DFA	1.00	0	690	1,050	70	1,810	755
Voc. Rehabilitation	.81	.19	775	395	(15)	1,155	100
Bassett Barrio	1.00	0	690	780	70	1,540	485
SPAN	.28	.72	1,015	110	(255)	870	(185)
NHP	1.00	0	690	235	70	995	(60)
EMIT	.42	.58	955	120	(195)	880	(175)
High Control	.88	.12	1,325	a/	X	1,325	270
PAPA	1.00	0	690	125	70	885	(170)
JOVE	.65	.35	850	950	(90)	1,710	655
Team Supervision	1.00	0	690	0	70	760	(295)

Note: Numbers in parenthesis represent a cost savings.

The symbol X means "not applicable."

a/: Added resources are incorporated directly into the per person cost of supervision.



UNDERSTANDING THE ANALYTIC METHOD USED FOR MAKING COMPARISONS

Various analytic methods can be used in making cost-effectiveness comparisons among projects. Each of these analytic methods is based on the concepts of benefit-cost analysis. The choice of any particular method depends on its inherent advantages and limitations, as well as on the information that is available for the specific problem that is being analyzed. The essence of the approach used in this study is based on the following concept: if the benefits anticipated from a particular program under consideration, as reflected by the prices that the beneficiaries would be willing to pay for them, exceeds the costs, measured by the value of alternative expenditures foregone, the program should be undertaken.

In the assessment of public programs, however, market prices generally do not reflect the social values that are obtained. Attempts are made to approximate market prices by proxy prices, reflecting the exchange from the private economy to the public economy. But there is no consensus as to which prices are appropriate. In addition, unresolved questions concerning differences in value judgments over the desirability of public expenditures; appropriate time streams for evaluating benefits and the related issues of time preferences and social discount rates; and impacts of spillover effects and intangible considerations all compound the difficulties in judging the value of alternative expenditures on public programs. Despite these unresolved questions, systematic analysis provides important insights.

This study does not assess benefits and costs occurring over time. Therefore, issues concerning time preferences and social discount rates are not of primary importance. Spillovers and intangibles are partially included in the array of effectiveness measures that are used, although no claim is made that the treatment of these considerations is fully satisfactory. No attempt is made in this study to translate the individual effectiveness measures into a common measurement unit involving dollars. Moreover, it is believed that many of the specific measures used in this study cannot be expressed in monetary units. However, this study uses a criterion that transforms the array of effectiveness measures into a single overall measure. That measure can be expressed in dollar terms.

Two major steps are involved in the analytic method that is used for making comparisons. They are:

- o Selection of a specific criterion transforming the array of effectiveness measures into a single overall measure of effectiveness.

- Determining rank-ordered preferences among projects depending on their overall measure of effectiveness and cost.

Alternative criteria are available for achieving the first step; no single criterion is inherently the best. Once a criterion is selected, however, there is a preferred way of rank-ordering the various projects.

It is worthwhile to review in some detail the criterion that is used in obtaining the overall measure of effectiveness. In general terms, its construction proceeds as follows. For any specific project the array of effectiveness measures is compared with another array of effectiveness measures. The issue becomes one of selecting a base-line array of effectiveness measures. If an array of measures associated with a specific project or program is selected, the cost-effectiveness of that project cannot be established. Since it is desirable to determine the cost-effectiveness of all projects, a base-line array of measures reflecting the weighted-mean is essential for reasons that will be made clear subsequently.

For each measure within the array of measures, the value for a given project is compared with that measure's value for the weighted-mean. The magnitude of the difference that exists for each measure is not explicitly considered. If for that measure the project achieved greater effectiveness per adult offenders than the weighted-mean, the project is assigned a +1 value. If the project was relatively ineffective, it is assigned a value of -1. This procedure is repeated for each measure.

Although such valuations are open to criticism, their use is considered reasonable based on the desire to have an understandable overall measure of effectiveness: "Percentage of total controllable measures which are advantageous." Moreover, the various measures are expressed in different units of measurement (percent, days, and rates) and the task of weighing the magnitude of the differences becomes difficult. Lastly, even if the magnitudes of the differences were properly weighted (e.g., selecting as an indicator the percentage change in the individual measures relative to the weighted-mean) the rank order of distinctly superior or inferior projects would not be significantly shifted.

The array of effectiveness measures together with the overall effectiveness measure are presented subsequently. This information can be used to establish the extent to which rank-ordered preferences change under alternative criteria.

The second step involves the determination of rank-ordered preferences among projects depending on their overall measure of effectiveness and cost. The ordered pair of numbers (cost, effectiveness) associated with each project and the weighted-mean are viewed as being points in a Euclidean 2-space. (A graph of the effectiveness and cost associated with five arbitrarily defined projects is shown in Figure 2a.) The axes are then translated to the weighted-mean coordinate (representing the center of mass of all points in the space), as shown in Figure 2b. In that figure the upper left quadrant represents a region of favorable effectiveness and cost; whereas the lower right quadrant represents a region of unfavorable effectiveness and cost. At this stage the remaining two quadrants represent regions of uncertain effectiveness and costs. Also at this stage, the axes, representing effectiveness and cost, are presumed to reflect different units of measurements. However, the vector (directed line segment) from the old origin to the translated origins determines an exchange ratio between the unit by which cost is measured and the unit by which effectiveness is measured. The effectiveness axes is then reassigned new value, using the exchange ratio, as shown in Figure 2c. All coordinates are now expressed in the same dollar measurement unit. The vectors initiating from the transformed origin to the ordered points in the space are used in determining rank-orderings. Each vector, with its (vector) components, completely summarize relevant cost-effectiveness information associated with a project.

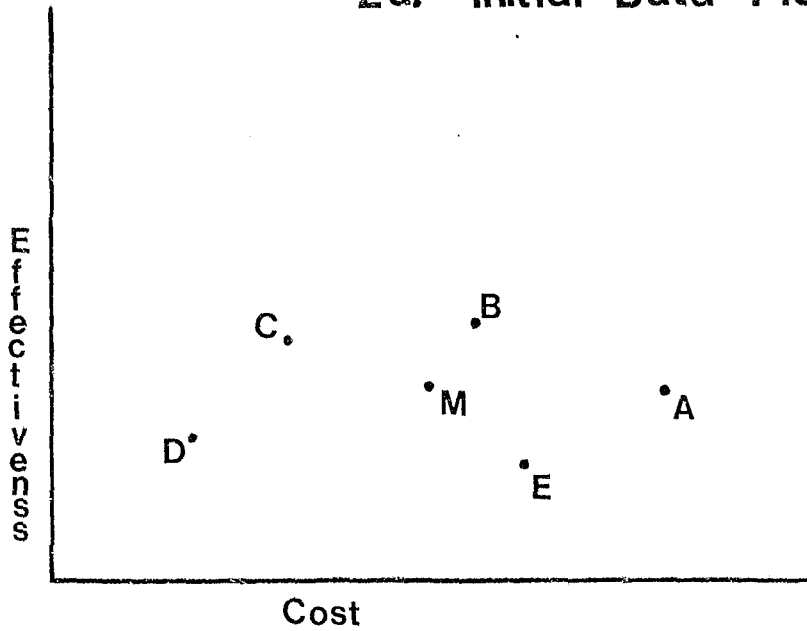
One additional transformation is required, and it is shown in Figure 2d. The newly translated axis is rotated about a 45 degree angle (corresponding to a line representing the equality of effectiveness (in dollar terms) and costs (also in dollar terms)). The essential information portrayed by the vectors is unchanged under this transformation. The regions to the upper left of the line representing the equality of effectiveness and costs is the favorable region; the region to the lower right of the line is the unfavorable region.

The end point of each vector representing a specific project is then extended (orthogonally) to the rotated cost axis. The lengths of the projected vectors represent a convenient way of rank-ordering the various projects. Within the favorable region, the project having the largest length of the projected vector ranks first, whereas that project having the smallest length ranks last (although still preferred to projects within the unfavorable region). For projects in the unfavorable region, the project having the smallest length of the projected vector is preferred to projects having the largest length. (In the event that one or more projected vectors have the same length, order the associated projects on the basis of minimal costs incurred or maximal costs averted.) Thus the rank-order among projects is completely determined.

FIGURE 2

GEOMETRY OF RANK-ORDERED PREFERENCES

2a. Initial Data Plot



2b. Transform Axis to Mean

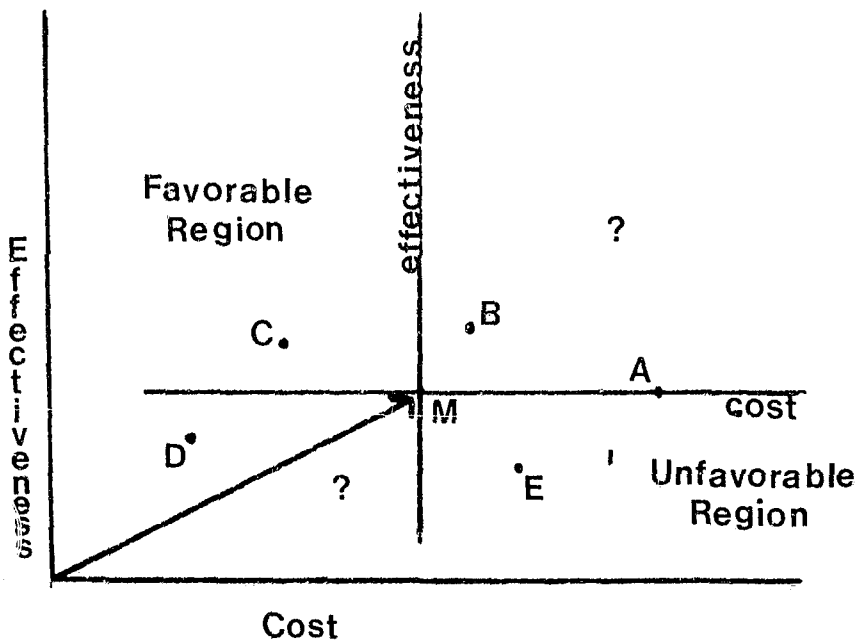
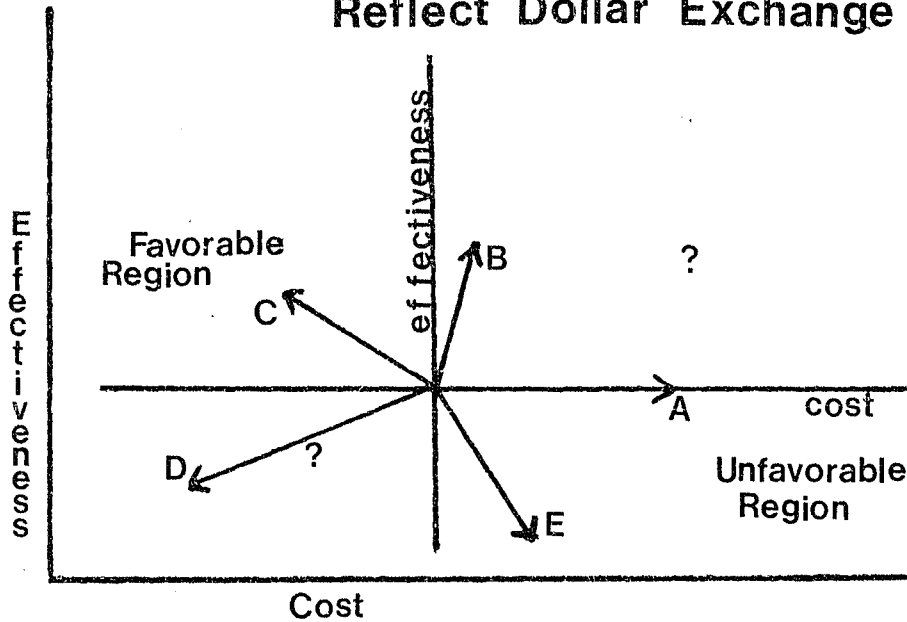


FIGURE 2 (con't.)

GEOMETRY OF RANK-ORDERED PREFERENCES

2c. Transform Effectiveness to Reflect Dollar Exchange



2d. Rotate Axis 45° Line

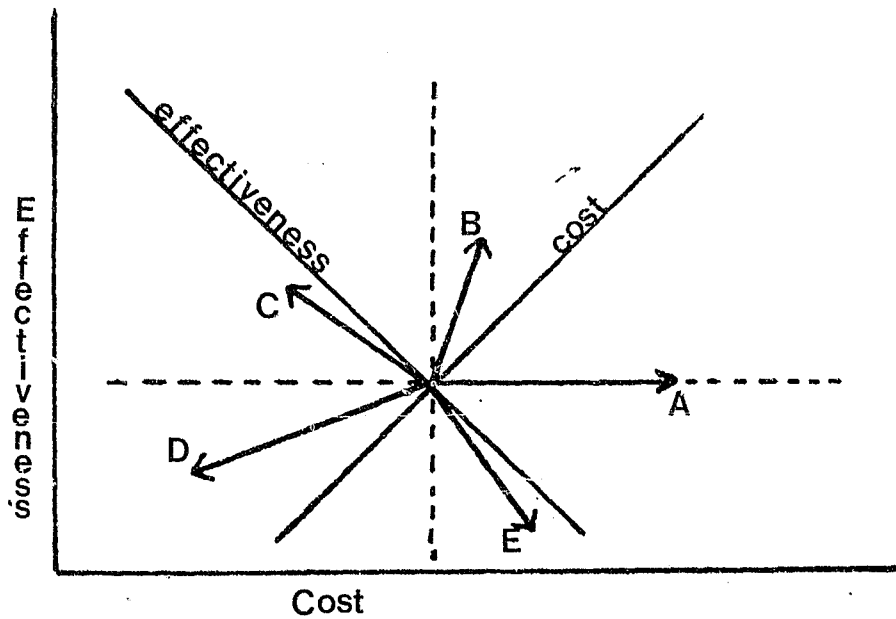
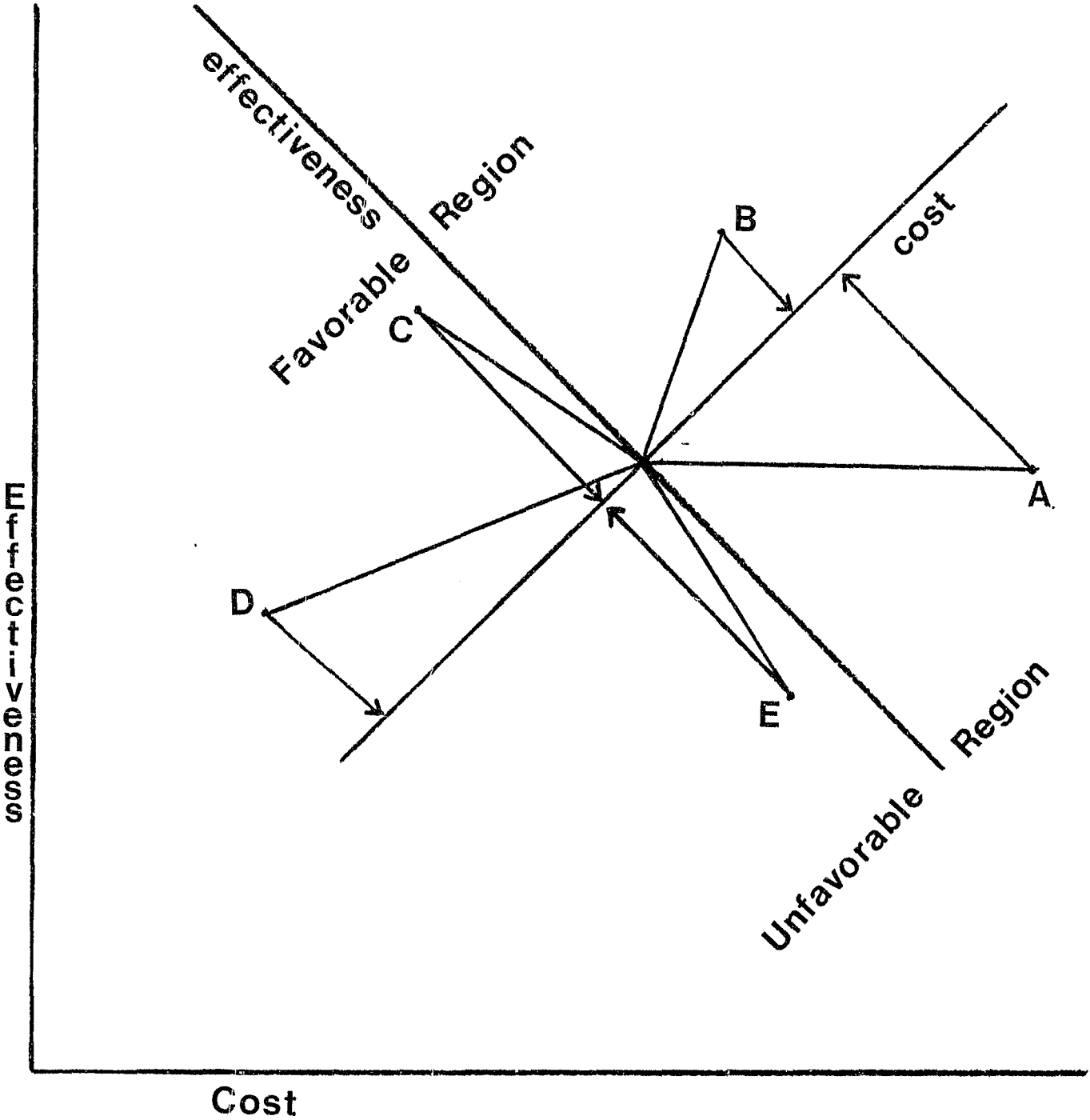


Figure 3 summarizes the rank-ordering of the five arbitrarily-defined projects. Based on the length of the projected vectors, the ranking of the five projects is as follows: project A ranks fifth (based on its costs incurred for a given loss in effectiveness); project B ranks third; project C ranks first; project D ranks second; and project E ranks fourth.

The rationale for using the weighted-means for the overall effectiveness measure and for the cost measure is rigorously defensible. The weighted-mean is the only minimal distance measure which is invariant under transformations of a coordinate system. Other measures, such as the mode or median, do not share this property. The use of the weighted-mean also allows the determination of the relative preference for all projects, and once the rank ordering is established, any project could be viewed as a baseline with the rank order of all other projects remaining unchanged.

FIGURE 3

ILLUSTRATIVE RANK - ORDERED PREFERENCES





APPRAISING CATEGORIES OF PROJECTS AND PROGRAMS

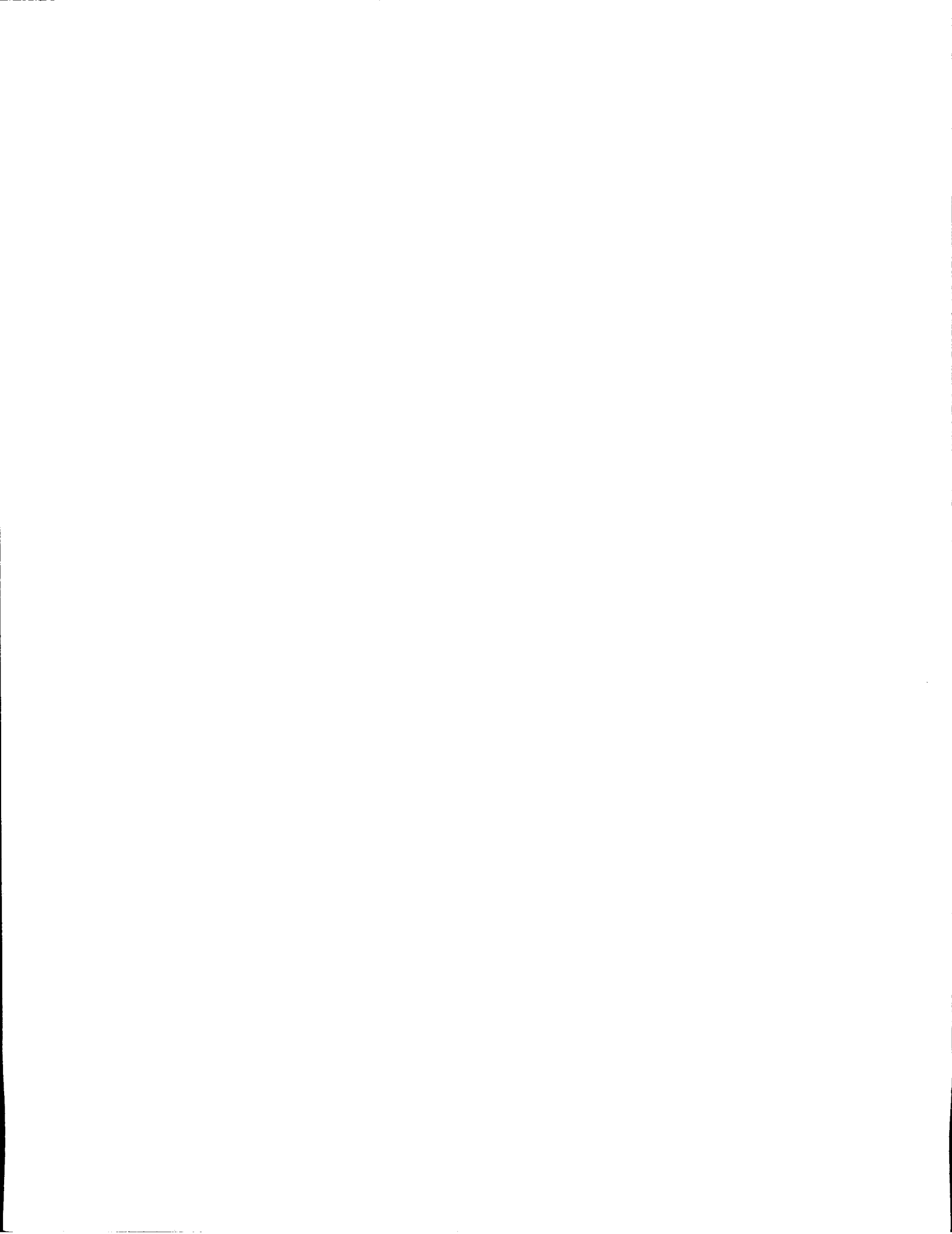
Traditionally, program evaluations within P&CSD have focused on the question "what works" in parole. These evaluations generally used recidivism as the measure of effectiveness. Because of the inadequacies of any evaluation using only one or at most a few measures, several appraisals are performed on categories of projects and programs focusing on "what works" in parole. Those appraisals that focus on criminality measures correspond to the "global parole" approach.

The categories that are now analyzed are as follows:

- Regular Parole Supervision (including cases that were part of the Summary Parole study for which: the parole agent recommended regular supervision; or, even though the parole agent recommended summary parole at the time of the initial case conference, the case was selected to remain under supervision).
- Pre-Release Institution projects (Special Projects Alcohol and Narcotics, Parole and Planning Assistance).
- Summary Parole (direct summary cases and cases placed on summary parole after agent recommendation).
- Service/Parole and Community Services Division (Accelerated Social Development, Direct Financial Assistance, and Vocational Rehabilitation).
- Service/Private organizations (Bassett Barrio, National Health Plan, and Project JOVE, Incorporated).
- Controls (Parole Outpatient Clinic-North, Parole Outpatient Clinic-South, Parole Outpatient Clinic-San Jose District, Enzyme Multiplying Immunoassay Technique, and High Control).
- Restructured Case Management (Team Supervision/Community Resources Management Team).

For each of these categories, the community adjustment, criminality, and annual cost measures are presented.

Before turning to the analysis, it is illuminating to consider the profile of the typical adult offender included in this study. That offender is on parole for an average of 367 days, and P&CSD expends \$1,055 for parole supervision. Over the most recent three months on parole, the odds of that person being in a favorable



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1 OF 2

employment situation are slightly smaller than 1:2, while the odds of being in an unfavorable employment situation are slightly greater than 2:3. Over the last twelve months on parole, the odds of being in a favorable employment situation for at least nine of the last twelve months are 1:4, whereas under the same circumstances the odds of being in an unfavorable situation are slightly greater than 1:2. The average length of time spent in a favorable employment situation is ten months, whereas the average length of time spent in an unfavorable employment situation is approximately 11 months. Over the most recent three months on parole, the odds are again slightly less than 1:2 that the person is in a favorable living situation, while the odds of an unfavorable living situation are almost 2:3. Over the last twelve months on parole, the odds of being in a favorable living situation (or an unfavorable living situation) for at least nine months, closely correspond to the odds reflected for the employment situation. (There is a high correlation between the employment situation and the living situation.) The average length of time spent in a favorable living situation is approximately 10 months, whereas the average length of time spent in an unfavorable living situation is also approximately 10 months.

The odds of the typical adult offender having chronic physical health problems are about 1:11, whereas the odds of having chronic mental health problems are about 1:14. The odds of serious alcohol usage problems are 1:9 whereas the odds of drug involvement or usage are 1:4. In the judgment of the parole agent, the odds for a successful adjustment are 1:1 over the most recent three months of parole.

When considering various criminality measures, the typical offender faces odds of about 1:10 of having recently being arrested and being now awaiting Board Action or court disposition, odds of 1:14 of already being returned to prison, and odds of 1:13 of being PAL/RAL. Over a period of 58.5 months, 24 months are spent on a parole status, the residual is spent in prison. Over that same period, the risk-to-the-community index is 115, equivalent to an average of 4.8 arrest charges each having a 24-month middle term under the Determinate Sentence Law.

In the light of this profile of an adult offender, a profile that offers rather dismal prospects, it is difficult to see how any analysis focusing solely on recidivism could provide meaningful insights into issues of alternative allocation of resources. By itself, this profile provides no insights as to which projects or programs apparently work. At the very least, what is required are profiles by categories of similar projects or programs; it would be preferable to have profiles by individual projects or programs.

Focusing on the recidivism rate and the annual cost measure, what conclusions can be reached when considering categories of similar projects or programs? Table 2 summarizes the relevant information. Using the criterion of net percentage returned to prison (valued by the weighted annual cost to weighted percentage returned ratio) less net cost per person, Restructured Case Management ranks highest, followed by Summary Parole, and then by Services/Private. Controls, Regular Supervision, and Services/P&CSD rank fourth, fifth, and sixth, respectively. Pre-Release ranks last. Within the framework of this analysis (albeit limited), one might be led to the conclusion that resource expenditures could be significantly reduced by opting for Summary Parole and allocating sufficient resources to the Restructured Case Management project for supervision of those adult offenders not meeting the participation criteria established for the Summary Parole project.

Suppose the effectiveness measures included other indicators of delinquent and criminal activities. How are judgments reached when an array of measures is presented?

For each category of projects or programs, the numerical quantities associated with the various measures can be compared with those quantities associated with the equivalent measure in the weighted overall category. The criterion used throughout the analysis in summarizing the array of effectiveness measures is as follows. For either array of measures, community adjustment or criminality, those measures that can be influenced by a project are determined and are designated as "controllable" measures. Those measures that are not influenced by a project, or whose influence is likely to be very low, are determined and are designated as "uncontrollable" measures. Next, for those measures involving mean-time, the ratio of each mean-time measure to time-on-parole is calculated. Since the time-on-parole varies widely among the projects or programs comprising a category, these ratios allow proper comparisons.

For the "controllable" measures the numerical quantity associated with each measure within a category is compared with that quantity associated with the corresponding measure within the weighted overall category. Larger quantities when associated with favorable measures are considered advantageous and smaller quantities are disadvantageous. For the unfavorable measures smaller quantities are considered advantageous while larger quantities are considered disadvantageous. The number of disadvantageous occurrences are then counted. At this point, allowance is made for the dissimilar socioeconomic characteristics of the participants in the various projects for the "uncontrollable" measures, larger quantities represent more difficult caseloads.

TABLE 2

COST-EFFECTIVENESS DEPENDING ON RECIDIVISM

	Regular Super- vision	Pre- Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restruc- tured Case- Mngmnt	Weighted Total
Percentage Returned to Prison	9.4	10.8	8.8	3.7	3.8	6.7	2.5	6.9
Total Annual Cost Per Person	\$760	\$880	\$295	\$1,665	\$1,415	\$1,045	\$760	\$1,055
Net Percentage Returned ^{a/}	2.5	3.9	1.9	(3.2)	(3.1)	(.2)	(4.4)	0
Net Cost Per Person ^{b/}	(\$295)	(\$175)	(\$760)	\$ 610	\$ 360	(\$ 10)	(\$295)	0

a/ The numbers in parenthesis represent a reduction in the percentage returned relative to the weighted-mean and are considered favorable.

b/ The numbers in parenthesis represent a cost savings relative to the weighted-mean and are considered favorable.



For those projects in which the values for one or more uncontrollable measures were greater than the values for the weighted-mean, then one point is subtracted from the disadvantageous count for each such measure, yielding the net disadvantageous count.

The net advantageous count is determined by subtracting the net disadvantageous count from the total number of controllable measures considered. The percentage of the total controllable measures that are advantageous is an overall indicator summarizing the total effectiveness of the array of measures.

For criminality measures shown in Table 3, all measures excepting risk-to-the-community and prison time are considered to be controllable. As an example, consider the Summary Parole category. Disadvantageous counts are percentage returned-to-prison and custody-free days before return-to-prison, but these are offset by two counts, higher risk-to-the-community and higher prison time. The indicator of total effectiveness is 100 percent. The Restructured Case Management category also has a total effectiveness indicator of 100 percent.

Based on delinquent and criminality measures, the rankings of the various categories are changed when contrasted with the rankings using only the recidivism measure. With an array of criminality measures, the rankings are as follows. Summary Parole ranks first, followed by Restructured Case Management. The Pre-Release category and the Controls category rank third and fourth, respectively. Services/Private Organizations ranks fifth. Regular Supervision sixth, and Services/P&CSD last.

An examination of criminality measures and annual cost are insufficient to judge the value of the various categories of similar projects and programs. Community adjustment measures must also be considered. As already indicated, these measures are expressed in terms of "favorable" and "unfavorable" situations, and it is essential to keep in mind their precise definitions. Table 4 summarizes the effectiveness considerations associated with community adjustment measures. Comparisons between the numerical quantities associated with each measure within a category with those associated with the weighted total category are again made. Disadvantageous counts occur if smaller percentage quantities are present in favorable situations regarding employment and living situations and in adjustment prognosis (both within the most recent three months on parole and for at least nine of the last twelve months on parole). Disadvantageous counts occur if larger quantities are present in the corresponding unfavorable employment and living situations.

TABLE 3

COST-EFFECTIVENESS ASSOCIATED WITH DELINQUENT AND CRIMINALITY MEASURES

	Regular Super- vision	Pre- Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restruc- tured Case- Mngmnt	Weighted Total
Percentage of Persons:								
- Arrested, action pending	6.4	13.8	7.5	4.6	14.4	14.0	7.5	9.6
- Returned to prison	9.4	10.8	8.8	3.7	3.8	6.7	2.5	6.9
- PAL/RAL	10.8	7.7	0	11.9	3.8	8.1	2.5	7.6
Custody-free Days Before:								
- Arrested, action pending	319	171	312	226	341	226	371	273
- Returned to prison	219	109	59	252	323	231	569	202
- PAL/RAL	232	178	X	105	217	260	613	210
Rate of Episodes:								
- Recent 6 months	.87	.83	.44	.56	.67	.76	.65	.71
- Recent 12 months	1.33	1.05	.58	.72	1.24	1.29	.75	1.08
Risk-to-Community	95	162	143	92	89	144	88	118
Prison Time	25	39	38	32	27	51	33	34
Days on Parole	425	205	373	305	433	328	468	367
Percentage of Measures:								
- Advantageous	25.0	62.5	100.0	62.5	62.5	75.0	100.0	58.1
Total Annual Costs Per Person	\$760	\$880	\$295	\$1,665	\$1,415	\$1,045	\$760	\$1,055

Note: The symbol X means "not applicable"

TABLE 4

EFFECTIVENESS ASSOCIATED WITH COMMUNITY ADJUSTMENT MEASURES

	Regular Super- vision	Pre- Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restruc- tured Case- Mngmnt	Weighted Total
Percentage of Persons on Parole:								
<u>Within most recent 3 mos. having</u>								
Favorable/Unfavorable - Employment	33.3/46.3	29.7/39.1	54.1/24.3	34.0/37.9	27.5/43.1	27.1/46.5	32.5/45.0	31.9/42.6
Favorable/Unfavorable - Residence	37.3/38.4	23.4/37.5	29.7/35.1	31.1/37.9	30.4/34.3	29.2/42.5	40.0/27.5	31.9/37.6
General Public Assistance	18.1	9.4	16.2	14.6	15.7	25.7	30.0	18.6
Favorable Adjustment Prognosis	49.7	50.0	80.0	55.3	44.1	47.2	67.5	51.1
<u>For at least 9 of the last 12 months having</u>								
Favorable/Unfavorable - Employment	30.5/41.2	15.6/35.9	54.1/21.6	30.1/34.0	15.7/34.3	15.3/40.3	30.0/37.5	24.7/37.0
Favorable/Unfavorable - Residence	28.2/34.5	18.8/34.4	27.0/29.7	24.3/35.0	19.6/33.3	20.8/39.6	40.0/27.5	24.4/33.1
General Public Assistance	15.8	9.4	13.5	7.8	11.8	20.1	25.0	14.7
Favorable Adjustment Prognosis	45.8	40.6	76.7	52.4	41.2	40.3	67.5	46.6
<u>For more than 3 months serious</u>								
Physical Health problems	10.7	7.8	5.4	4.9	8.8	10.4	10.0	8.8
Mental Health problems	5.6	12.5	2.7	2.9	4.9	11.8	5.0	6.9
Alcohol usage	10.2	9.4	5.4	11.7	9.8	11.1	10.0	10.2
Drug involvement/use	18.6	28.1	8.1	19.4	27.5	21.5	10.0	20.5
Mean Length of time:								
<u>In months</u>								
Favorable/Unfavorable - Employment	11.3/10.9	5.8/ 6.2	10.6/ 7.2	9.2/ 7.9	7.7/10.9	10.1/ 9.1	15.2/12.8	10.0/10.6
Favorable/Unfavorable - Residence	14.6/10.9	7.0/ 6.5	9.0/ 8.8	8.7/ 9.4	6.8/10.5	10.0/10.1	14.2/13.8	10.3/10.0
<u>In days</u>								
Parole	425	205	373	305	433	328	468	367
Custody-free	444	151	378	324	418	335	461	376

For any category, if the ratio of the mean-time in unfavorable employment or living situations to the number of days on parole exceeds that corresponding ratio for the weighted category, the circumstance is disadvantageous; otherwise, it is advantageous. If the ratio of custody-free days to parole days for any category is less than that ratio for the weighted category, the circumstance is again disadvantageous. Larger quantities associated with alcohol usage and drug involvement or usage are also considered disadvantageous.

The treatment of general public assistance involves two comparisons. If the ratio of the percentage of persons receiving assistance to the percentage of persons in an unfavorable employment situation for any category is less than that ratio for the weighted category (a proxy for the need that is unmet), the situation is considered to be disadvantageous. The chronic physical and mental health measures are considered "uncontrollable" and are viewed as offsets to disadvantageous counts if the percentages of such persons within a category exceeds those percentages associated with the weighted category.

Based on the community-adjustment measures shown in the table, Restructured Case Management ranks first with a net advantage count of 17, followed by Summary Parole with a count of 15. Services/P&CSD and Regular Supervision rank next with counts of 11 and 10 respectively. Next are the Controls and Pre-Release categories, each with a count of 7. Services/Private organizations rank last with a net advantageous count of 6.

When considering the community adjustment measures, the rankings of the various categories, based on cost-effectiveness considerations, is as follows. Restructured Case Management ranks first, followed by Summary Parole. Regular Supervision and the Control category rank third and fourth, respectively. The Pre-Release category ranks fifth. Services/P&CSD and Services/Private Organizations rank sixth and seventh, respectively.

Table 5 summarizes the overall cost-effectiveness of the various categories when both community adjustment and criminality measures are considered. The rank-orderings are as follows:

Summary Parole shows a distinctive cost-effective advantage and ranks first. However, the community adjustment measures only reflect information on those persons actually placed on summary parole after agent recommendation. Obviously, such information is not available on those persons directly placed on summary parole.

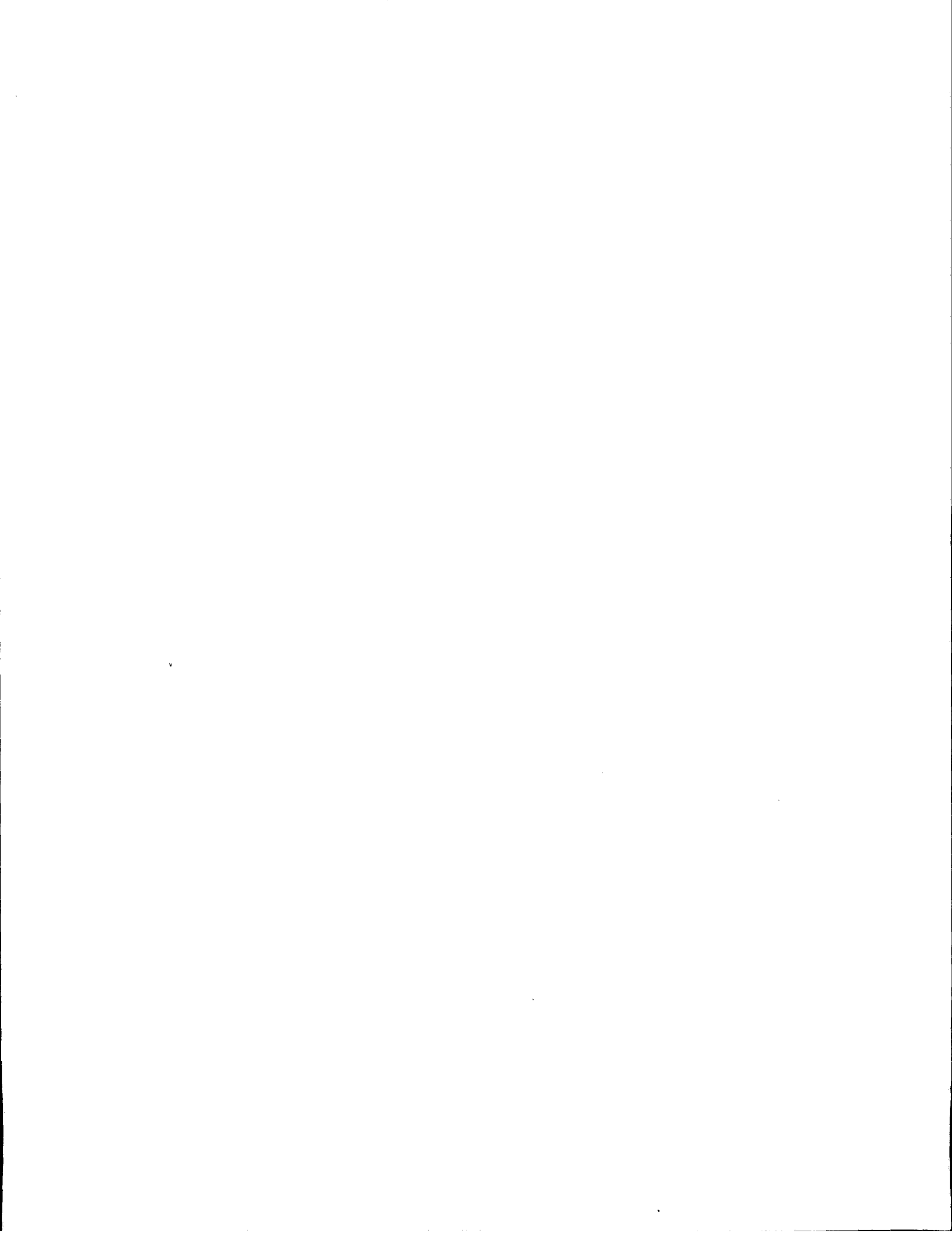


TABLE 5

COST-EFFECTIVENESS ASSOCIATED WITH ADJUSTMENT AND CRIMINALITY MEASURES

	Regular Super- vision	Pre- Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restruc- tured Case- Mngmnt	Weighted Total
Percentage of Total Measures Which are Advantageous for:								
- Community Adjustment	52.6	36.8	78.9	57.9	31.5	36.8	89.5	50.6
- Criminality	25.0	62.5	100.0	62.5	62.5	62.5	100.0	58.1
- Total	44.4	44.4	84.6	59.3	40.7	44.4	92.6	47.9
Total Annual Costs Per Person	\$760	\$880	\$295	\$1,665	\$1,415	\$1,045	\$760	\$1,055

Restructured Case Management ranks second, even though it achieves a larger percentage of advantageous counts when compared with Summary Parole. However, the persons in this category appear to be less difficult to supervise.

Regular Supervision ranks third. The percentage of total measures which are advantageous is 44.4, about one-half the value when compared with Restructured Case Management. The caseload appears slightly less difficult than the overall weighted caseload.

Pre-Release projects also achieve an overall effectiveness index of 44.4 percent, but cost-effectiveness considerations places this category in fourth position. The caseload is somewhat more difficult than the overall weighted caseload.

Controls ranks fifth, even though its overall effectiveness measure is the same as that associated with Regular Supervision and with the Pre-Release categories. The caseload, however, is more difficult to manage than the weighted caseload.

Services/P&CSD and Services/Private Organizations rank last. Even though the indicator of overall effectiveness varies (favoring Services/P&CSD), the incremental costs also vary (favoring Services/Private). The cost-effectiveness considerations favor Services/P&CSD. The caseloads within both these categories are slightly less difficult to manage than the weighted caseload.

As seen in the analysis, the rankings are dependent to some extent upon the measures that are used to characterize the effectiveness of the various categories. Table 6 summarizes the various rankings, depending on whether recidivism, criminality, community adjustment, or both community adjustment and criminality measures are used.

It must be stressed that the rankings that have been presented are based on the premise that all measures within any array of measures are of equal importance. If explicit value judgments are made by policy-makers concerning the relative importance of the various measures, the ordering of projects is affected. Table 6 provides some insights concerning value judgments. The use of a recidivism rate is equivalent to assigning zero values to all other measures. The use of criminality measures is equivalent to assigning zero values to community adjustment measures, whereas the use of community adjustment measures is equivalent to assigning zero values to criminality measures. The essential part is that, if explicit value judgments are expressed, analysis can be used to determine the resultant rank-orderings.



TABLE 6

COST-EFFECTIVENESS RANKINGS OF CATEGORIES UNDER VARYING ARRAYS OF EFFECTIVENESS MEASURES

Measures	Regular Super- vision	Pre- Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restruc- tured Case- Mngmnt
Recidivism	5	7	2	6	3	4	1
Criminality	6	3	1	7	5	4	2
Community Adjustment	3	5	2	6	7	4	1
Community Adjustment plus Criminality	3	4	1	6	7	5	2

Two measures, time-on-parole and risk-to-the-community, vary from category to category. It is entirely possible that variations within these measures influence the cost-effectiveness rankings of the various categories. For both time-on-parole and risk-to-the-community, the range of the information was summarized by approximate quartiles. The quartiles for these two measures are shown in Table 7 (and are presented in greater detail in Appendix B, Tables B-1 and B-2).

Although there are no entirely consistent patterns, the evidence suggests the following. During the early phase of parole supervision, services by P&CSD and private groups as well as controls appear effective. Summary Parole and Restructured Case Management have distinctive advantages mainly for those persons on parole for longer periods of time. Controls appear particularly effective for those persons posing a more serious risk-to-the-community. (Summary Parole also appears effective, but the project exclusion criteria tended to eliminate the highest risk persons.) Restructured Case Management shows lesser effectiveness as the risk-to-the-community index increases. Regular Supervision generally performs reasonably well as the length of time on parole and the risk-to-the-community index increases. The evidence also suggests that adult offenders on parole are not a homogeneous group of persons and that increased effectiveness could be achieved if actions appropriate to the adult offender's situation are taken.

An analysis of the 27 persons (out of our sample of over 700 felons and non-felons) that were returned to prison for a new commitment provides surprising insights. (An additional 25 persons were returned for a technical violation of parole; another 72 persons were awaiting Board action or court disposition of their cases.) Table 8 summarizes the results. Although the sample size is small, the evidence suggests that lack of supervision may have adverse consequences. Summary Parole, a highly ranked category, shows a notable increase in the severity of the commitment offense (based on middle terms specified in the Determinate Sentence Law). Both the Regular Supervision and Pre-Release categories also show an increase in the commitment-severity index. The categories Services/Private and Restructured Case Management show no change in the commitment-severity index. The categories Services/P&CSD and Controls show a notable reduction in the commitment-severity index.

Insights can also be obtained by examining the community adjustment measures associated with the person that was returned to prison. Across all categories, none of the persons had a favorable living situation. Eighty-one percent had unfavorable employment situations, while 63 percent had unfavorable living



TABLE 7

EFFECTIVENESS DEPENDING ON VARYING DAYS-ON-PAROLE AND RISK-TO-THE-COMMUNITY

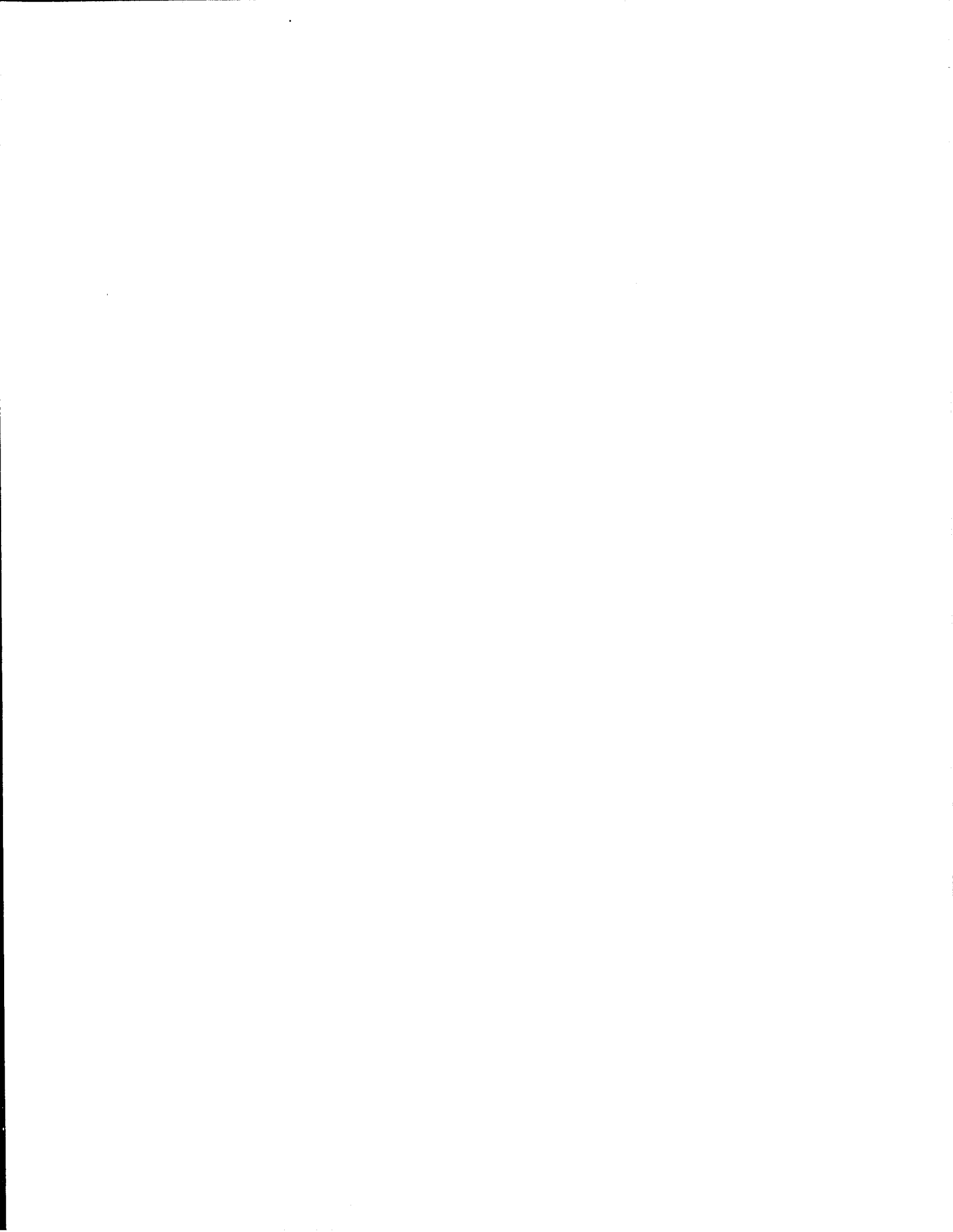
	Regular Super- vision	Pre- Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restruc- tured Case- Mngmnt
Percentage of Total Measures Which are Advantageous for:							
Days-on-Parole							
- 234 or less	55.5	44.4	50.0	63.0	66.7	66.7	54.2
- Between 235 and 354	40.7	51.9	73.1	64.0	57.7	51.9	66.7
- Between 355 and 490	55.6	85.7	92.0	75.0	16.0	38.5	87.5
- 491 or larger	65.4	X	87.5	69.2	38.5	77.8	88.9
Risk-to-the-Community							
- 48 or less	48.1	66.7	87.5	52.0	50.0	48.1	100.0
- Between 49 and 96	48.1	72.0	84.6	61.5	51.9	59.3	72.0
- Between 97 and 155	37.0	77.0	77.0	61.5	50.0	55.6	72.0
- 156 or larger	59.3	44.4	80.8	66.7	38.5	63.0	52.6

Note: The symbol X means "not applicable."

TABLE 8

OFFENSE-SEVERITY ASSOCIATED WITH NEW COMMITMENTS

	Regular Super- vision	Pre- Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restruc- tured Case- Mngmnt
Percentage of Persons with Offense-Severity:							
78 - Higher	46.0	50.0	75.0	0	0	0	0
- Same	27.0	50.0	0	0	100.0	33.0	100.0
- Lower	27.0	0	25.0	100.0	0	67.0	0
Mean Offense-Severity:							
- Previous Commitment	45.0	54.0	36.0	72.0	36.0	60.0	24.0
- Present Commitment	47.0	72.0	51.0	24.0	36.0	36.0	24.0



situations over their most recent three months on parole. Moreover, 69 percent of the persons returned to prison were in unfavorable employment situations, and 56 percent were in unfavorable living situations for at least nine out of the most recent twelve months. Their mean risk-to-the-community index is 187, far above the weighted-total index of 115.

This evidence also argues that the adult offender on parole cannot be viewed as an undifferentiated grouping of persons having similar problems. Moreover, the evidence strongly suggests that indicators of risk-to-the-community, recent employment and living situations, and extended employment and living situations, can be used to identify those persons likely to return to prison.



APPRAISING INDIVIDUAL PROJECTS AND PROGRAMS

While the appraisals of categories of projects and programs provided some insights into the question "what works," they provide little or no insights into the question "for whom, and how well." Insights into that question are possible only when considering individual projects and programs.

Since there are sufficiently striking differences among each project or program within a specific category, a detailed analysis, corresponding to the matched services/control model approach, is required. Emphasis is first placed on determining rank-orderings based on the full array of community adjustment and criminality measures.

The same criterion that was used to establish cost-effectiveness rank-orderings is again applied. Table 9 summarizes the information on the full array of measures associated with each individual project or program. It is useful to consider the cost-effectiveness of the projects and programs within each of the categories already discussed. Within several of the categories, individual projects may have a dissimilar services or controls focus. For projects within a category having a distinctively different focus, choices among them cannot be made strictly on cost-effectiveness considerations. For this reason the ranking of all projects within a category are presented.

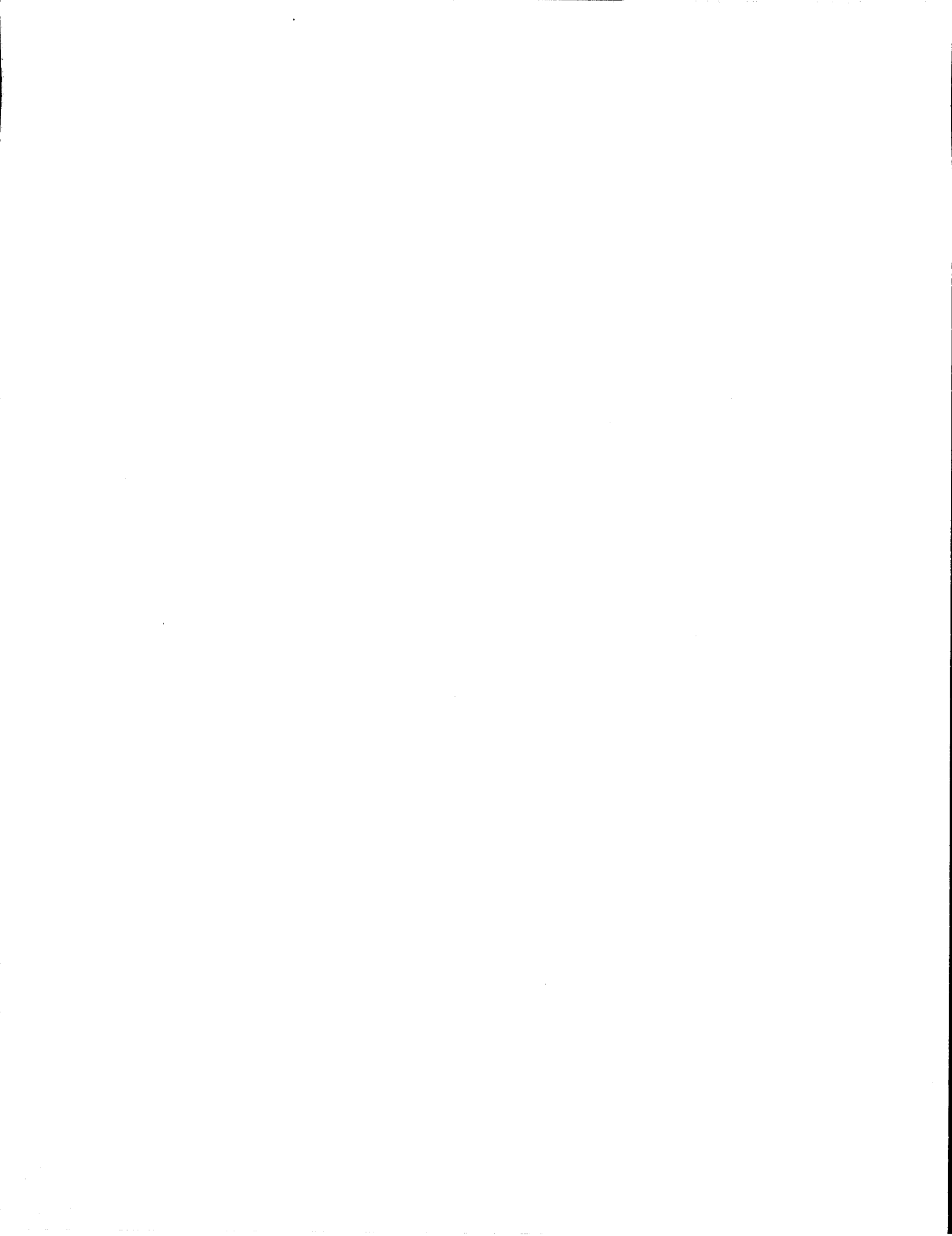
Regular Supervision: Within this category, the group of persons continued on regular supervision after the agent recommended summary parole show the largest cost-effective advantage, as would be expected. Generally, the community adjustment measures show a higher percentage of persons in favorable employment and living situations compared with other persons in regular supervision. All criminality measures show a favorable comparison even though the proportion of high-risk offenders closely matches that of the weighted total. Situations in which agents recommend regular supervision ranks second. Regular Supervision ranks last.

Pre-Release: The SPAN project shows a distinctive cost-effective advantage over the PAPA project. Even if the added resource assigned to PAPA were halved, the cost-effective advantage remains with SPAN. The PAPA project, however, serves higher risk offenders, and this is also reflected in the return-to-prison measure. The SPAN project serves a higher proportion of non-felon persons.

TABLE 9
COST-EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS

	Summary/ Agent Revised Regular	Agent Summary/ Continued Regular	Regular Super- vision	SPAN	PAPA	Direct Summary	Summary Agent/ Summary	ASD	DFA	Voca- tional Rehabili- tation	Bassett Barrie	NHP	JOVE	Parole Outpatient Clinic North	Parole Outpatient Clinic South	San Jose Parole Outpatient Clinic	EMT	High Control	Tenn Super- visor CHP	Center Total
Percentage of Persons on Parole:																				
<u>Within most recent 3 mos. having</u>																				
Favorable/Unfavorable-Employment	22.6/51.6	42.9/40.0	33.3/46.8	20/44	35.9/35.9	g/	54.1/24.3	30.3/39.4	25.7/45.7	45.7/28.6	13.9/61.1	24.2/42.4	45.5/24.2	15.0/60.0	27.6/51.7	33.3/45.5	19.4/38.7	35.5/41.9	32.5/45.0	21.9/42.6
Favorable/Unfavorable-Residence	32.3/48.4	48.6/51.4	35.1/37.8	20/24	25.6/41.0		29.7/35.1	15.2/27.3	22.9/37.1	28.6/48.6	33.3/30.6	27.3/33.3	30.3/39.4	30.0/55.0	24.1/48.3	27.3/48.5	25.8/41.9	38.7/22.6	40.0/27.5	31.9/37.6
General Public Assistance	25.8	14.5	17.1	4.0	12.8		16.2	21.2	17.1	5.7	13.9	9.0	24.2	45.0	24.1	33.3	19.4	9.7	30.0	16.6
Favorable Adjustment Prognosis	45.2	71.4	44.1	52.0	43.7		64.9	60.6	45.7	60.0	33.3	51.5	39.4	60.0	62.1	48.5	41.9	29.0	67.5	51.1
<u>For at least 9 of the last 12 months having</u>																				
Favorable/Unfavorable-Employment	12.9/48.4	37.1/34.3	33.3/41.4	16/48	15.4/28.2		54.1/21.6	24.2/36.4	22.9/42.9	42.9/21.9	11.1/52.8	15.2/33.3	21.2/15.2	15.0/55.0	10.3/48.3	21.2/36.4	12.9/25.8	16.1/41.9	30.0/37.5	24.7/37.0
Favorable/Unfavorable-Residence	12.9/41.9	37.1/34.3	29.7/32.4	12/28	23.1/38.5		27.0/29.7	33.3/24.2	14.3/31.4	25.7/48.6	19.4/33.3	21.2/27.3	18.2/39.4	20.0/55.0	17.2/48.3	15.2/39.4	19.4/41.9	32.2/19.4	40.0/27.5	24.4/33.1
General Public Assistance	22.6	11.4	15.3	4.0	12.8		13.5	15.2	5.7	2.9	8.3	9.0	18.2	40.0	17.2	24.2	12.9	12.9	25.0	14.7
Favorable Adjustment Prognosis	38.7	65.7	41.4	48.0	35.9		62.2	57.6	42.9	57.1	33.3	42.4	48.5	60.0	51.7	39.4	41.9	16.1	67.5	46.6
<u>For more than 3 months serious</u>																				
Physical Health Problems	3.7	8.6	11.7	12.0	5.1		5.4	0	8.6	5.7	11.1	6.0	9.1	15.0	10.3	6.1	19.4	3.2	10.0	8.8
Mental Health Problems	9.7	0	6.3	4.0	17.9		2.7	9.0	0	0	8.3	3.0	3.0	5.0	24.1	15.2	9.7	3.2	5.0	6.9
Alcohol usage	6.5	11.4	10.8	8.0	10.3		5.4	6.0	14.3	14.3	5.6	12.1	12.1	5.0	13.8	15.2	3.2	16.1	10.0	10.2
Drug involvement/use	16.1	0	25.2	44.0	17.9		8.1	15.2	28.6	14.3	27.8	27.3	27.3	0	13.8	6.1	45.2	35.5	10.0	20.5
Mean Length of Time:																				
<u>In months</u>																				
Favorable/Unfavorable-Employment	7.7/ 8.3	10.4/ 9.5	12.2/12.2	4.2/ 4.9	6.4/ 7.1		10.6/ 7.2	9.9/11.9	5.2/ 5.5	11.2/ 5.8	6.0/12.5	10.6/11.3	6.4/ 7.5	10.0/ 6.0	6.7/ 8.0	10.3/ 7.3	9.5/ 7.8	9.2/10.7	15.2/12.8	13.0/10.6
Favorable/Unfavorable-Residence	7.4/ 8.9	11.7/12.0	13.4/11.4	4.3/ 4.5	8.7/ 7.2		9.0/ 8.8	11.3/11.1	4.6/ 5.0	8.7/11.2	8.6/73.8	11.1/ 9.6	9.0/ 8.7	7.0/ 7.9	7.0/ 8.6	9.3/ 9.5	12.3/11.6	12.0/ 7.1	14.2/13.8	16.3/10.6
<u>In days</u>																				
Parole	278	385	482	113	262	356	390	466	123	342	460	459	377	209	236	330	412	389	468	367
Custody-free	305	374	510	117	253	367	390	454	131	338	415	448	387	220	234	339	435	456	461	376
Percentage of Persons:																				
Arrested, action pending	2.6	0	9.4	16.0	12.5	5.0	10.3	5.9	7.9	0	19.4	8.8	14.7	15.8	13.8	2.9	20.6	18.8	7.5	9.6
Returned to prison	21.1	0	8.7	0	17.5	17.5	0	2.9	0	8.1	2.8	5.9	2.9	5.3	0	5.9	14.7	6.3	2.5	6.9
FAL/VAL	18.4	2.8	10.2	8.0	7.5	0	0	0	23.7	10.8	5.6	2.9	2.9	5.3	3.4	8.8	2.9	18.8	2.5	7.6
Custody-free Days Before:																				
Arrested, action pending	308	X	320	88	237	384	264	416	100	266	427	411	176	155	143	76	301	256	371	273
Returned to prison	159	X	262	X	110	118	X	211	X	128	579	261	189	143	X	372	209	187	569	202
FAL/VAL	146	239	294	67	252	X	X	X	95	358	186	397	98	90	290	201	544	266	613	210
Rate of Episodes:																				
Recent 6 months	.87	.39	1.0	.64	.95	.48	.41	.62	.68	.49	.75	.53	.74	.32	.62	.68	.85	1.06	.65	.71
Recent 12 months	1.63	.75	1.5	X	1.30	.63	.54	.97	X	.65	1.56	1.03	1.12	.57	.93	1.09	1.41	1.94	.75	1.03
Risk to Community	147.5	110	72.2	130	182.9	165.5	122.2	104	138.3	104.4	96.0	76.1	95.3	194.2	120.8	130.2	108.3	206.3	27.7	117.8
Prison Time	41.4	30.9	19.1	16.2	53.9	43.0	33.6	34.2	32.4	29.2	29.8	35.9	16.6	84.3	68.7	45.8	19.1	38.5	33.3	24.4
Percentage of Total Measures Which are Advantageous																				
Total annual cost per person	760	760	760	870	885	230	365	2,045	1,810	1,155	1,540	995	1,710	1,580	1,585	1,110	880	1,325	760	1,055
Net percentage measure ^{a/}	(10.4)	21.5	(14.1)	(2.5)	(14.1)	29.0	25.5	22.3	(18.5)	.8	(17.8)	.8	(2.9)	4.3	(.8)	.8	(14.1)	(10.4)	34.1	0
Net cost measure ^{a/}	(295)	(295)	(295)	(185)	(170)	(825)	(690)	1,010	755	100	485	(60)	655	525	530	55	(175)	270	(295)	0

a/ No information is available on community adjustment measures.
b/ Numbers in parentheses represent unfavorable comparisons relative to the weighted-mean.
c/ Numbers in parentheses represent favorable comparisons relative to the weighted-mean.



Summary Parole: Based on criminality measures only (there is no information available on community adjustment), the Direct Summary cases show the highest cost-effectiveness advantage within the category. Direct Summary includes moderate-to-high-risk persons, based on the risk-to-the-community index. (The risk-to-the-community index for Direct Summary is the fourth highest, with High Control having the highest score.) The return-to-prison measure is high, matching that of the PAPA project. The agent-determined summary parole cases also show a highly favorable cost-effectiveness advantage. When considered together with the cases continued on regular supervision after agent recommendation for summary parole, the evidence strongly suggests that agent judgments can be relied upon in decisions regarding the appropriate level of supervision.

Services/P&CSD: The Vocational Rehabilitation project has the highest cost-effectiveness advantage within the category. Even though the ASD project has a higher overall indicator of effectiveness, the high cost of the project makes it a second-best choice. The DFA project ranks last. Persons participating in the DFA project, however, have been on parole for a short period of time. Moreover, the persons in that project show a higher risk when compared with the two other P&CSD service-focus projects.

Services/Private Organizations: The NHP project has the highest cost-effectiveness advantage within the category. Persons participating in the project, however, have the second-lowest score in the risk-to-the-community index. Moreover, when compared with the Bassett Barrio project, the return-to-prison measure is higher. Project JOVE out-performs Bassett Barrio on cost-effectiveness considerations. When comparing all projects within the Services/P&CSD and the Services/Private categories, the ordered rankings are: NHP, Vocational Rehabilitation, ASD, JOVE, Bassett Barrio and DFA. Only three of these projects (Vocational Rehabilitation, Project JOVE, and Bassett Barrio) have a similar service focus.

Controls: The San Jose POC project has the highest cost-effectiveness advantage among all projects and programs within the Control category, and has a superior cost-effectiveness advantage over the regular POC programs. The EMIT project ranks second. The High Control project ranks third. However, since each of these projects has a distinctively different control focus, choices among them cannot be made on cost-effectiveness considerations alone.

Restructured Case Management: The Team Supervision/CRMT is the only project included in this category. As already seen, the project has a distinct cost-effectiveness advantage when compared with other projects, excepting the Direct Summary and Agent-Determined Summary cases.

Table 10 summarizes changes in the cost-effectiveness rankings of individual projects and programs depending on whether recidivism, criminality, community adjustment, or both community adjustment and criminality measures are used. The projects and programs within the categories of Regular Supervision and Restructured Case Management, as well as within the categories of Services/P&CSD and Services/Private, are combined since the focus of projects and programs within these categories are generally similar. As seen in the table, the rankings are dependent upon the measures that are used to characterize the effectiveness of the projects and programs.

As with the cost-effectiveness analysis of the various categories, the rankings that have been presented are based on the premise that all measures within any array of measures are of equal importance. As previously discussed, if explicit value judgments are expressed concerning the relative importance of the various measures within any array of measures, the analysis can be extended to determine the resultant rank-orderings.

The impact of variations in time-on-parole and in risk-to-the-community are now considered. As previously indicated, these two variables have a notable impact on prospects for successful parole outcome. Table 11 summarizes these results, and it is based on the detailed information shown in Tables C-1 and C-2, Appendix C.

Regular Supervision: A Summary Parole control group, Direct Summary/Continued Regular, retains its effectiveness as time-on-parole and risk-to-the-community varies. This further supports the argument that agent judgment can be relied upon in making decisions as to whether persons should be placed on a summary parole status.

Pre-Release: While the SPAN project shows a cost-effective advantage over the PAPA project in the baseline case, its effectiveness is highly dependent upon the risk-to-the-community index. The PAPA project serves higher-risk adult offenders.

Summary Parole: Based on criminality measures only, the Direct Summary project has a high degree of effectiveness regardless of the risk-to-the-community. The agent-determined summary parole cases retain their overall effectiveness regardless of time-on-parole. Overall effectiveness is diminished, however, for higher risk offenders.

Services/P&CSD: The advantage associated with the Vocational Rehabilitation project is somewhat reduced as time-on-parole increases. The project retains its effectiveness advantage only for low-to moderately-high-risk adult offenders. The effectiveness of the Accelerated Social Development project



TABLE 10

COST-EFFECTIVENESS RANKINGS OF PROJECTS UNDER VARYING ARRAYS OF EFFECTIVENESS MEASURES

Projects and Programs	Measures			
	Recidivism	Criminality	Community Adjustment	Community Adjustment Plus Criminality
<u>Regular Supervision and Restructured Case Management</u>				
Summary/Agent Recommended Regular	4	3	4	3
Agent Summary/Continued Regular	1	1.5*	2	2
Regular Supervision	3	4	3	4
Team Supervision/CRMT	2	1.5*	1	1
<u>Pre-Release</u>				
SPAN	1	1	1	1
PAPA	2	2	2	2
<u>Summary Parole</u>				
Direct Summary	2	1	X	X
Agent Summary/Summary	1	2	1	1
<u>Services/P&CSD and Private</u>				
ASD	6	5	3	3
DFA	1	2	6	6
Vocational Rehabilitation	4	3	1	2
Bassett Barrio	3	6	5	5
NHP	2	1	2	1
JOVE	5	4	4	4
<u>Controls</u>				
POC-North	3	2	4	4
POC-South	1	1	5	5
POC-San Jose	2	3	2	1
EMIT	5	4	1	2
High Control	4	5	3	3

*This represents a tie in the ranking.
The symbol X means "not applicable."

TABLE 11

PROJECT EFFECTIVENESS DEPENDING ON VARYING DAYS-ON-PAROLE
AND RISK-TO-THE-COMMUNITY

Percentage of Total Measures
Which are Advantageous for:

Days-on-Parole

Risk-to-the-Community

	Days-on-Parole				Risk-to-the-Community			
	234 or less	Between 235 and 354	Between 355 and 490	491 or larger	48 or less	Between 49 and 96	Between 97 and 155	156 or larger
Summary/Agent Rcmnded Regular	45.8	46.2	59.1	60.0	50.0	48.0	48.1	57.7
Agent Summary/Continued Regular	79.2	79.2	65.0	68.0	91.3	83.3	62.5	68.0
Regular Supervision	53.8	40.8	33.3	51.9	53.8	46.2	48.1	48.1
SPAN	48.0	X	X	X	56.5	60.0	76.5	20.8
PAPA	76.0	50.0	75.0	X	65.2	76.0	79.2	53.8
Direct Summary	80.0	100.0	85.7	66.7	100.0	100.0	87.5	100.0
Summary Agent/Summary	X	66.7	81.8	88.9	45.8	80.0	84.0	76.0
ASD	40.0	66.7	65.0	68.0	65.2	80.0	66.7	64.0
DFA	50.0	X	X	X	50.0	40.0	41.7	80.0
Vocational Rehabilitation	80.0	65.0	58.3	60.0	68.0	62.5	88.0	24.0
Bassett Barrio	87.0	62.5	9.5	30.8	45.8	57.5	42.3	40.0
NHP	35.7	69.6	50.0	36.0	38.5	52.0	52.0	72.0
JOVE	50.0	30.4	42.9	68.0	72.0	56.0	46.2	68.0
Parole Outpatient Clinic-North	81.8	66.7	63.7	X	75.0	61.9	47.6	92.0
Parole Outpatient Clinic-South	91.7	44.0	100.0	16.7	72.2	72.0	40.0	64.0
San Jose Outpatient Clinic	52.0	57.1	40.0	88.5	28.0	79.2	68.0	46.2
EMIT	38.9	62.5	27.0	30.8	69.2	16.0	51.9	48.0
High Control	34.6	58.3	56.0	61.5	34.6	70.8	64.0	63.0
Team Supervision/CRMT	62.5	52.9	83.3	88.9	100.0	64.0	70.8	42.1
Weighted Total	56.3	52.6	50.5	49.1	61.4	61.4	60.2	57.8

Note: The symbol X means "not applicable."



is less dependent on time-on-parole and risk-to-the-community variations. Although participants in the Direct Financial Assistance project have been released only recently, high-risk adult offenders appear to be benefiting from the project.

Services/Private Organizations: Although the NHP project has the highest cost-effectiveness advantage, Project JOVE has a higher effectiveness for low-to-moderate-risk adult offenders and for persons on parole for the longest period. The Bassett Barrio project performs well for persons on parole for a relatively short time period.

Controls: No clear patterns are evident when considering the individual control projects and programs. Although San Jose POC has an overall cost-effective advantage, other Control projects exceed its effectiveness on count-by-count comparisons.

Restructured Case Management: As already indicated, the overall effectiveness of the Team Supervision/CRMT project increases as time-on-parole increases. However, the project's effectiveness is diminished as the risk-to-the-community increases.

This analysis of individual projects and programs clearly shows that no single P&CSD activity can be expected to have a high overall cost-effectiveness advantage for all adult offenders on parole status. Not only do the situations as evidenced by needs or problems experienced by an adult offender vary, but these situations also change during the period of parole supervision.

A final analysis focuses on situations in which adult offenders are involved in more than one service project or control project. In the total sample of adult offenders included in the comparison study, fourteen persons were included in two projects or programs. Nine persons were in a service-focus project and in a control-focus project. Five persons participated in two service-focus projects. In almost sixty percent of the cases, the service project was JOVE. Although the sample sizes are small, certain insights are possible. Consider first the array of criminality measures. The risk-to-the-community index is 89 compared to the overall weighted-mean of 118, while the prison-time index is about 10 percent larger. On balance, those persons receiving one or more services or controls are moderately low risk cases. The rates of episodes are larger than expected. Moreover, the percentage of persons arrested/awaiting action or returned-to-prison is slightly larger than the corresponding percentage associated with the weighted total. Based on criminality measures, these considerations argue that greater effectiveness is not necessarily achieved as more than one service or control is provided.

When considering the community adjustment measures, additional impressions are gained. Although a larger percentage of persons have serious physical health problems and have alcohol or drug usage problems, a smaller than expected percentage of these persons are in unfavorable employment situations for at least nine out of the last twelve months. However, a larger than expected percentage of persons are in unfavorable living situations for at least nine out of the last twelve months. For the most recent three months on parole, a significant increase in unfavorable employment situations occurs. The benefits of having more than one service or control furnished are not obvious. If these observed trends apply to the larger parole population, it would appear that, on balance, if services or controls are applied jointly, but in an uncoordinated manner, increased effectiveness will not occur.

PROVIDING PROVISIONAL ANSWERS TO POLICY QUESTIONS

The primary purpose of this analysis is to provide preliminary insights into certain policy questions which were discussed as issues earlier in this report. They are restated (and reordered) here as follows:

- . Does an array of measures reflecting both criminality and community adjustment allow a more complete assessment of the overall value of a project or program than does the use of a recidivism measure?
- . Can the cost-effectiveness of various projects and programs be determined so that decisions may be made as to whether they should be expanded, redirected, or terminated?
- . Does the provision of appropriate services or controls affect the adult offender's prospects for adjustment to the community?
- . Does the provision of appropriate services or controls affect the adult offender's proclivity toward reinvolvement in criminal activities?
- . Do the various needs and problems of adult offenders, individually or jointly, vary throughout the period of parole supervision?
- . Do the services or controls that are provided match the changing situation of the adult offender?
- . Is the current length of parole supervision for felon offenders and civil addicts appropriate?
- . Does a preferred mode of parole supervision exist which improves the overall effectiveness, efficiency, and equity of paroles?

In some instances only partial insights are obtainable from the analysis.

The use of a recidivism measure can be misleading. When considering categories of projects or programs, categories having the lowest recidivism rate are Restructured Case Management, Services/P&CSD, and Services/Private Organizations (Table 2). For the categories Services/P&CSD and Services/Private, judgments

based solely on the singular measure are erroneous. While judgments concerning Restructured Case Management are on firmer grounds, the full value of this category depends on considerations transcending the recidivism rate. An examination of the recidivism rate associated with individual projects and programs (Table 9), shows that five of these have a zero recidivism rate. Included among these are projects or programs that turn out to be poor choices when measures other than recidivism are considered. The issue of which array of community adjustment measures allows meaningful assessments is judgmental. The issue of which array of criminality measures allows proper assessments is less open to question, but clearly recidivism by itself is a misleading measure.

The array of community adjustment measures captures a full range of situations including employment, residence, health, etc., over varying time periods. It is a premise of this study that a relationship exists between activities provided to the adult offender and these community adjustment measures. (In a technical sense, a production function relating activities to outcomes is assumed to exist.) While it is exceedingly difficult to precisely specify this relationship, its existence cannot be questioned. Changes in community adjustment occur over time. Although not all of the change can be directly attributable to a project or program, a portion of the change must be relatable to the project or program. If this premise is not valid, judgments concerning the value of parole rests solely on evaluation of project activities such as manpower utilization, case contacts, etc. These evaluations shed limited insights into resource allocation decisions.

This comparison study has demonstrated the feasibility of analyzing the cost-effectiveness of various projects and programs (albeit, within the framework of the various measures and indicators selected). This analysis has identified promising program choices, as well as distinctively inferior program choices. The ultimate decisions to expand, redirect, or terminate projects or programs depend on considerations that transcend strictly defined cost-effectiveness considerations. However, the analysis provides a special benchwork (in terms of opportunities foregone) for judging the consequences of decisions based on non-economic considerations.

Appropriate services or controls can affect, in certain instances, the adult offender's prospects for adjustment to the community. Although not without qualifications, examples are Vocational Rehabilitation, Team Supervision/Community Resources Management Team, San Jose POC, and High Control. The argument is

not that these projects are the most cost-effective options in their present form; rather, projects similar in operation but having greater effectiveness and lower costs are promising alternatives. The issue is: Can appropriate and effective services/controls be provided at an affordable level of resources?

Appropriate controls can affect, at least indirectly, the adult offender's proclivity toward reinvolvement in criminal activities. Unless a variety of criminality measures are used, certain relationships are not apparent. Consider three measures: arrests awaiting action, return-to-prison, and PAL/RAL. A low percentage associated with any one of these indicators is generally offset with a higher percentage in another of these indicators. The extent to which services effect the proclivity toward reinvolvement in criminal activities is difficult to sort out. Services more directly effect community adjustment. Failure to adjust to the community undoubtedly is a major determinant of reinvolvement in criminal activities. This was demonstrated in the return-to-prison analysis, previously discussed.

The analysis has also suggested that the various needs and problems, individually or jointly, of adult offenders do vary during the supervision period. There appears to be a high degree of association between unfavorable employment and unfavorable living situations. The degree of association between favorable employment and favorable living situations is not as high. Evidence of the degree to which needs and problems vary during parole supervision is obtained by closely examining the information on persons included in the study. An adult offender may experience an adverse change at any time during the period of parole. Unless intervention by P&CSD occurs, the persistence of any adverse situation may cause additional adverse changes. An adult offender may also experience favorable changes, but these are more likely to occur during the earlier phases of supervision. Periodic review may be required to maintain favorable situations throughout the period of parole.

Insights are possible into the question of whether services match the changing situation of the adult offender. Appropriate matching of services may occur in the Team Supervision/CRMT project and probably in those Summary Parole cases continued on regular supervision, since the overall effectiveness indicator (percentage of total measures which are advantageous) increases with increasing time-on-parole (Table 11). The validity of the observation depends on three factors:

- . The situations of adult offender in fact change;
- . The overall effectiveness indicator does not show the same pattern for all projects and programs; and,
- . The willingness on the part of the adult offenders to seek assistance.

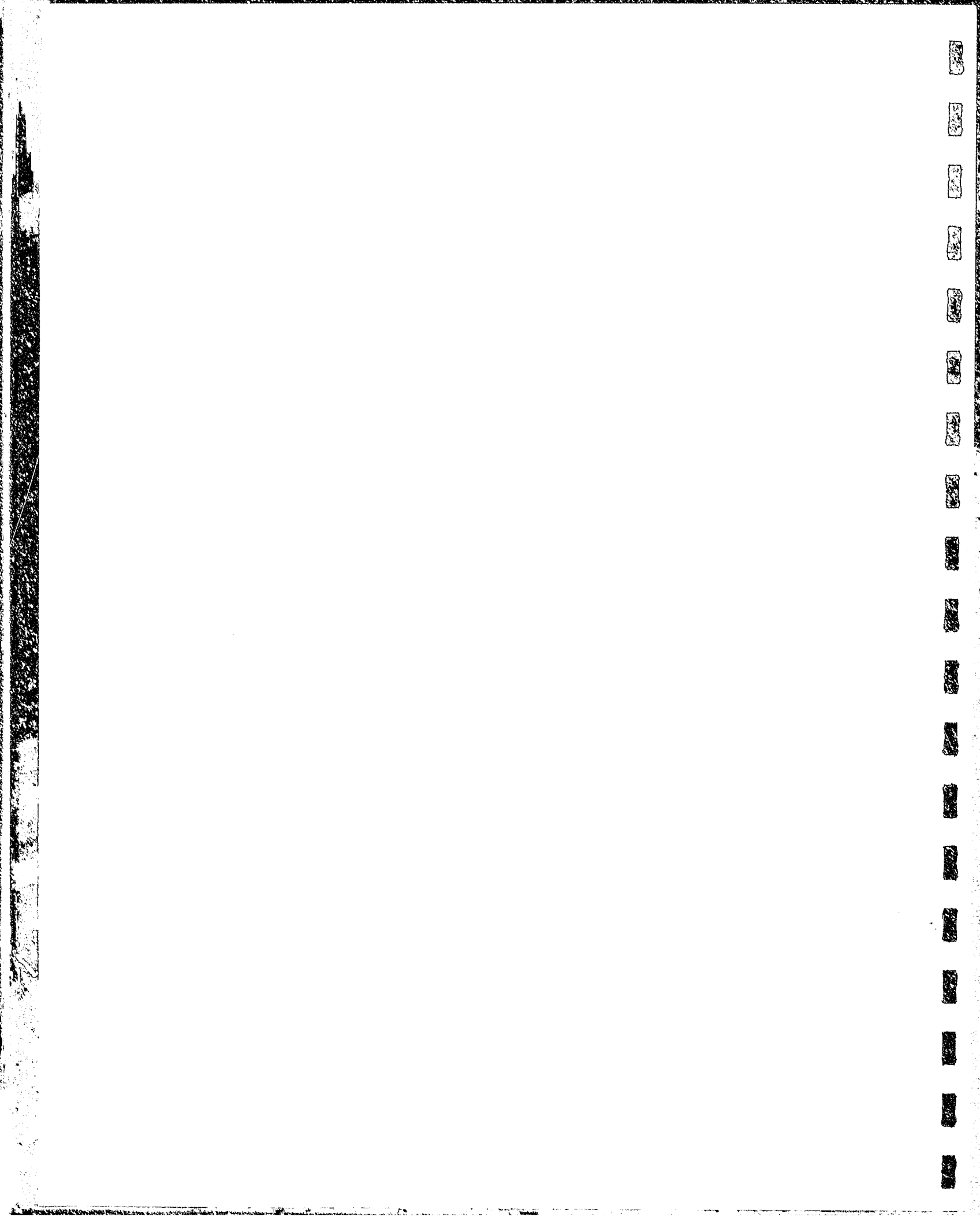
The analysis provides no insights into the question of whether controls are closely matched to the changing situation of the adult offender.

Based on this appraisal, the current length of parole supervision for felon offenders and civil addicts does not appear appropriate. Under the Determinate Sentence Law, the supervision period for felon offenders generally is one year. Under existing regulations, the maximum supervision period for civil addicts is seven years, including short-term return-to-prison for treatment for those not participating in Methadone Maintenance Programs, but three years for those participating in such programs. For both felon and non-felon offenders the current regulations assume that all persons on parole should be treated similarly. The information that has been analyzed in this study supports the contrary view.

Evidence based on the cost-effectiveness advantage of Summary Parole Agent Determined cases clearly supports the view that moderately low-risk adult offenders who are making a satisfactory adjustment to the community can be placed on summary parole without undue risk to the public. Parole agents are clearly able to reach such judgments after supervising a person for a 90 to 120 day period.

The return-to-prison analysis also suggests that high risk adult offenders who are in extended unfavorable employment and unfavorable living situations, are almost certain to be reincarcerated. The analysis suggests that the appropriate period of supervision for high risk persons who are experiencing adverse situations should be about 18 months (provided the situations are improved) rather than the 12 months specified by the Determinate Sentence Law. (Excluding local jail time, the average custody-free days before returned to prison ranges between 110 and 580 days for the individual projects and programs considered in the study.) Judgments suggest that civil addicts should be supervised for a period of time equivalent to high risk felon offenders, provided that they participate in treatment programs and are not experiencing adverse situations. (Other studies have shown that treatment programs widely vary in their effectiveness, and the specification of preferred cost-effective programs lies beyond the scope of this study.) This study provides only indirect evidence of the appropriate period of supervision for civil addicts.

Some insights are possible regarding promising modes of parole supervision satisfying criteria of effectiveness, efficiency, and equity. These will be subsequently discussed in greater detail. As is generally the case, any cost-effectiveness analysis provides essential clues regarding the specification of alternatives that are likely to be effective and efficient. The equity criterion is more difficult to satisfy, mainly because an agreement on what considerations ought to be included is not easily reached. It appears reasonable to include, at the minimum, the notion that every adult offender should be supervised in a relatively tailored manner that recognizes the changing nature of the person's situation.



CONCLUSIONS: A BASIS FOR FUTURE RESEARCH

The need to appraise the accomplishment of programs under the jurisdiction of PDCs and to establish, on the basis of the appraisal, priorities for future policy and program action are increasingly difficult tasks facing decision-makers. This cost-effective appraisal is an important first step in determining which projects and programs are relatively cost-effective choices. However, the study also identifies other projects and programs that are inferior choices. Judgments as to which choices are best must be made on the basis of a few indicators. Decisions guided by the uniform model approach that focuses only on a recidivism rate as a measure of overall effectiveness are likely to be inferior. That model is based on the premise that a single approach works best for all adult offenders. Decisions guided by the matched services/control model approach that focuses on a full range of measures are likely to be superior. This model is based on the premise that the needs and problems of the adult offenders are sufficiently distinguishable, requiring specific services or controls depending on the situation. Moreover, appraisals of accomplishments at the project or program level allow sharper insights than do appraisals at the broad category level.

Although this study identified those projects that are relatively cost-effective, they are not necessarily preferred choices that should be implemented on a statewide basis. With few exceptions, the overall level of effectiveness leaves much to be desired. The San Jose PDC project, the EMT project, and the High Control project are cost-effective choices among all control projects considered. Yet their overall index of effectiveness is only about one-half of the achievable total effectiveness. The SPAN project is cost-effective among the pre-release projects considered in this study; however, its effectiveness will probably diminish (based on the experiences of the PAPA project) as the time spent on parole increases. Team Supervision/CHIT is highly cost-effective, but this mode of supervision may not be appropriate for high-risk adult offenders. These projects, as well as others, provide clues as to which approaches are likely to be effective and efficient depending on the needs and problems of the adult offender. Clearly, no single project could be expected to be the most cost-effective alternative project for all adult offenders under parole supervision.

The insights that have been obtained suggest an approach to the restructuring of parole supervision consistent with the matched services/control model. Each adult offender would be assigned (or

Some insights are possible regarding promising modes of parole supervision satisfying criteria of effectiveness, efficiency, and equity. These will be subsequently discussed in greater detail. As is generally the case, any cost-effectiveness analysis provides essential clues regarding the specification of alternatives that are likely to be effective and efficient. The equity criterion is more difficult to satisfy, mainly because an agreement on what considerations ought to be included is not easily reached. It appears reasonable to include, at the minimum, the notion that every adult offender should be supervised in a relatively tailored manner that recognizes the changing nature of the person's situation.

ESTABLISHING A BASIS FOR FUTURE DIRECTION

The need to appraise the accomplishments of programs under the jurisdiction of P&CSD and to establish, on the basis of the appraisal, priorities for future policy and program action are increasingly difficult tasks facing decision-makers. This comparative appraisal is an important first step in determining which projects and programs are preferred, cost-effective choices. Moreover, the study also identifies other projects and programs that are inferior choices. Judgments as to which choices are best cannot be made on the basis of a few indicators. Decisions guided by the unique model approach that focuses only on a recidivism rate as a measure of overall effectiveness are likely to be inferior. That model is based on the premise that a single approach works best for all adult offenders. Decisions guided by the matched services/control model approach that focuses on a full range of measures are likely to be superior. This model is based on the premise that the needs and problems of the adult offenders are sufficiently distinguishable, requiring specific services or controls depending on the situation. Moreover, appraisals of accomplishments at the project or program level allow sharper insights than do appraisals at the broad category level.

Although this study identified those projects that are relatively cost-effective, they are not necessarily preferred choices that should be implemented on a state-wide basis. With few exceptions, the overall level of effectiveness leaves much to be desired. The San Jose POC project, the EMIT project, and the High Control project are cost-effective choices among all control projects considered. Yet their overall index of effectiveness is only about one-half of the achievable total effectiveness. The SPAN project is cost-effective among the pre-release projects considered in this study; however, its effectiveness will probably diminish (based on the experiences of the PAPA project) as the time spent on parole increases. Team Supervision/CRMT is highly cost-effective, but this mode of supervision may not be appropriate for high-risk adult offenders. These projects, as well as others, provide clues as to which approaches are likely to be effective and efficient depending on the needs and problems of the adult offender. Clearly, no single project could be expected to be the most cost-effective alternative project for all adult offenders under parole supervision.

The insights that have been obtained suggest an approach to the restructuring of parole supervision consistent with the matched services/control model. Each adult offender would be assigned (or

reassigned) to one of the following four modes of supervision:

- Enhanced services consisting of one or more supportive services.
- Service emphasis with a degree of special controls consisting of one or more specialized services and intermittent safeguards.
- Increased controls with a degree of services consisting of more than one safeguard and limited specialized services.
- High-level control consisting of more than one specialized safeguard.

After the initial adjustment period, adult offenders who are successfully adjusting to community life and who pose little risk to the public's safety would be reviewed for placement on a conditional summary parole status.

One way of organizing for this approach is as follows. A parole agent would be assigned to an action-plan development team, to a specialized service team, or to a specialized control team. The action-plan development team would have the responsibility for devising a short-term plan for each adult offender that specifies the nature and type of services and/or controls that are to be provided and the anticipated accomplishments. Depending on the primary focus of the plan, the specialized service team or the specialized control team would have the responsibility for implementing that plan. These teams would also have the responsibility for assessing the progress of the adult offender, and for recommending revisions to the plan. Other organizational arrangements are possible, and these arrangements should be explored.

If a person is placed on a summary parole status, the parole agent should periodically verify that the person's adjustment (employment, living situation, etc.) remains favorable. If circumstances adversely change, the summary parole status would be revoked.

For those persons not placed on a summary parole status, appropriate services should be secured. Focus should be placed primarily on those services directly related to employment situations and living situations. A full range of services should be provided depending on the needs of the offender so that unfavorable situations do not persist over an extended period of time.

High-risk adult offenders should be closely supervised, and compliance with mandated conditions of parole should be monitored. High Control supervision is particularly appropriate for these persons. In addition, moderate-to-high risk persons who are in

unfavorable employment situations or in unfavorable living situations for an extended period of time should be periodically investigated for evidence of delinquent or criminal activities. If the situations of moderate-to-high risk persons improve, the controls should be relaxed.

Specific program concepts that may be incorporated into this mode of supervision include:

Action-Plan Development

- . Pre-release programs should be developed for those inmates who will be released from prison within 90 to 120 days. If significant changes occur during the parole period, realistic follow-up plans should be developed.

Specialized Services

- . Emphasis should be placed on job training and employment placement. Vocational Rehabilitation appears promising, and this service can be secured from private organizations provided that accomplishments can be clearly demonstrated.
- . Emphasis should also be placed on securing and maintaining suitable living situations.
- . Emphasis should also be placed on health care services. Referrals to community agencies providing appropriate services should be considered.

Specialized Controls

- . Parole Outpatient Clinics service (patterned on the San Jose POC operation) should be provided by a mental health professional.
- . Rapid testing for substance abuse using EMIT technology should be implemented.
- . High Control functions should be provided and greater emphasis should be placed on the investigative functions than is now the case.

These concepts, when fully integrated, should result in a more effective, efficient, and equitable mode of parole supervision, a mode that is fully consistent with public safety.

The rationale for these program concepts is based on the analysis and other supporting information that have been presented. Specifically, the links between these concepts and the analysis are as follows:

- . Pre-release projects. The review of the PAPA and the SPAN projects indicated that a substantial number of persons are enrolled even though their release dates are months away. Moreover, a review of case file material showed that employment plans, school or training plans, etc., often times were notably changed.
- . Job training and employment training. The arrest analysis clearly indicates that extended unemployment is a major factor contributing to reincarceration. Among the services provided by P&CSD, the Vocational Rehabilitation project had the highest cost-effectiveness advantage. The JOVE project also ranked favorably, suggesting that private organizations should also have a role in training and placement.
- . Living situations. The arrest analysis indicates that an extended unfavorable living situation is a major factor contributing to reincarceration.
- . Health care services. Despite the problems encountered with the National Health Plan project, participants in that project appeared to benefit from the services provided. Based on the San Jose POC project's ability to obtain services for its clients, it appears that community health care agencies would be willing to provide appropriate health care services.
- . District level POC. The San Jose POC project shows the highest cost-effectiveness advantage among all of the control projects.
- . Field level testing for substance abuse. The EMIT project shows the second highest cost-effectiveness advantage among all of the control projects.
- . High control. The High Control project ranked favorably among all of the control projects. The concept of greater emphasis on investigations is derived from the arrest analysis. Moderate-to-high risk persons who are in an extended unfavorable employment and unfavorable living situation are almost certain to be reincarcerated.

Several follow-up efforts to this study are suggested. These include:

- . As additional policy issues become important, insights can be obtained by further analyzing the information that has been collected for this study.
- . A follow-up study using the results of this study as a base-line should be undertaken in the future.
- . As the in-depth evaluations of individual projects are completed, the study results should be compared and any major discrepancies should be resolved.
- . Measures developed for this study can be incorporated into the Quarterly Management Reporting (QMR) system. If information required for these, as well as other, measures were systematically and routinely recorded during case conferences between parole agent and unit supervisor, a periodic sampling of such information should provide District Administrators and others with current information regarding the cost-effectiveness of P&CSD programs.
- . An appraisal focusing on all OCJP grant projects can provide additional insights. Since only a few of these projects were included in this study, a comparative analysis should be undertaken.
- . As new proposals for projects are submitted, a preliminary cost-effectiveness appraisal can be made. Comparisons based on similar projects included in this study should be undertaken.

In the final analysis, this study must itself be judged by a certain version of the benefit-cost standard: Are the insights obtained worth the effort expended? The answer depends on the judgment of the policymakers.



APPENDIX A

DATA COLLECTION INSTRUMENTS

The various data collection instruments that were used to obtain information on adult offenders are included in this appendix. The first form was used to determine the location of the parole office to which the adult offender was assigned. Personal information on sex, race, date of birth, date of parole, as well as on the assigned California Department of Corrections and CII numbers, was essential to assure that proper information on the person was obtained. In addition, information on previous commitments was also included on this form.

The form that was used to collect information from case files is also shown. As seen in the design of the form, information up to a maximum of eight quarters (24 months) was collected. The answers to seven questions comprised the information on a person's employment situation. Two questions summarized the information on financial situations, while four questions on living situations, including residence, were included in the form. Questions on social activities and health numbered two and four, respectively. Three questions comprise general adjustment. As already discussed, much of this information was summarized into 31 measures of effectiveness. Oftentimes, responses to several questions were combined into a single effectiveness measure.

Information on delinquent and criminal activities was also obtained from case file materials, augmented by information from the person's CII sheet. The nature, date, and disposition of all Initial Emergency Reports and arrests were noted. The standard CII sheet was obtained but it is not included in this appendix. This information provided the basis for determining a person's risk-to-the-community index and prison-time.

The information that has been collected will be kept on file. Special analysis on selected issues are possible. Moreover, at a subsequent date a follow-up study analyzing what has happened to these persons since the completion of the comparison study appears warranted.

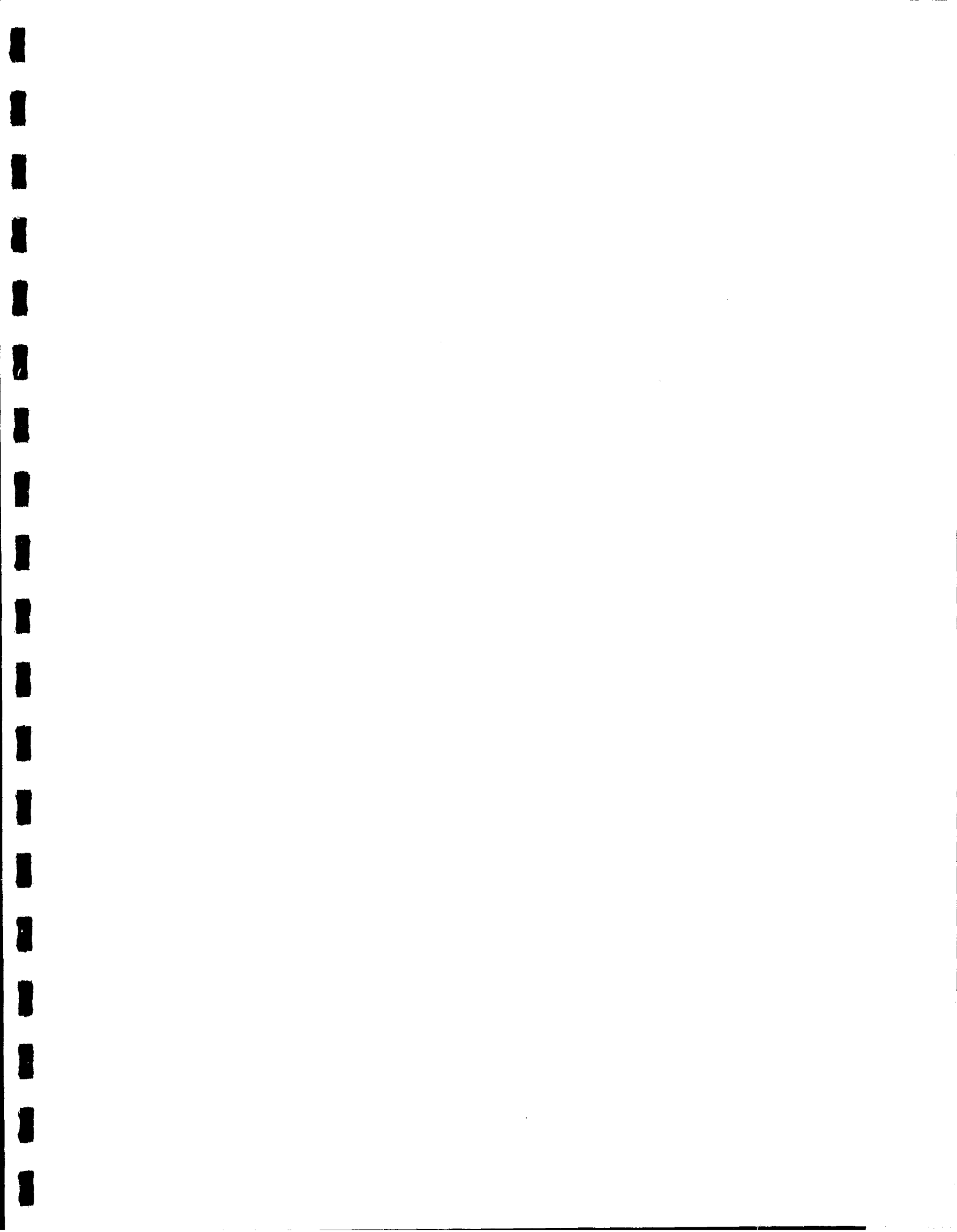


TABLE A-2

RECORDING COMMUNITY ADJUSTMENT AND CRIMINALITY INFORMATION

SUBJECT'S NAME _____	CDC#	<table border="1" style="width: 100%; height: 20px;"> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> </table>							DATE OF PAROLE	<table border="1" style="width: 100%; height: 20px;"> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> </table>						
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AGENT'S NAME _____	DATE ASSIGNED TO THIS AGENT	<table border="1" style="width: 100%; height: 20px;"> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> </table>							CODING LOCATION	<table border="1" style="width: 100%; height: 20px;"> <tr><td> </td><td> </td><td> </td><td> </td></tr> </table>						
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13	14	15	16	17	18											
19	20	21														

If the Subject was in the community for at least one month of any quarter then answer the questions for that quarter based on the time period that the Subject was in the community. If the Subject was in the community for less than one month during any quarter skip that quarter.

Answer the questions based on the quarters below.

EMPLOYMENT

1. What portion of each quarter was the Subject legitimately employed?
 - 1) None of the time (If none skip to question 5.)
 - 2) Only occasionally
 - 3) About half of the time
 - 4) More than half the time
 - 5) All of the time
2. Generally for each quarter what was the level of this employment?
 - 1) Less than 20 hours per week
 - 2) 20-35 hours per week
 - 3) More than 35 hours per week
3. The Subject's employment situation would be characterized as:
 - 1) Unstable (frequent job changes; short job stays)
 - 2) Fairly stable (only occasional changes)
 - 3) Stable (did not or rarely changed jobs)
4. In general how did the Subject's employment compare with his/her skill or ability level?
 - 1) Below
 - 2) At or near
 - 3) Above
5. Did the Subject attend school or training for at least one month during the quarter?
 - 1) No
 - 2) Yes, Part-time
 - 3) Yes, Full-time
6. In relation to his/her basic living expenses, the income derived from the Subject's employment was generally:
 - 1) Inadequate
 - 2) Adequate
 - 3) More than adequate
7. What effect did the Subject's employment, school or training situation have on his/her chances of successfully adjusting to community life?
 - 1) Negative
 - 2) Generally negative
 - 3) Little effect either way
 - 4) Generally positive
 - 5) Positive

	10-75 thru 12-75	1-76 thru 3-76	4-76 thru 6-76	7-76 thru 9-76	10-76 thru 12-76	1-77 thru 3-77	4-77 thru 6-77	7-77 to Present
1.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	22	23	24	25	26	27	28	29
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	30	31	32	33	34	35	36	37
3.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	38	39	40	41	42	43	44	45
4.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	46	47	48	49	50	51	52	53
5.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	54	55	56	57	58	59	60	61
6.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	62	63	64	65	66	67	68	69
7.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	70	71	72	73	74	75	76	77

100

CARD ID.

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
78	79	80

RECORDING COMMUNITY ADJUSTMENT AND CRIMINALITY INFORMATION

GDC#

1	2	3	4	5	6

FINANCIAL

8. Other than employment, the major source of the Subject's financial support for each quarter came from:
- 1) P&CSD (cash assistance, rent and/or expense vouchers, etc)
 - 2) General public assistance (SSI, welfare, food stamps, etc)
 - 3) Other private sources (family/friends)
 - 4) None
9. What effect did the Subject's financial situation (excluding income from employment) have on his/her chances of successfully adjusting to community life?
- 1) Negative
 - 2) Generally negative
 - 3) Little effect either way
 - 4) Generally positive
 - 5) Positive

	10-75 thru 12-75	1-76 thru 3-76	4-76 thru 6-76	7-76 thru 9-76	10-76 thru 12-76	1-77 thru 3-77	4-77 thru 6-77	7-77 to Present
8.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	7	8	9	10	11	12	13	14
9.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	15	16	17	18	19	20	21	22

LIVING SITUATION-RESIDENCE

10. How often did the Subject's place of residence change during each quarter?
- 1) Frequently (3 or more)
 - 2) Occasionally (2)
 - 3) Rarely (1)
 - 4) Didn't
11. Generally for each quarter the Subject's residence was:
- 1) Rent-free housing (Rescue mission, half-way house, etc.)
 - 2) Rented daily or weekly (Motel/hotel room, room, etc.)
 - 3) Rented monthly or owned (House, Apartment, etc.)
12. The Subject's living situation would be characterized as:
- 1) Solo, lived alone
 - 2) Stayed with parents or other relatives
 - 3) Lived with friends
 - 4) Lived with husband/wife, boyfriend/girlfriend
13. What effect did the Subject's living situation have on his/her chances of successfully adjusting to community life?
- 1) Negative
 - 2) Generally negative
 - 3) Little effect either way
 - 4) Generally positive
 - 5) Positive

10.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	23	24	25	26	27	28	29	30
11.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	31	32	33	34	35	36	37	38
12.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	39	40	41	42	43	44	45	46
13.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	47	48	49	50	51	52	53	54

SOCIAL

14. The Subject's social activities during each quarter were primarily centered around:
- 1) Self, little social interaction
 - 2) Casual acquaintances
 - 3) Close friends
 - 4) Parents or other relatives
 - 5) His/Her own family
15. What effect did the Subject's social activities have on his/her chances of successfully adjusting to community life?
- 1) Negative
 - 2) Generally negative
 - 3) Little effect either way
 - 4) Generally positive
 - 5) Positive

14.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	55	56	57	58	59	60	61	62
15.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	63	64	65	66	67	68	69	70

TABLE A-2 (Continued)

RECORDING COMMUNITY ADJUSTMENT AND CRIMINALITY INFORMATION

	GDC#						10-75	1-76	4-76	7-76	10-76	1-77	4-77	7-77
	1	2	3	4	5	6	thru 12-75	thru 3-76	thru 6-76	thru 9-76	thru 12-76	thru 3-77	thru 6-77	to Present
<u>HEALTH</u>														
16.	The Subject's physical health during each quarter would be characterized as:						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	1. Poor (major or chronic problems)						7	8	9	10	11	12	13	14
	2. Fair (only minor problems)						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	3. Good (no problems)						15	16	17	18	19	20	21	22
17.	The Subject's mental health during each quarter would be characterized as:						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	1. Poor (major or chronic problems)						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	2. Fair (only minor problems)						23	24	25	26	27	28	29	30
	3. Good (no problems)						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18.	Was alcohol usage a problem for the Subject?						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	1) Yes						31	32	33	34	35	36	37	38
	2) No						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
19.	Was drug involvement or usage a problem for the Subject?						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	1) Yes						39	40	41	42	43	44	45	46
	2) No						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20.	What effect did the Subject's overall health situation have on his/her chances of successfully adjusting to community life?						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	1) Negative													
	2) Generally negative													
	3) Little effect either way													
	4) Generally positive													
	5) Positive													
<u>GENERAL ADJUSTMENT</u>														
21.	The Subject's motivation for a successful parole during each quarter was judged as:						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	1) Poor						47	48	49	50	51	52	53	54
	2) Fair						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	3) Good						55	56	57	58	59	60	61	62
	4) Excellent						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
22.	Considering your caseload, how would characterize this Subject during each quarter?						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	1) More difficult than average						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	2) Average						63	64	65	66	67	68	69	70
	3) Less difficult than average						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
23.	During each quarter what would have been your prognosis as to the Subject's ability to successfully adjust to community life.						<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	1) Poor													
	2) Fair													
	3) Good													
	4) Excellent													

APPENDIX B

EFFECTIVENESS OF CATEGORIES OF PROJECTS AND PROGRAMS

This appendix includes detailed information on the various effectiveness measures associated with the categories of projects and programs included in the comparison study. Table B-1 shows variations in the level of effectiveness depending on days-on-parole. Variations in the level of effectiveness depending on the risk-to-the-community index are shown in Table B-2.

TABLE B-1

EFFECTIVENESS OF CATEGORIES OF PROJECTS AND PROGRAMS DEPENDING ON TIME-ON-PAROLE

	Days on Parole (234 or less)								Days on Parole (Between 235 and 354)							
	Regular Supervision	Pre-Release	Summary Parole	Services/ P&SD	Services/Private	Controls	Restructured Case Mgmt	Weighted Total	Regular Supervision	Pre-Release	Summary Parole	Services/ P&SD	Services/Private	Controls	Restructured Case Mgmt	Weighted Total
Percentage of Persons on Parole:																
<u>Within most recent 3 mos. having</u>																
Favorable/Unfavorable-Employment	15.0/45.0	22.6/45.2	n/	24.5/67.3	63.6/27.3	18.4/53.1	0/71.4	22.8/53.9	21.1/63.2	34.4/34.4	54.5/35.4	50.0/41.7	24.2/45.5	26.7/46.7	16.7/66.7	29.4/47.5
Favorable/Unfavorable-Residence	20.0/35.0	19.4/32.3		22.4/36.7	36.4/36.4	22.4/51.0	28.6/42.9	22.8/40.1	31.6/36.8	25.0/43.8	36.4/27.3	25.0/66.7	27.3/36.4	33.3/40.0	16.7/0	29.4/39.0
General Public Assistance	20.0	3.2		12.2	0	22.4	14.3	13.8	18.4	28.1	18.2	25.0	15.2	24.4	50.0	20.3
Favorable Adjustment Prognosis	30.0	48.4		46.9	36.4	53.1	42.9	46.1	39.5	50.0	80.0	50.0	48.5	44.4	83.3	48.6
<u>For at least 9 of the last 12 months having</u>																
Favorable/Unfavorable-Employment	10.0/35.0	16.1/45.2		22.4/40.8	54.5/28.2	2.0/49.0	0/42.9	15.0/41.9	21.1/55.3	15.6/28.1	54.5/27.3	33.3/33.3	15.6/28.1	8.4/ 7.8	16.7/66.7	21.5/40.7
Favorable/Unfavorable-Residence	20.0/35.0	12.9/29.0		16.3/32.7	18.2/36.4	14.3/44.9	28.6/42.9	16.2/36.5	15.8/31.6	21.9/40.6	36.4/27.3	25.0/50.0	21.9/40.6	7.2/ 8.4	0/0	19.8/35.0
General Public Assistance	15.0	3.2		4.1	0	16.3	14.3	9.0	15.8	28.1	18.2	16.7	15.2	20.0	33.3	17.5
Favorable Adjustment Prognosis	20.0	45.2		44.9	36.4	42.9	42.9	40.7	31.6	34.4	70.0	50.0	42.4	37.8	83.3	40.7
<u>For more than 3 months serious</u>																
Physical Health Problems	10.0	9.7		8.2	0	12.2	14.3	9.6	23.7	6.2	0	0	9.1	8.9	0	10.1
Mental Health Problems	15.0	6.5		0	0	6.1	0	4.8	2.6	18.8	0	0	6.1	17.8	0	9.6
Alcohol usage	10.0	6.5		14.3	9.1	6.1	28.6	10.2	7.9	12.5	9.1	8.3	3.0	13.3	0	9.0
Drug involvement/use	25.0	35.5		28.6	27.3	14.3	28.6	25.1	23.7	21.9	27.3	8.3	21.2	24.4	0	21.5
Mean Length of Time:																
<u>In months</u>																
Favorable/Unfavorable-Employment	4.5/ 4.8	4.3/ 4.6		5.6/ 5.3	6.0/ 3.8	4.0/ 5.6	6.0/ 6.5	5.0/ 5.0	9.0/ 8.7	7.1/ 7.8	7.3/ 9.8	8.0/ 8.5	6.8/ 9.0	8.4/ 7.8	12.0/12.0	7.9/ 8.5
Favorable/Unfavorable-Residence	5.3/ 4.9	4.1/ 4.8		5.8/ 5.3	6.0/ 5.4	5.3/ 5.7	9.0/ 8.0	5.7/ 5.5	7.3/ 7.0	9.0/ 7.4	7.2/11.0	7.5/ 8.6	7.5/ 7.4	7.2/ 8.4	3.0/0	7.5/ 7.8
<u>In days</u>																
Parole	111	121	128	133	155	145	167	134	303	281	323	291	302	285	296	297
Custody-free	110	123	X	135	176	147	195	140	269	253	322	272	296	273	296	282
Percentage of Persons:																
Arrested, action pending	8.0	12.5	0	5.6	16.7	13.5	14.3	10.2	15.0	12.5	11.3	8.3	9.1	21.7	16.7	14.4
Returned to prison	28.0	12.5	100.0	5.6	16.7	7.7	0	12.8	17.5	9.4	3.8	0	3.0	4.3	0	7.2
PAL/RAL	36.0	6.3	0	24.1	16.7	11.5	0	17.1	5.0	9.4	0	0	3.0	6.5	0	4.6
Custody-free Days Before:																
Arrested, action pending	155	88	X	100	61	116	195	110	264	193	237	285	192	209	278	225
Returned to prison	127	80	73	143	203	143	X	121	220	150	295	X	310	237	X	219
PAL/RAL	52	67	X	109	106	105	X	88	299	252	X	X	259	284	X	274
Rate of Episodes:																
Recent 6 months	1.12	1.64	1.25	.69	.58	.69	.71	.73	.88	.97	.58	.83	.52	.76	.33	.74
Recent 12 months	1.24	3.00	1.25	.72	.83	.71	.71	.86	1.25	1.38	.73	1.17	1.00	1.59	.33	1.21
Risk to Community																
	94.1	136.3	165	142.0	134	208.0	91.0	150.7	110.3	186.8	188.5	130.0	92.6	131	100.0	135.8
Prison Time																
	22.1	23.4	78.3	32.2	22.5	63.4	30.3	38.5	26.5	55.8	38.7	30.2	33.4	47	21.5	38.9

Note: The symbol X means "not applicable"
 n/ No information available on community adjustment measures.

TABLE B-1 (Continued)

EFFECTIVENESS OF CATEGORIES OF PROJECTS AND PROGRAMS DEPENDING ON TIME-ON-PAROLE

	Days on Parole (Between 355 and 490)								Days on Parole (491 or larger)							
	Regular Supervision	Pre-Release	Summary Parole	Services/ F&SD	Services/ Private	Controls	Restructured Case Mgmt	Weighted Total	Regular Supervision	Pre-Release	Summary Parole	Services/ F&SD	Services/ Private	Controls	Restructured Case Mgmt	Weighted Total
Percentage of Persons on Parole:																
<u>Within most recent 3 mon. having</u>																
Favorable/Unfavorable-Employment	44.6/39.3	100.0/0	54.2/20.8	35.0/35.0	31.6/42.1	16.7/50.0	44.4/11.1	41.0/35.4	46.5/42.9	g/	50.0/0	45.5/18.2	17.0/46.2	46.9/34.4	44.4/44.4	46.4/30.6
Favorable/Unfavorable-Residence	41.1/37.5	100.0/0	39.2/ 4.7	50.0/15.0	26.3/26.8	22.2/38.9	22.2/33.1	35.4/34.7	42.9/41.3		0/0	35.4/45.5	33.3/20.8	37.5/34.4	61.1/22.2	40.2/36.4
General Public Assistance	10.8	0	16.7	10.0	10.5	72.2	72.2	12.9	23.8		0	15.2	25.1	24.4	33.3	25.6
Favorable Adjustment Prognosis	58.9	100.0	71.4	60.0	52.6	27.8	27.8	57.8	54.0		100.0	65.2	24.5	53.1	61.1	52.8
<u>For at least 9 of the last 12 months having</u>																
Favorable/Unfavorable-Employment	33.3/33.9	0/0	54.2/20.8	40.0/30.0	21.1/26.3	5.6/33.3	44.4/11.1	35.4/28.6	34.9/41.3		100.0/0	36.4/22.7	2.6/20.5	34.4/31.3	34.9/38.9	28.4/35.8
Favorable/Unfavorable-Residence	32.1/37.5	100.0/0	25.0/33.3	40.0/20.0	21.1/36.8	5.6/38.9	33.3/33.3	29.3/34.0	34.9/33.3		0/0	27.3/45.9	20.5/33.3	40.6/31.3	61.1/27.5	34.1/33.5
General Public Assistance	8.9	0	12.5	5.0	11.1	11.1	22.2	8.8	22.2		0	13.6	17.9	21.3	27.8	22.2
Favorable Adjustment Prognosis	57.1	100.0	71.4	60.0	52.6	27.8	77.8	55.8	52.4		100.0	63.6	35.4	46.9	66.7	50.6
<u>For more than 3 months serious</u>																
Physical Health Problems	5.4	0	83.3	0	10.5	22.2	11.1	15.0	7.9		0	4.5	10.3	3.1	11.1	7.4
Mental Health Problems	5.4	0	4.2	5.0	0	5.6	0	4.1	4.8		0	9.1	7.7	15.6	11.1	8.5
Alcohol usage	8.9	0	4.2	0	10.5	11.1	0	6.8	12.7		0	18.2	15.4	15.6	11.1	14.2
Drug involvement/use	8.9	0	0	15.0	21.1	50.0	0	14.3	22.2		0	9.1	35.9	12.9	11.1	20.5
Mean Length of Time:																
<u>In months</u>																
Favorable/Unfavorable-Employment	10.4/ 8.7	3.0/X	11.6/ 6.8	12.0/ 8.7	9.0/10.1	5.6/ 9.5	15.0/ 9.0	10.3/ 8.8	14.0/15.7		12.0/ 3.0	11.8/13.5	7.7/14.0	13.5/11.1	16.5/19.0	12.8/14.3
Favorable/Unfavorable-Residence	11.2/11.7	12.0/X	9.4/ 8.2	11.0/ 9.3	11.1/12.4	7.8/11.5	10.5/13.0	10.6/11.0	15.7/14.4		X/X	10.9/16.3	10.0/13.3	17.0/15.7	17.3/17.0	14.5/14.8
<u>In days</u>																
Parole	418	417	412	375	430	406	437	415	603		505	638	630	635	658	622
Custody-free	401	415	398	381	400	410	437	400	609		505	614	576	630	651	608
Percentage of Persons:																
Arrested, action pending	4.5	100	6.7	0	20.0	10.5	0	7.2	2.9		0	4.3	15.4	6.3	5.6	6.5
Returned to prison	4.5	0	4.4	0	0	15.8	0	4.4	2.9		0	4.3	2.6	3.1	5.6	3.2
PAL/RAL	7.6	0	0	0	5.0	0	0	3.3	7.2		0	0	0	9.4	5.6	4.9
Custody-free Days Before:																
Arrested, action pending	378	415	371	X	408	303	X	377	557		X	547	493	453	639	517
Returned to prison	375	X	117	X	X	248	X	265	301		X	579	579	517	569	474
PAL/RAL	391	X	X	X	397	X	X	392	412		X	X	X	545	613	479
Rate of Episodes:																
Recent 6 months	.74	3.0	.29	.45	.65	.84	.22	.58	.90		.50	.39	.85	.72	.94	.79
Recent 12 months	1.15	3.0	.64	.80	1.40	1.37	.44	1.01	1.84		.75	.61	1.49	1.44	1.06	1.37
Risk to Community																
	104	240	124	96.6	85.7	136.8	84.0	109.9	72.7		63.5	67.8	75.2	64.0	83.1	71.0
Prison Time																
	33.8	35	35	33.3	32.8	49.1	12.8	34.7	18.2		31.8	31.2	20.8	23.4	76.9	24.6

Note: The symbol X means "not applicable"
g/ No information available on community adjustment measures.

TABLE B-2

EFFECTIVENESS OF CATEGORIES OF PROJECTS AND PROGRAMS DEPENDING ON RISK-TO-THE-COMMUNITY

	Risk-to-the-Community (48 or less)								Risk-to-the-Community (Between 49 and 96)							
	Regular Supervision	Pre-Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restructured Case Mngant	Weighted Total	Regular Supervision	Pre-Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restructured Case Mngant	Weighted Total
Percentage of Persons on Parole:																
<u>Within most recent 3 mos. having</u>																
Favorable/Unfavorable-Employment	35.8/37.3	50.0/50.0	58.3/16.7	50.0/21.4	31.7/46.3	18.8/56.3	62.5/12.5	37.0/38.0	37.8/45.9	35.0/20.0	50.0/25.0	23.3/40.0	36.4/40.1	32.1/35.7	23.5/47.1	32.7/38.3
Favorable/Unfavorable-Residence	43.2/47.8	50.0/25.0	33.3/25.0	35.7/46.4	36.6/34.1	34.4/43.8	50.0/25.0	39.1/34.4	37.8/45.9	30.0/40.0	25.0/50.0	26.7/36.7	31.8/31.8	21.4/42.9	41.2/17.6	30.4/38.3
General Public Assistance	16.4	0	16.7	14.3	24.4	21.9	25.0	18.8	8.1	10.0	37.5	20.0	4.5	17.9	41.2	17.9
Favorable Adjustment Prognosis	62.7	50.0	58.3	67.9	46.3	50.0	75.0	57.8	40.5	65.0	50.0	53.3	40.1	57.1	64.7	51.8
<u>For at least 9 of the last 12 months having</u>																
Favorable/Unfavorable-Employment	34.3/31.3	0/25.0	58.3/16.7	42.9/25.0	17.1/31.7	9.4/50.0	50.0/12.5	29.2/31.8	32.4/43.2	35.0/25.0	50.0/25.0	26.7/36.7	31.8/31.8	17.9/32.1	23.5/35.3	29.0/34.6
Favorable/Unfavorable-Residence	31.3/23.9	50.0/25.0	33.3/25.0	28.6/42.9	26.8/29.3	21.9/40.6	50.0/25.0	29.7/30.7	27.0/45.9	20.0/35.0	12.5/37.5	26.7/36.7	18.2/36.4	17.9/42.9	47.1/17.6	24.7/37.7
General Public Assistance	16.4	0	16.7	10.7	19.5	21.9	25.0	17.2	5.4	10.0	25.0	10.0	9.1	24.3	35.3	13.0
Favorable Adjustment Prognosis	58.2	50.0	50.0	64.2	39.0	40.6	87.5	52.6	37.8	55.0	50.0	50.0	40.1	46.4	64.7	47.5
<u>For more than 3 months serious</u>																
Physical Health Problems	11.9	50.0	8.3	3.6	4.9	12.6	12.5	9.9	10.8	5.0	12.5	0	22.7	7.1	5.9	8.6
Mental Health Problems	1.5	25.0	8.3	3.6	7.3	9.4	12.5	5.7	10.8	0	0	0	4.5	14.3	5.9	6.2
Alcohol usage	74.6	25.0	8.3	14.3	12.2	6.3	25.0	10.4	13.5	5.0	0	6.6	4.5	17.9	11.8	9.9
Drug involvement/use	14.9	25.0	8.3	7.1	22.0	15.6	0	14.6	18.9	10.0	0	16.7	36.4	7.1	11.8	16.0
Mean Length of Time:																
<u>In months</u>																
Favorable/Unfavorable-Employment	12.2/12.4	3.0/ 6.0	10.0/ 4.0	10.4/11.1	8.2/11.4	11.3/11.3	14.0/ 6.0	10.8/11.1	11.1/ 8.6	6.4/ 6.9	9.0/ 8.3	12.1/ 7.3	7.5/ 9.0	10.5/ 7.3	14.0/16.0	10.3/ 8.7
Favorable/Unfavorable-Residence	14.0/13.7	7.5/ 9.0	6.0/ 6.8	10.9/10.6	11.1/11.4	12.5/11.4	12.0/16.5	12.0/11.8	10.6/10.3	6.1/ 6.3	10.5/ 9.0	9.6/ 9.7	7.3/ 5.0	13.0/ 9.2	14.4/15.0	10.3/ 9.0
<u>In days</u>																
Parole	486	203	401	429	479	436	456	457	374	184	393	307	355	375	507	354
Custody-free	574	203	401	455	466	431	417	470	409	176	393	321	342	382	490	362
Percentage of Persons:																
Arrested, action pending	2.5	0	0	0	4.9	6.3	0	2.9	5.3	0	5.3	0	21.7	3.7	5.6	5.7
Returned to prison	3.8	0	0	0	0	6.3	0	2.4	7.9	0	5.3	3.3	4.3	7.4	0	4.6
FAL/RAL	13.6	0	0	10.7	2.4	12.5	14.3	9.5	5.3	15.0	0	10.0	4.3	3.7	0	5.7
Custody-free Days Before:																
Arrested, action pending	209	X	X	X	389	589	X	396	208	X	391	X	279	183	639	303
Returned to prison	225	X	X	X	X	233	X	228	231	X	295	211	211	113	X	205
FAL/RAL	230	X	X	112.3	397	368	613.0	268	25	196	X	105	299	290	X	150
Rate of Episodes:																
Recent 6 months	.56	0	.33	.43	.44	.75	.29	.51	1.0	.55	.32	.43	.74	.78	.89	.70
Recent 12 months	1.08	0	.44	.61	.88	1.19	.29	.89	1.29	.75	.53	.67	1.65	1.33	1.0	1.06
Risk to Community	22.4	33.0	33.6	24.0	24.5	27.2	36.0	25.3	78.7	76.8	77.7	76.4	77.2	72.0	78.0	76.7
Prison Time	15.9	25.0	27.6	15.0	13.8	11.5	29.5	16.3	27.9	22.0	33.8	33.5	30.7	33.9	34.9	30.8

Note: The symbol X means "not applicable"

TABLE B-2 (Continued)

EFFECTIVENESS OF CATEGORIES OF PROJECTS AND PROGRAMS DEPENDING ON RISK-TO-THE-COMMUNITY

	Risk-to-the-Community (Between 97 and 155)								Risk-to-the-Community (156 or larger)							
	Regular Supervision	Pre-Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restructured Case Mgmt	Weighted Total	Regular Supervision	Pre-Release	Summary Parole	Services/ P&CSD	Services/ Private	Controls	Restructured Case Mgmt	Weighted Total
Percentage of Persons on Parole:																
<u>Within most recent 3 mos. having</u>																
Favorable/Unfavorable-Employment	29.4/50.0	50.0/33.3	66.7/16.7	35.3/47.1	22.7/31.8	29.3/43.9	28.6/57.1	32.4/42.4	26.3/57.9	14.8/48.1	45.5/36.4	22.2/48.1	12.5/56.3	27.3/61.4	0/100.0	23.6/54.5
Favorable/Unfavorable-Residence	26.5/44.1	8.3/33.3	50.0/16.7	29.4/11.8	18.2/31.8	36.6/48.8	28.6/28.6	28.1/36.7	36.8/42.1	18.5/40.7	18.2/45.5	25.9/44.4	25.0/43.8	18.2/31.8	0/100.0	24.2/40.6
General Public Assistance	20.6	8.3	16.7	5.9	4.5	19.5	14.3	14.4	28.9	11.1	0	14.8	12.5	9.1	0	14.5
Favorable Adjustment Prognosis	41.2	58.3	100.0	52.9	50.0	43.9	57.1	49.6	42.1	37.0	63.6	37.0	31.3	38.6	50.0	40.0
<u>For at least 9 of the last 12 months having</u>																
Favorable/Unfavorable-Employment	29.4/50.0	8.3/16.7	66.7/16.7	23.5/41.2	4.5/22.7	17.1/36.6	28.6/42.9	20.9/36.0	21.1/47.3	7.4/51.9	45.5/27.3	18.5/40.7	6.3/62.5	18.2/34.1	0/100.0	17.6/44.2
Favorable/Unfavorable-Residence	29.4/35.2	8.3/25.0	50.0/16.7	17.6/17.6	9.1/27.3	24.4/43.9	14.3/28.6	21.6/32.4	21.1/39.5	18.5/40.7	18.2/36.4	18.5/33.3	12.5/50.0	13.6/27.2	0/100.0	17.0/37.0
General Public Assistance	20.6	8.3	16.7	5.9	0	14.6	0	11.5	28.9	11.1	0	3.7	12.5	9.1	0	10.9
Favorable Adjustment Prognosis	29.4	58.3	100.0	52.9	50.0	36.6	57.1	44.6	42.1	22.2	63.6	37.0	31.3	36.4	50.0	37.6
<u>For more than 3 months serious</u>																
Physical Health Problems	8.8	8.3	0	11.8	4.5	14.6	14.3	10.1	10.5	3.7	0	7.4	6.3	6.8	0	6.7
Mental Health Problems	2.9	8.3	0	5.9	0	17.1	0	7.2	10.5	22.2	0	3.7	6.3	4.5	0	8.5
Alcohol usage	8.8	0	0	17.6	13.6	19.5	0	12.2	15.8	14.8	9.1	11.1	6.3	2.3	0	9.7
Drug involvement/uses	26.4	16.7	16.7	11.8	22.7	26.8	28.6	23.0	18.4	37.0	9.1	37.0	31.3	22.7	0	26.1
Mean Length of Time:																
<u>In months</u>																
Favorable/Unfavorable-Employment	11.0/11.1	5.0/ 4.8	9.8/12.0	6.4/ 8.1	4.5/ 9.3	9.0/ 7.3	16.5/ 8.3	8.3/ 8.6	9.2/10.3	6.6/ 6.5	13.8/ 7.2	7.0/ 5.8	5.0/ 6.5	6.9/ 7.0	16.5/X	8.2/ 7.7
Favorable/Unfavorable-Residence	11.5/11.8	9.0/ 6.5	14.3/12.0	9.0/ 9.8	6.9/ 7.9	8.3/ 9.7	13.5/ 7.5	9.7/ 9.7	10.3/ 9.3	8.5/ 6.7	6.0/ 9.6	5.6/ 7.0	8.3/12.0	6.3/ 6.2	16.5/X	7.9/ 8.3
<u>In days</u>																
Parole	372	223	340	269	414	324	280	334	409	215	361	215	439	221	543	301
Custody-free	335	208	363	280	394	317	294	323	399	218	377	181	391	226	420	298
Percentage of Persons:																
Arrested, action pending	10.5	8.3	9.5	5.6	18.2	17.1	28.6	13.2	4.9	25.9	14.3	14.3	25.0	23.9	0	17.1
Returned to prison	13.2	0	9.5	0	0	7.3	0	6.3	19.5	25.9	19.0	10.7	18.8	6.5	50.0	16.0
PAL/RAL	10.5	8.3	0	5.6	9.1	4.9	0	6.3	9.8	3.7	0	17.9	0	8.7	0	7.7
Custody-free Days Before:																
Arrested, action pending	395	217	289	67	212	213	237	250	335	170	292	266	383	173	X	237
Returned to prison	268	X	115	X	X	347	X	261	183	110	74	266	359	190	569	191
PAL/RAL	223	252	X	84	106	388	X	222	322	48	X	120	X	73	X	159
Rate of Episodes:																
Recent 6 months	1.26	.67	1.0	.39	.64	.73	.37	.83	1.12	.89	.43	1.07	.89	.74	2.0	.91
Recent 12 months	1.66	.75	1.71	.50	.95	1.37	.57	1.25	1.80	1.22	.52	1.21	1.88	1.09	3.0	1.31
Risk to Community	124.0	129.0	124.6	129.3	120	127.3	130.3	125.6	223.8	260.7	298.3	243.2	224.5	285.6	216	256.1
Prison Time	32.7	38.0	33.7	37.6	28.8	57.0	34.4	39.6	40.8	55.3	55.1	41.4	41.1	67.6	30.0	51.3

Note: The symbol X means "not applicable"



APPENDIX C

EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS

Detailed information on the various effectiveness measures associated with individual projects and programs is included in this appendix. Variations in the level of effectiveness depending on days-on-parole are shown in Table C-1, while variations in the level of effectiveness depending on the risk-to-the-community are shown in Table C-2.

TABLE C-1
EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS DEPENDING ON TIME-ON-PAROLE
Days on Parole (234 or less)

	Summary/ Regular	Agent Summary/ Continued Regular	Regular Super- vision	SPAN	PAPA	Direct Summary	Summary Agent/ Summary	ASD	DFA	Voca- tional Rehabili- tation	Bassett Barrie	MHP	JOVE	Parole Outpatient Clinic North	Parole Outpatient Clinic South	San Jose Parole Outpatient Clinic	EMIT	High Control	Team Super- vision CRMT	Weighted Total
Percentage of Persons on Parole:																				
<u>Within most recent 3 mos. having</u>																				
Favorable/Unfavorable-Employment	0/40.0	100.0	14.3/50.0	20.0/44.0	33.3/50.0	a/	b/	0/0	25.7/45.7	23.1/53.8	50.0/50.0	0/0	75.0/25.0	0/76.9	35.7/42.9	25.0/41.7	0/100.	12.5/37.5	0/71.4	22.8/53.9
Favorable/Unfavorable-Residence	0/40.0	0/100.	28.6/28.6	20.0/24.0	16.7/33.3			0/100.	22.9/37.1	23.1/30.8	100.0/0	0/100.	25.0/37.5	23.0/53.8	35.7/42.9	16.7/50.0	0/100.	12.5/50.0	28.6/42.9	22.8/40.1
General Public Assistance	20.0	100.0	14.3	4.0	0			0	17.1	0	0	0	0	46.2	14.2	25.0	0	0	14.3	13.8
Favorable Adjustment Prognosis	40.0	0	28.6	52.0	33.3			0	45.7	53.8	50.0	0	37.5	53.8	78.6	41.7	0	37.5	42.9	46.1
<u>For at least 9 of the last 12 months having</u>																				
Favorable/Unfavorable-Employment	0/20.0	100.0	7.1/42.9	16.0/48.0	16.7/33.3			0/0	22.9/42.9	23.1/38.5	50.0/0	0/0	62.5/25.0	0/76.9	0/42.9	0/25.0	0/100.	12.5/37.5	0/42.9	15.0/41.9
Favorable/Unfavorable-Residence	0/40.0	0/100.	28.6/28.6	12.0/28.0	16.7/33.3			0/100.	14.3/31.4	23.1/30.8	50.0/0	0/100.	12.5/37.5	23.0/53.8	21.4/35.7	8.3/41.7	0/50.0	0/50.0	28.6/42.9	16.2/36.5
General Public Assistance	20.0	0	14.3	4.0	0			0	5.7	0	0	0	0	46.2	7.1	8.3	0	0	14.3	9.0
Favorable Adjustment Prognosis	20.0	0	21.4	48.0	33.3			0	42.9	53.8	50.0	0	37.5	53.8	57.1	33.3	0	25.0	42.9	40.7
<u>For more than 3 months serious</u>																				
Physical Health Problems	0	100.0	7.1	12.0	0			0	8.6	7.7	0	0	0	23.0	14.2	0	50.0	0	14.3	9.6
Mental Health Problems	20.0	0	14.3	4.0	16.7			0	0	0	0	0	0	77.0	14.2	0	0	0	0	4.8
Alcohol usage	0	0	14.3	8.0	0			0	14.3	15.4	50.0	0	0	77.0	7.1	8.3	0	0	28.6	10.2
Drug involvement/use	20.0	0	28.6	44.0	0			100.0	28.6	23.1	0	100.0	25.0	0	0	16.7	100.0	37.5	28.6	25.1
<u>Mean Length of Time:</u>																				
<u>In months</u>																				
Favorable/Unfavorable-Employment	X/ 6.0	9.0/0	3.0/ 4.5	4.2/ 4.9	4.5/ 3.0			X/X	5.2/ 5.5	7.0/ 4.7	9.0/ 3.0	X/X	5.5/ 4.0	X/ 6.3	4.2/ 6.0	4.0/ 4.7	X/ 6.0	3.0/ 5.3	6.0/ 6.5	5.0/ 5.0
Favorable/Unfavorable-Residence	X/ 5.0	0/ 9.0	5.3/ 3.8	4.3/ 4.5	3.0/ 6.0			X/ 6.0	4.6/ 5.0	9.0/ 6.0	9.0/X	X/ 6.0	4.5/ 5.3	5.0/ 6.9	6.6/ 6.5	4.0/ 5.0	X/ 3.0	4.5/ 4.8	9.0/ 8.0	5.7/ 5.5
<u>In days</u>																				
Parole	90	212	121	113	150	128		211	123	151	157	211	149	167	157	117	164	131	167	134
Custody-free	120	212	86	117	161	X		X	131	145	200	X	171	172	160	116	X	113	195	140
<u>Percentage of Persons:</u>																				
Arrested, action pending	0	0	14.3	16.0	0	0		0	7.9	0	0	0	22.2	23.0	7.1	7.7	33.3	11.1	14.3	10.2
Returned to prison	36.4	0	21.4	0	57.1	100.0		100.0	0	13.3	0	100.0	11.1	0	0	7.7	66.7	11.1	0	12.8
PAL/RAL	45.5	0	28.6	8.0	0	0		0	23.7	26.7	50.0	0	11.1	7.7	0	15.4	0	33.3	0	17.1
<u>Custody-free Days Before:</u>																				
Arrested, action pending	X	X	155	88	X	X		X	100	X	X	X	61	153	97	76	80	97	195	110
Returned to prison	112	X	146	X	80	73		211	X	110	X	211	189	X	X	226	167	12	X	121
PAL/RAL	28	X	81	67	X	X		X	95	128	113	X	98	90	X	20	X	167	X	88
<u>Rate of Episodes:</u>																				
Recent 6 months	1.18	0	1.07	.64	.57	1.25		1.0	.68	.67	.50	1.0	.56	.38	.71	.69	1.33	.89	.71	.73
Recent 12 months	1.45	X	X	X	.71	X		1.0	X	.80	X	1.0	.89	.46	.71	X	X	.89	.71	.86
Risk to Community	114.0	186	70.4	130	157.7	165		72	138.3	157.8	96.0	72	149.3	238.2	106.3	204	192	337.1	91.0	150.7
Prison Time	32	18	14.0	16.2	48.3	78.3		41	32.4	30.9	42.5	41	16.0	91.7	62.5	56.9	25.7	49.2	30.3	38.5

Note: The symbol X means "not applicable"
a/ No information available on community adjustment measures.
b/ No persons are in these situations.

TABLE C-1 (Continued)

EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS DEPENDING ON TIME-ON-PAROLE
Days on Parole (Between 235 and 354)

	Summary/ Regular	Agent Summary/ Continued Regular	Regular Supervision	SPAN	PAPA	Direct Summary	Summary Agent/ Summary	ASD	DEA	Voca- tional Rehabili- tation	Bansett Barrio	NHP	JOVE	Parole Outpatient Clinic North	Parole Outpatient Clinic South	San Jose Parole Outpatient Clinic	EMIT	High Control	Team Super- vision CRMT	Weighted Total
Percentage of Persons on Parole:																				
<u>Within most recent 3 mos. having</u>																				
Favorable/Unfavorable-Employment	8.3/75.0	30.0/40.0	25.0/68.8	b/	34.4/34.4	a/	54.5/36.4	33.3/66.7	b/	55.6/33.3	16.7/75.0	27.3/27.3	30.0/30.0	50.0/16.7	23.0/61.5	16.7/83.3	8.3/41.7	50.0/25.0	16.7/66.7	29.4/47.5
Favorable/Unfavorable-Residence	41.7/50.0	50.0/10.0	12.5/43.8		25.0/43.8		36.4/27.3	33.3/66.7		22.2/66.7	75.0/33.3	27.3/77.3	20.0/60.0	50.0/50.0	15.3/53.8	33.3/50.0	33.3/33.3	50.0/12.5	16.7/0	29.4/35.0
General Public Assistance	33.3	0	18.8		28.1		18.2	33.3		22.2	16.7	0	30.0	33.3	23.0	33.3	33.3	0	50.0	20.3
Favorable Adjustment Prognosis	33.3	70.0	25.0		50.0		80.0	33.3		55.6	33.3	72.7	40.0	66.7	46.2	50.0	41.7	25.0	83.3	48.6
<u>For at least 9 of the last 12 months having</u>																				
Favorable/Unfavorable-Employment	8.3/66.7	30.0/40.0	25.0/56.3		15.6/28.1		54.5/27.3	33.3/33.3		33.3/33.3	16.7/66.7	18.2/27.3	10.0/30.0	50.0/16.7	23.0/53.8	16.7/66.7	0/33.3	25.0/25.0	16.7/66.7	21.5/40.7
Favorable/Unfavorable-Residence	25.0/33.3	20.0/10.0	6.3/43.8		21.9/40.6		36.4/27.3	33.3/0		22.2/66.7	25.0/16.7	18.2/18.2	10.0/60.0	16.7/50.0	15.3/61.5	16.7/33.3	16.7/41.7	37.5/0	0/0	19.8/35.0
General Public Assistance	25	0	18.8		28.1		18.2	33.3		11.1	16.7	0	30.0	33.3	15.3	16.7	33.3	0	33.3	17.5
Favorable Adjustment Prognosis	33.3	50.0	18.8		34.4		70.0	33.3		55.6	33.3	54.5	40.0	66.7	46.2	16.7	41.7	12.5	83.3	40.7
<u>For more than 3 months serious</u>																				
Physical Health Problems	16.7	10.0	37.5		6.2		0	0		0	16.7	0	10.0	0	7.7	16.7	16.7	0	0	10.1
Mental Health Problems	8.3	0	0		18.8		0	0		0	16.7	0	0	0	30.7	33.3	16.7	0	0	9.6
Alcohol usage	16.7	10.0	0		12.5		9.1	33.3		0	0	0	10.0	0	23.0	16.7	8.3	12.5	0	9.0
Drug involvement/use	16.7	0	43.8		21.9		27.3	0		11.1	33.3	9.0	20.0	0	30.7	0	33.3	37.5	0	21.5
<u>Mean Length of Time:</u>																				
<u>In months</u>																				
Favorable/Unfavorable-Employment	6.0/ 8.7	9.8/ 9.6	9.5/ 8.3		7.1/ 7.8		7.3/ 9.8	12.0/ 9.0		7.2/ 8.3	6.0/ 9.9	8.3/ 9.8	6.0/ 6.0	10.0/ 3.0	9.8/ 9.0	7.5/10.2	3.0/ 6.7	9.0/ 7.2	12.0/12.0	7.9/ 8.5
Favorable/Unfavorable-Residence	7.0/ 6.9	7.5/ 7.5	7.5/ 7.0		9.0/ 7.4		7.2/11.0	7.5/ 6.0		7.5/ 9.5	9.0/ 7.5	6.8/ 6.0	6.0/ 8.3	5.0/ 8.0	7.5/ 8.3	9.0/ 6.8	7.5/11.0	7.5/ 4.5	3.0/X	7.5/ 7.8
<u>In days</u>																				
Parole	298	312	284		281		322	324		272	302	322	280	264	272	273	308	292	296	297
Custody-free	249	302	246		253		321	324		257	285	321	283	266	273	258	294	238	296	282
<u>Percentage of Persons:</u>																				
Arrested, action pending	7.7	0	29.4		12.5		7.1	16.7		0	8.3	9.0	10.0	0	23.1	0	23.1	50.0	16.7	14.4
Returned to prison	30.8	0	17.6		9.4		7.1	0		0	0	9.0	0	16.7	0	0	7.7	0	0	7.2
PAL/RAL	0	0	11.8		9.4		0	0		0	8.3	0	0	0	7.7	0	0	25.0	0	4.6
<u>Custody-free Days Before:</u>																				
Arrested, action pending	308	X	255		193		307	203		X	143	278	155	X	158	X	225	236	278	225
Returned to prison	207	X	238		150		295	X		X	X	310	X	143	X	X	331	X	X	219
PAL/RAL	X	X	299		252		X	X		X	259	X	X	X	290	X	X	281	X	274
<u>Rate of Episodes:</u>																				
Recent 6 months	1.0	.5	1.0		.97		.50	.8		.44	.50	.27	.80	.17	.54	.83	.92	1.25	.33	.74
Recent 12 months	1.69	1.0	1.06		1.38		.71	.9		.67	1.08	.54	1.4	.17	1.15	1.67	2.0	2.50	.33	1.21
Risk to Community	170	71.6	87.5		186.8		227.1	146.7		97.3	84.0	97.2	98.4	114	136.9	118	94.9	202.5	100.0	135.8
Prison Time	36.4	24.1	20.3		55.8		43.3	33.8		36.4	32.6	44.9	23.0	54.5	75.3	38.2	19.2	44.8	21.5	38.9

Note: The symbol X means "not applicable"
 a/ No information available on community adjustment measures.
 b/ No persons are in these situations.

TABLE C-1 (Continued)
EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS DEPENDING ON TIME-ON-PAROLE
Days on Parole (Between 355 and 490)

	Summary/ Regular	Agent Summary/ Continued Regular	Regular Super- vision	SPAN	PAPA	Direct Summary	Summary Agent/ Summary	ASD	IFA	Voca- tional Rehabili- tation	Bassett Barrio	NRP	JOVE	Parole Outpatient Clinic North	Parole Outpatient Clinic South	San Jose Parole Outpatient Clinic	EMIT	High Control	Team Super- vision CRMT	Weighted Total
Percentage of Persons on Parole:																				
<u>Within most recent 3 mos. having</u>																				
Favorable/Unfavorable-Employment	46.2/30.8	45.0/40.0	43.5/43.5	b/	100.0/0	a/	54.2/20.8	33.3/38.9	b/	50.0/0	28.6/37.1	44.4/33.3	0/33.3	0/100.0	0/0	25.0/50.0	12.5/37.5	25.0/75.0	44.1/11.1	41.0/35.4
Favorable/Unfavorable-Residence	30.8/53.8	50.0/35.0	39.1/30.4		100.0/0		29.2/41.7	50.0/16.7		50.0/0	28.6/42.9	33.3/22.2	0/66.7	0/100.0	0/0	50.0/25.0	12.5/62.5	25.0/25.0	22.2/33.3	35.4/34.7
General Public Assistance	15.4	10.0	8.7		0		16.7	11.1		0	14.3	0	33.3	100.0	100.0	25.0	0	0	22.2	12.9
Favorable Adjustment Prognosis	61.5	75.0	43.5		100.0		71.4	66.7		50.0	28.6	66.7	66.7	100.0	100.0	25.0	25.0	0	88.9	57.8
<u>For at least 9 of the last 12 months having</u>																				
Favorable/Unfavorable-Employment	23.1/38.5	40.0/30.0	47.8/34.8		0/0		54.2/20.8	33.3/33.3		100.0/0	14.3/42.9	33.3/22.2	0/0	0/0	0/0	25.0/50.0	0/12.5	0/75.0	44.4/11.1	35.4/28.6
Favorable/Unfavorable-Residence	7.7/53.8	45.0/40.0	34.8/26.1		100.0/0		25.0/33.3	38.9/22.2		50.0/0	14.3/42.9	33.3/22.2	0/66.7	0/100.0	0/0	50.0/25.0	0/62.5	25.0/0	22.2/33.3	29.3/34.0
General Public Assistance	15.4	10.0	4.3		0		12.5	5.6		0	0	0	0	100.0	100.0	25.0	0	0	22.2	8.8
Favorable Adjustment Prognosis	53.8	75.0	43.5		100.0		71.4	66.7		0	28.6	66.7	66.7	100.0	100.0	25.0	25.0	0	77.8	55.8
<u>For more than 3 months serious</u>																				
Physical Health Problems	0	5.0	8.7		0		83.3	0		0	0	11.1	33.3	0	0	0	37.5	25.0	11.1	15.0
Mental Health Problems	7.7	0	8.7		0		4.2	5.6		0	0	0	0	0	0	0	12.5	0	0	4.1
Alcohol usage	0	10.0	13.0		0		4.2	0		0	0	11.1	33.3	0	0	25.0	0	25.0	0	6.8
Drug involvement/use	7.7	0	17.4		0		0	16.7		0	14.3	22.2	33.3	0	0	0	75.0	75.0	0	14.3
Mean Length of Time:																				
<u>In months</u>																				
Favorable/Unfavorable-Employment	8.1/ 7.4	10.5/ 8.0	11.4/10.3		3.0/X		11.6/ 6.8	11.6/ 8.7		13.5/X	7.0/11.4	10.3/12.0	6.0/ 3.0	X/ 9.0	X/ 3.0	9.0/12.0	4.5/ 6.0	3.0/12.8	15.0/ 9.0	10.3/ 8.8
Favorable/Unfavorable-Residence	6.8/12.3	12.9/12.3	11.3/10.5		12.0/X		9.4/ 8.2	11.4/ 9.3		9.0/X	9.0/16.0	12.0/10.0	X/10.5	X/15.0	X/X	4.5/12.0	6.0/12.0	12.0/ 3.0	10.5/13.0	10.6/11.0
<u>In days</u>																				
Parole	414	404	429		417	411	412	396		385	430	444	382	415	425	419	399	408	437	415
Custody-free	374	397	419		X	384	408	382		370	354	429	397	415	425	419	397	412	437	400
Percentage of Persons:																				
<u>Arrested, action pending</u>																				
Returned to prison	0	0	9.4		100.0	5.0	8.0	0		0	42.9	0	33.3	0	0	0	22.2	0	0	7.2
PAI/RAL	7.7	0	12.5		0	10.0	0	0		0	0	10.0	0	0	0	0	22.2	25.0	0	4.4
<u>Custody-free Days Before:</u>																				
Arrested, action pending	X	X	378		415	462	326	X		X	406	X	414	X	X	X	303	X	X	377
Returned to prison	X	X	375		X	117	X	X		X	X	X	X	X	X	X	191	X	X	263
PAI/RAL	383	X	394		X	X	X	X		X	X	397	X	X	X	X	X	X	X	392
Rate of Recidivism:																				
<u>Recent 6 months</u>																				
Recent 12 months	.46	.33	1.13		3.0	.25	.35	.44		.50	.71	.40	1.33	X	X	.75	1.0	.75	.22	.58
	.92	.67	1.56		3.0	.35	.52	.83		.50	1.71	.80	1.33	X	X	1.50	1.3	1.75	.44	1.01
Risk to Community																				
	144.9	117.1	80.0		240	137.3	113.0	98.8		60	97.7	74.2	92.0	144	96	69	138.5	232.0	84.0	109.9
Prison Time																				
	54.4	33.2	26.0		35	37.1	33.4	33.4		31	28.4	31.8	46.0	173	75	37.5	19.9	26.0	12.8	34.7

Note: The symbol X means "not applicable"
a/ No information available on community adjustment measures.
b/ No persons are in these situations.

TABLE C-1 (Continued)
EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS DEPENDING ON TIME-ON-PAROLE
Days on Parole (491 or larger)

	Summary/ Regular	Agent Summary/ Continued Regular	Regular Super- vision	SPAN	PAPA	Direct Summary	Summary Agent/ Summary	ASD	DFA	Voca- tional Rehabili- tation	Bassett Barrie	NHP	JOVE	Parole Outpatient Clinic North	Parole Outpatient Clinic South	San Jose Parole Outpatient Clinic	EMIT	High Control	Team Super- vision CRMT	Weighted Total
Percentage of Persons on Parole:																				
<u>Within most recent 3 mon. having</u>																				
Favorable/Unfavorable-Employment	0/100.0	50.0/50.0	76.2/41.4	b/	b/	a/	50.0/0	27.2/26.4	b/	63.6/0	0/33.3	6.3/66.7	50.0/16.7	b/	0/100.0	54.5/27.3	44.4/23.2	45.5/45.5	44.4/44.4	36.4/38.6
Favorable/Unfavorable-Residence	100.0/0	50.0/50.0	41.4/41.4				0/0	36.4/26.2		26.4/63.6	26.7/33.3	25.0/41.7	50.0/16.7	0/100.0	27.3/24.5	33.3/27.3	54.5/18.2	61.1/27.8	40.3/36.4	
General Public Assistance	100.0	50.0	20.7				0	36.4		0	13.3	25.0	33.3	100.0	45.5	22.2	27.3	33.3	25.6	
Favorable Adjustment Prognosis	0	75.0	53.4				100.0	63.6		72.7	33.3	25.0	58.3	0	63.6	66.7	26.4	66.7	52.8	
<u>For at least 9 of the last 12 months having</u>																				
Favorable/Unfavorable-Employment	0/100.0	25.0/50.0	76.2/39.7				50.0/0	9.0/45.5		63.6/0	0/33.3	0/50.0	8.3/ 8.3	0/100.0	45.5/27.3	44.4/11.1	18.2/45.5	38.9/38.9	28.4/35.8	
Favorable/Unfavorable-Residence	0/0	50.0/50.0	34.5/33.8				0/0	27.2/27.2		27.3/63.6	13.3/46.7	16.7/33.3	33.3/16.7	0/100.0	27.3/45.5	44.4/22.2	54.5/18.2	61.1/27.8	34.1/33.5	
General Public Assistance	100.0	50.0	19.0				0	27.2		0	6.7	25.0	25.0	100.0	45.5	0	26.4	27.8	22.2	
Favorable Adjustment Prognosis	0	75.0	51.7				100.0	54.5		72.7	33.3	16.7	58.3	0	63.6	66.7	18.2	66.7	50.6	
<u>For more than 3 months serious</u>																				
Physical Health Problems	100.0	0	6.9				0	0		9.0	13.3	8.3	8.3	0	9.0	0	0	0	11.1	7.4
Mental Health Problems	0	0	5.0				0	18.2		0	6.7	8.3	8.3	100.0	27.3	0	9.0	11.1	8.5	
Alcohol usage	0	25.0	12.1				0	9.0		27.3	6.7	25.0	16.7	0	18.2	0	27.3	11.1	14.2	
Drug involvement/use	100.0	0	22.4				0	9.0		9.0	33.3	41.7	33.3	0	0	22.2	18.2	11.1	20.5	
Mean Length of Time:																				
<u>In months</u>																				
Favorable/Unfavorable-Employment	X/18.0	12.0/ 9.0	14.1/16.0				12.0/ 3.0	7.2/16.0		14.6/ 6.8	3.0/15.6	9.5/13.8	7.5/11.1	X/21.0	14.1/ 6.3	16.2/15.0	11.1/15.0	16.5/19.0	12.8/14.3	
Favorable/Unfavorable-Residence	12.0/ 3.0	18.0/16.9	15.7/14.7				X/X	12.8/18.8		9.0/15.8	9.0/16.0	9.0/12.4	11.3/10.7	X/24.0	15.8/13.7	18.8/21.0	16.7/14.0	17.3/17.0	14.5/14.8	
<u>In days</u>																				
Parole	497	508	610			502	509	624		654	642	618	627	701	579	661	663	698	622	
Custody-free	496	506	615			502	509	592		639	574	580	576	641	581	643	668	651	608	
Percentage of Persons:																				
Arrested, action pending	0	0	3.1			0	0	8.3		0	20.0	16.7	9.1	0	0	11.1	9.0	5.6	6.5	
Returned to prison	0	0	3.1			0	0	0		9.0	6.7	0	0	0	9.1	0	0	5.6	3.2	
FAL/RAL	100.0	25.0	4.7			0	0	0		0	0	0	0	0	9.1	11.1	9.0	5.6	4.9	
Custody-free Days Before:																				
Arrested, action pending	X	X	527			X	X	547		X	542	476	414	X	X	414	492	639	517	
Returned to prison	X	X	301			X	X	X		579	579	X	X	X	517	X	X	569	474	
FAL/RAL	496	239	441			X	X	X		X	X	X	X	X	563	544	529	613	479	
Rate of Episodes:																				
Recent 6 months	1.0	.50	.92			1.0	0	.5		.27	1.0	.85	.67	1.0	.55	.33	1.18	.94	.79	
Recent 12 months	2.0	.75	1.67			1.5	0	.75		.45	2.0	1.35	1.0	2.0	1.09	.56	2.45	1.06	1.37	
Risk to Community	288	149.5	64.9			48	89	83.0		51.3	104.8	60.3	53.0	144	72.0	46.7	62.4	83.1	71.8	
Prison Time	52	39.5	16.4			29.5	34.0	40.0		21.2	26.6	31.2	11.5	65	39.8	10.8	12.6	36.9	24.6	

Note: The symbol X means "not applicable"
a/ No information available on community adjustment measures.
b/ No persons are in these situations.

TABLE C-2
EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS DEPENDING ON RISK-TO-THE-COMMUNITY
Score (48 or Less)

	Summary/ Regular	Agent Summary/ Continued Regular	Regular Super- vision	SPAN	PAPA	Direct Summary	Summary Agent/ Summary	ASD	DFA	Voca- tional Rehabili- tation	Basett Barrio	NHP	JOVE	Parole Outpatient Clinic North	Parole Outpatient Clinic South	San Jose Parole Outpatient Clinic	EMIT	High Control	Team Super- vision CRWT	Weighted Total
Percentage of Persons on Parole:																				
<u>Within most recent 3 mos. having</u>																				
Favorable/Unfavorable-Employment	0/0	37.5/25.0	36.2/39.7	50.0/50.0	50.0/50.0	a/	58.3/16.7	33.3/41.7	50.0/16.7	70.0/0	20.0/50.0	29.4/52.9	42.9/35.7	33.3/33.3	0/100.0	14.3/71.4	18.2/36.4	22.2/66.7	62.5/12.5	37.0/38.0
Favorable/Unfavorable-Residence	0/100.0	62.5/0	41.4/31.0	50.0/0	50.0/50.0		33.3/25.0	25.0/41.7	33.3/50.0	30.0/60.0	50.0/40.0	29.4/35.2	35.7/28.6	33.3/66.7	0/100.0	28.6/57.1	45.5/18.2	33.3/44.4	50.0/25.0	39.1/34.4
General Public Assistance	0	12.5	17.2	0	0		16.7	33.3	0	0	10.0	17.6	42.9	66.7	50.0	0	9.1	33.3	25.0	18.8
Favorable Adjustment Prognosis	100.0	87.5	60.3	50.0	50.0		58.3	66.7	66.7	70.0	50.0	41.1	50.0	66.7	100.0	28.6	63.6	33.3	75.0	57.8
<u>For at least 9 of the last 12 months having</u>																				
Favorable/Unfavorable-Employment	0/0	37.5/25.0	34.5/32.8	0/50.0	0/0		58.3/16.7	25.0/41.7	33.3/16.7	70.0/10.0	10.0/50.0	11.1/35.2	14.3/14.3	33.3/33.3	0/100.0	0/71.4	18.2/18.2	0/66.7	50.0/12.5	29.2/31.8
Favorable/Unfavorable-Residence	0/100.0	62.5/0	31.0/25.9	50.0/0	50.0/50.0		33.3/25.0	41.7/25.0	0/50.0	30.0/60.0	30.0/40.0	17.6/11.1	35.7/28.6	0/66.7	0/100.0	28.6/57.1	45.5/18.2	22.2/33.3	50.0/25.0	29.7/30.7
General Public Assistance	0	12.5	17.2	0	0		16.7	25.0	0	0	10.0	17.6	28.6	66.7	50.0	0	9.1	33.3	25.0	17.2
Favorable Adjustment Prognosis	100.0	75.0	56.9	50.0	50.0		50.0	58.3	66.7	70.0	50.0	29.4	42.9	66.7	50.0	28.6	63.6	11.1	87.5	52.6
<u>For more than 3 months serious</u>																				
Physical Health Problems	0	0	13.8	50.0	50.0		8.3	0	0	10.0	10.0	5.9	0	33.3	50.0	14.3	9.1	0	12.5	9.9
Mental Health Problems	0	0	1.7	0	50.0		8.3	8.3	0	0	10.0	5.9	7.1	0	0	42.9	0	0	12.5	5.7
Alcohol usage	0	0	8.6	0	50.0		8.3	8.3	16.7	20.0	0	11.8	21.4	0	0	14.3	0	11.1	25.0	10.4
Drug involvement/use	0	0	17.2	50.0	0		8.3	8.3	16.7	0	20.0	29.4	14.3	0	0	14.3	18.2	22.2	0	14.6
Mean Length of Time:																				
<u>In months</u>																				
Favorable/Unfavorable-Employment	X/X	9.0/ 9.0	12.5/12.8	3.0/ 4.5	X/ 9.0		10.0/ 4.0	10.5/14.3	5.0/ 4.5	12.4/ 7.0	5.3/12.4	9.4/12.8	8.5/ 8.7	12.0/ 6.0	X/ 7.5	6.0/10.7	16.0/10.8	10.0/15.5	14.0/ 6.0	10.8/11.1
Favorable/Unfavorable-Residence	X/15	10.2/X	14.7/13.6	6.0/X	9.0/ 9.0		6.0/ 6.8	10.3/12.5	3.0/ 3.0	15.0/12.0	10.0/18.0	10.0/10.9	14.0/ 8.6	6.0/10.5	X/ 7.5	4.5/14.3	15.0/13.5	14.3/10.2	12.0/16.5	12.0/11.8
<u>In days</u>																				
Parole	164	345	524	153	252	404	400	485	117	549	449	488	488	259	166	378	517	491	456	457
Custody-free	378	344	565	153	252	404	399	469	142	574	437	490	461	259	166	563	541	589	417	470
Percentage of Persons:																				
Arrested, action pending	0	0	3.0	0	0	0	0	0	0	0	0	5.9	7.1	0	0	0	8.3	12.5	0	2.9
Returned to prison	20.0	0	3.0	0	0	0	0	0	0	0	0	0	0	0	0	0	16.7	0	0	2.4
PAL/RAL	60.0	0	11.9	0	0	0	0	0	33.3	10.0	0	5.9	0	0	0	14.3	0	37.5	14.3	9.5
Custody-free Days Before:																				
Arrested, action pending	X	X	209	X	X	X	X	X	X	X	X	623	155	X	X	X	666	492	X	396
Returned to prison	246	X	215	X	X	X	X	X	X	X	X	X	X	X	X	X	233	X	X	228
PAL/RAL	35	X	303	X	X	X	X	X	63.0	211	X	397	X	X	X	563	X	303	613	268
Rate of Episodes:																				
Recent 6 months	1.2	.13	.58	0	0	.40	.31	.42	.67	.30	.20	.53	.50	0	.5	.71	.42	1.86	.29	.51
Recent 12 months	1.4	.88	1.09	X	0	.50	.38	.75	X	.40	.90	1.06	.14	0	.5	1.29	.50	3.14	.29	.89
Risk to Community	38.4	27.0	20.9	24.0	42.0	32.0	34.2	20.0	40.0	19.2	22.8	22.3	28.6	44.0	30.0	24.0	29.5	20.0	36.0	25.3
Prison Time	23.0	32.1	13.8	11.0	39.5	23.0	29.3	13.8	23.0	11.7	24.3	21.3	13.5	42.3	25.5	10.4	8.2	3.6	29.5	16.3

Note: The symbol X means "not applicable"
a/ No information available on community adjustment measures.

TABLE C-2 (Continued)
EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS DEPENDING ON RISK-TO-THE-COMMUNITY
Score (Between 49 and 95)

	Summary/ Regular	Agent Summary/ Continued Regular	Regular Super- vision	SPAN	PAPA	Direct Summary	Summary Agent/ Summary	ASD	DFA	Voca- tional Rehabili- tation	Bassett Barrio	NHP	JOVE	Parole Outpatient Clinic North	Parole Outpatient Clinic South	San Jose Parole Outpatient Clinic	EMIT	High Control	Team Super- vision CRMT	Weighted Total
Percentage of Persons on Parole:																				
<u>Within most recent 3 mos. having</u>																				
Favorable/Unfavorable-Employment	27.3/36.4	44.4/33.3	35.0/50.0	30.0/20.0	40.0/20.0	g/	50.0/25.0	30.0/20.0	10.0/70.0	30.0/30.0	25.0/58.3	25.0/25.0	66.1/16.7	0/50.0	25.0/37.5	44.4/33.3	0/60.0	75.0/0	23.5/47.1	32.7/38.3
Favorable/Unfavorable-Residence	27.3/36.4	55.6/33.3	30.0/50.0	20.0/40.0	40.0/40.0		25.0/50.0	40.0/20.0	20.0/40.0	20.0/50.0	33.3/25.0	25.0/50.0	33.3/33.3	0/100.0	25.0/37.5	22.2/44.4	20.0/60.0	0/25.0	41.2/17.6	30.9/33.3
General Public Assistance	0	0	15.0	0	20.0		37.5	20.0	30.0	10.0	16.7	0	16.7	50.0	37.5	0	0	0	41.2	17.9
Favorable Adjustment Prognosis	36.4	66.7	25.0	60.0	70.0		50.0	60.0	40.0	60.0	41.7	50.0	33.3	50.0	75.0	66.6	20.0	50.0	64.7	51.8
<u>For at least 9 of the last 12 months having</u>																				
Favorable/Unfavorable-Employment	9.1/27.3	44.4/22.2	35.0/55.0	30.0/20.0	40.0/30.0		50.0/25.0	40.0/30.0	10.0/60.0	30.0/20.0	25.0/41.7	25.0/25.0	66.1/16.7	0/50.0	12.5/25.0	33.3/23.2	0/80.0	25.0/0	23.5/35.3	29.0/34.6
Favorable/Unfavorable-Residence	27.3/36.4	33.3/44.4	25.0/45.0	10.0/30.0	30.0/40.0		12.5/37.5	40.0/30.0	20.0/30.0	20.0/50.0	25.0/33.3	25.0/50.0	0/33.3	0/100.0	25.0/37.5	22.2/33.3	0/80.0	25.0/0	47.1/17.6	24.7/37.7
General Public Assistance	0	0	10.0	0	20.0		25.0	10.0	10.0	10.0	8.3	0	16.7	50.0	12.5	0	0	25.0	35.3	13.0
Favorable Adjustment Prognosis	36.4	66.7	20.0	60.0	50.0		50.0	60.0	30.0	60.0	41.7	50.0	33.3	50.0	75.0	44.4	20.0	25.0	64.7	47.5
<u>For more than 3 months serious</u>																				
Physical Health Problems	0	0	20.0	0	10.0		12.5	0	0	0	16.7	25.0	33.3	0	12.5	0	20.0	0	5.9	8.6
Mental Health Problems	9.1	0	15.0	0	0		0	0	0	0	8.3	0	0	0	0	22.2	20.0	25.0	5.9	5.2
Alcohol usage	0	22.2	15.0	0	10.0		0	0	20.0	0	0	25.0	0	12.5	0	11.1	20.0	50.0	11.8	9.9
Drug involvement/use	0	0	35.0	10.0	10.0		0	10.0	30.0	10.0	33.3	50.0	33.3	0	0	0	40.0	0	11.8	16.0
Mean Length of Time:																				
<u>In months</u>																				
Favorable/Unfavorable-Employment	6.8/ 6.8	11.4/ 5.3	12.6/10.8	5.0/ 4.0	7.5/ 9.0		9.0/ 8.3	12.0/13.5	4.5/ 5.6	16.0/ 5.5	9.0/ 9.0	12.0/15.0	5.3/ 6.0	X/ 3.0	7.0/ 6.0	13.2/ 7.7	X/ 6.8	10.0/ 4.5	14.0/16.0	10.3/ 8.7
Favorable/Unfavorable-Residence	7.0/10.5	9.0/ 9.9	12.7/10.5	3.8/ 4.5	8.3/ 7.8		10.5/ 9.0	15.8/11.3	5.0/ 5.3	6.8/12.0	7.8/11.5	12.0/10.5	6.0/ 9.8	X/ 6.0	9.0/ 8.0	18.0/ 8.0	3.0/14.3	21.0/ 6.0	14.4/15.0	10.3/ 9.0
<u>In days</u>																				
Parole	253	410	422	108	261	391	395	464	127	330	449	332	214	257	220	461	332	696	507	354
Custody-free	357	396	436	110	250	401	383	460	136	326	389	346	265	258	210	463	340	661	490	362
Percentage of Persons:																				
<u>Arrested, action pending</u>																				
Returned to prison	0	0	10.5	0	0	0	11.1	0	0	0	25.0	0	28.6	0	0	0	16.7	0	5.6	5.7
PAL/RAL	20.0	0	5.3	0	0	10.0	0	10.0	0	0	0	25.0	0	50.0	0	0	16.7	0	0	4.6
PAL/RAL	20.0	0	0	10.0	20.0	0	0	0	30.0	0	8.3	0	0	0	12.5	0	0	0	0	5.7
<u>Custody-free Days Before:</u>																				
Arrested, action pending	X	X	208	X	X	X	391	X	X	X	425	X	61	X	X	X	183	X	639	303
Returned to prison	196	X	301	X	X	295	X	211	X	X	X	211	X	143	X	X	83	X	X	205
PAL/RAL	25	X	X	85	252	X	X	X	105	X	259	X	X	X	290	X	X	X	X	150
Rate of Episodes:																				
<u>Recent 6 months</u>																				
Recent 12 months	.70	.33	1.47	.78	.40	.40	.22	.40	.50	.40	.58	.50	.87	.50	.43	.38	1.67	1.25	.89	.70
Recent 12 months	.90	.89	1.68	X	.80	.70	.33	.80	X	.70	1.58	1.25	.86	.50	.43	.63	2.85	3.33	1.0	1.06
<u>Risk to Community</u>																				
Risk to Community	79.6	80.0	77.7	76.8	76.8	81.3	73.3	69.6	75.6	84.0	75.0	75.2	82.3	78.0	76.5	68.0	66.0	78.0	78.0	76.7
Prison Time	35.8	20.1	27.1	15.9	28.1	31.5	36.3	50.9	21.3	28.3	35.2	44.0	13.6	58.5	48.1	36.1	19.0	10.5	34.9	30.8

Note: The symbol X means "not applicable"
g/ No information available on community adjustment measures.

TABLE C-2 (Continued)
EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS DEPENDING ON RISK-TO-THE-COMMUNITY
Score (Between 97 and 155)

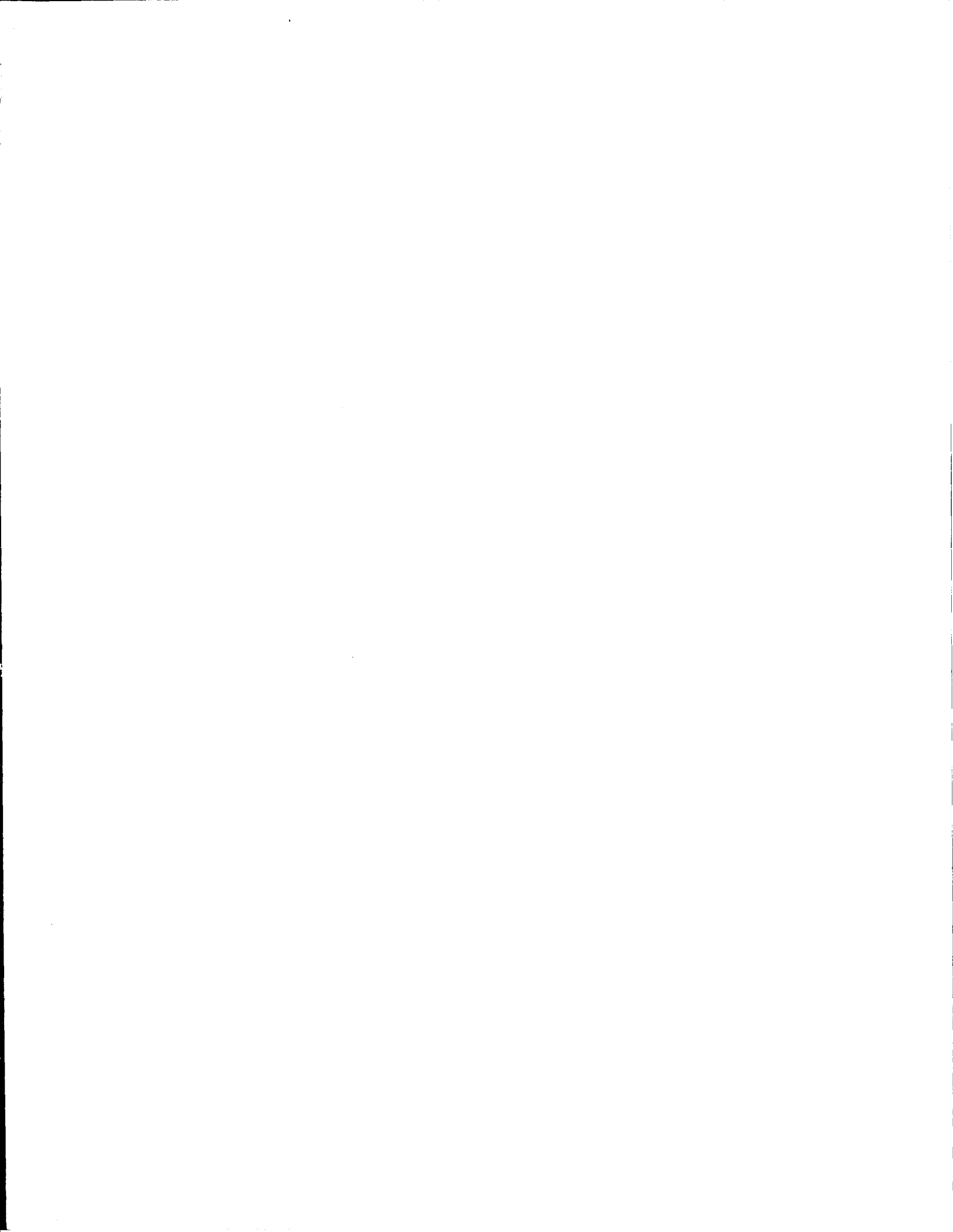
	Summary/ Regular	Agent Summary/ Continued Regular	Regular Super- vision	SPAN	PAPA	Direct Summary	Summary Agent/ Summary	ASD	DFA	Voca- tional Rehabili- tation	Bessett Barrio	NHP	JOVE	Parole Outpatient Clinic North	Parole Outpatient Clinic South	San Jose Parole Outpatient Clinic	EMIT	High Control	Team Super- vision CRMT	Weighted Total
Percentage of Persons on Parole:																				
<u>Within most recent 3 mos. having</u>																				
Favorable/Unfavorable-Employment	9.1/36.4	55.6/44.4	23.5/52.9	25.0/50.0	62.5/25.0	a/	66.7/16.7	25.0/75.0	16.7/50.0	57.1/28.6	0/57.1	28.6/28.6	37.5/12.5	0/100.0	33.3/58.3	40.0/40.0	22.2/22.2	40.0/0	28.6/57.1	32.4/42.4
Favorable/Unfavorable-Residence	9.1/36.4	33.3/44.4	29.4/41.2	0/0	12.5/50.0		50.0/16.7	50.0/25.0	0/0	42.9/14.3	14.2/28.6	14.3/28.6	25.0/37.5	0/80.0	33.3/58.3	30.0/30.0	22.2/55.6	100.0/0	28.6/28.6	28.1/36.7
General Public Assistance	27.3	0	23.5	25.0	0		16.7	25.0	0	0	14.2	0	0	40.0	25.0	0	33.3	0	14.3	14.4
Favorable Adjustment Prognosis	27.3	66.7	29.4	75.0	50.0		100.0	50.0	33.3	71.4	28.6	71.4	50.0	40.0	50.0	60.0	22.2	20.0	57.1	49.6
<u>For at least 9 of the last 12 months having</u>																				
Favorable/Unfavorable-Employment	9.1/75.0	44.4/44.4	29.4/41.2	25.0/50.0	0/0		66.7/16.7	0/75.0	16.7/50.0	42.9/14.3	0/28.6	0/28.6	12.5/12.5	0/80.0	8.3/58.3	30.0/40.0	22.2/11.1	20.0/0	28.6/42.9	20.9/36.0
Favorable/Unfavorable-Residence	9.1/18.2	33.3/44.4	35.3/35.3	0/0	12.5/37.5		50.0/16.7	0/50.0	0/0	42.9/14.3	0/14.2	14.3/28.6	12.5/37.5	0/80.0	25.0/50.0	20.0/30.0	11.1/55.6	80.0/0	14.3/28.6	21.6/32.4
General Public Assistance	27.3	0	23.5	25.0	0		16.7	25.0	0	0	0	0	0	20.0	25.0	0	33.3	0	0	11.5
Favorable Adjustment Prognosis	0	55.6	29.4	75.0	50.0		100.0	50.0	33.3	71.4	28.6	57.1	62.5	40.0	33.3	60.0	33.3	0	57.1	44.6
<u>For more than 3 months serious</u>																				
Physical Health Problems	9.1	11.1	5.9	25.0	0		0	0	16.7	14.3	0	0	12.5	0	8.3	10.0	44.4	0	14.3	10.1
Mental Health Problems	0	0	5.9	0	12.5		0	0	0	0	0	0	0	0	41.7	0	22.2	0	0	7.2
Alcohol usage	9.1	11.1	5.9	0	0		0	25.0	16.7	14.3	14.2	14.3	12.5	20.0	25.0	30.0	0	20.0	0	12.2
Drug involvement/use	27.3	0	35.3	25.0	12.5		16.7	0	16.7	14.3	0	14.3	50.0	0	25.0	10.0	66.7	20.0	28.6	23.0
Mean Length of Time:																				
<u>In months</u>																				
Favorable/Unfavorable-Employment	9.0/ 8.1	11.0/11.3	11.3/13.2	3.0/ 6.0	5.4/ 4.0		9.8/12.0	3.0/12.8	4.5/ 5.3	9.0/ 4.5	4.5/ 7.0	4.5/18.0	4.5/ 8.0	X/ 7.8	6.0/ 8.3	12.0/ 7.7	9.6/ 6.0	8.0/ 5.0	16.5/ 8.3	8.3/ 8.6
Favorable/Unfavorable-Residence	7.5/ 6.8	12.8/15.0	12.0/12.6	X/X	9.0/ 6.5		14.3/12.0	3.0/15.0	3.0/ 3.0	15.0/ 6.0	6.0/ 9.0	12.0/ 7.0	4.5/ 7.8	X/ 9.8	6.6/ 9.4	9.0/ 9.5	9.0/11.1	9.0/ 3.0	13.5/ 7.5	9.7/ 9.7
<u>In days</u>																				
Parole	298	373	408	125	271	332	355	508	118	227	392	456	395	217	245	362	393	427	280	334
Custody-free	257	371	339	123	264	366	358	489	123	236	365	403	411	217	251	438	351	673	294	323
Percentage of Persons:																				
Arrested, action pending	10.0	0	16.7	0	12.5	7.1	14.3	0	16.7	0	14.3	14.3	25.0	0	25.0	0	22.2	40.0	28.6	13.2
Returned to prison	20.0	0	16.7	0	0	14.3	0	0	0	0	0	0	0	0	0	20.0	11.1	0	0	6.3
PAL/RAL	20.0	0	11.1	0	12.5	0	0	0	0	14.3	14.3	0	12.5	0	0	0	11.1	20.0	0	6.3
Custody-free Days Before:																				
Arrested, action pending	308	X	424	X	217	307	271	X	67	X	455	322	30	X	123	X	309	252	237	250
Returned to prison	145	X	349	X	X	115	X	X	X	X	X	X	X	X	X	372	299	X	X	261
PAL/RAL	192	X	255	X	252	X	X	X	X	84	113	X	98	X	X	X	544	232	X	222
Rate of Episodes:																				
Recent 6 months	.80	.40	2.12	.50	.75	.50	1.0	.60	.50	.14	.71	.57	.63	.20	.89	1.0	.89	.60	.57	.83
Recent 12 months	1.60	.40	2.53	X	.88	.64	1.14	.80	X	.29	1.0	1.0	.25	.20	1.56	1.8	1.89	1.20	.57	1.25
Risk to Community	126.6	118.2	125.5	126.0	130.5	130.7	112.3	122.4	126.0	137.1	123.4	120.0	117.0	131.2	122.0	120.2	125.1	150.0	130.3	125.6
Prison Time	38.6	36.6	27.8	11.5	51.3	28.1	25.0	36.0	30.2	45.1	32.4	42.9	13.3	91.6	67.8	43.8	23.3	79.3	34.4	39.6

Note: The symbol X means "not applicable"
a/ No information available on community adjustment measures.

TABLE C-2 (Continued)
EFFECTIVENESS OF INDIVIDUAL PROJECTS AND PROGRAMS DEPENDING ON RISK-TO-THE-COMMUNITY
Score (156 or Larger)

	Summary/ Regular	Agent Summary/ Continued Regular	Regular Super- vision	SFAN	PAPA	Direct Summary	Summary Agent/ Summary	ASD	DFA	Voca- tional Rehabili- tation	Bassett Barrio	NHP	JOVE	Parole Outpatient Clinic North	Parole Outpatient Clinic South	San Jose Parole Outpatient Clinic	EMIT	High Control	Team Super- vision CRMT	Weighted Total
Percentage of Persons on Parole:																				
<u>Within most recent 3 mos. having</u>																				
Favorable/Unfavorable-Employment	21.4/57.1	33.3/55.6	26.7/60.0	0/62.5	21.1/42.1	g/	45.5/36.4	33.3/50.0	26.7/33.3	0/83.3	0/85.7	0/50.0	40.0/20.0	22.2/44.4	28.6/42.9	25.0/37.5	33.3/33.3	28.6/35.7	0/100.0	23.6/54.5
Favorable/Unfavorable-Residence	42.9/42.9	44.4/44.4	26.7/40.0	12.5/50.0	21.1/36.8		18.2/45.5	33.3/33.3	26.7/40.0	16.7/66.7	28.6/28.6	25.0/25.0	20.0/80.0	55.6/22.2	14.3/28.6	12.5/50.0	0/50.0	7.1/21.4	0/100.0	24.2/40.6
General Public Assistance	35.7	44.4	13.3	0	15.8		0	0	20.0	16.7	14.2	0	20.0	44.4	0	0	0	0	0	14.5
Favorable Adjustment Prognosis	42.9	66.7	26.7	37.6	36.8		63.6	50.0	40.0	16.7	0	50.0	60.0	66.7	57.1	25.0	33.3	21.4	50.0	40.0
<u>For at least 9 of the last 12 months having</u>																				
Favorable/Unfavorable-Employment	14.3/42.9	22.2/44.4	26.7/53.3	0/75.0	10.5/42.1		45.5/27.3	16.7/33.3	26.7/33.3	0/66.7	0/100.0	0/50.0	20.0/20.0	22.2/44.4	14.3/42.9	12.5/25.0	16.7/16.7	21.4/35.7	0/100.0	17.6/44.2
Favorable/Unfavorable-Residence	7.1/42.9	44.4/44.4	20.0/33.3	12.5/50.0	21.1/36.8		18.2/36.4	16.7/0	20.0/33.3	16.7/66.7	14.2/42.8	25.0/25.0	0/80.0	44.4/22.2	0/28.6	12.5/37.5	0/33.3	7.1/21.4	0/100.0	17.0/37.0
General Public Assistance	28.6	33.3	6.7	0	15.8		0	0	6.7	0	14.2	0	20.0	44.4	0	0	0	0	0	10.9
Favorable Adjustment Prognosis	50.0	66.7	26.7	25.0	21.1		63.6	0	40.0	16.7	0	50.0	60.0	66.7	57.1	12.5	33.3	21.4	50.0	37.6
<u>For more than 3 months serious</u>																				
Physical Health Problems	14.3	22.2	0	12.5	0		0	0	13.3	0	14.2	0	0	22.2	0	0	0	7.1	0	6.7
Mental Health Problems	14.3	0	13.3	12.5	26.3		0	16.7	0	0	14.2	0	0	0	28.6	0	0	0	0	8.5
Alcohol usage	7.1	11.1	26.7	25.0	10.5		9.1	0	6.7	33.3	14.2	0	0	0	0	0	0	7.1	0	9.7
Drug involvement/use	14.3	0	33.3	62.5	26.3		9.1	33.3	33.3	50.0	57.1	0	20.0	0	14.3	0	50.0	42.9	0	26.1
Mean Length of Time:																				
<u>In months</u>																				
Favorable/Unfavorable-Employment	8.3/ 9.7	7.2/11.1	11.5/10.4	X/ 5.0	6.6/ 7.4		13.8/ 7.2	9.0/ 7.0	6.0/ 5.6	X/ 4.8	3.0/ 6.0	X/10.0	6.0/ 3.0	9.0/ 5.3	7.5/10.0	6.0/ 6.0	3.0/ 7.5	9.0/ 7.0	X/16.5	8.2/ 7.7
Favorable/Unfavorable-Residence	7.5/ 8.0	15.8/12.8	9.5/ 9.0	6.0/ 4.5	9.0/ 7.7		6.0/ 9.6	9.0/ 6.8	4.2/ 5.1	6.0/10.5	7.5/18.0	15.0/ 9.0	3.0/ 9.0	7.2/ 5.0	6.0/ 8.0	3.0/ 6.0	X/ 8.0	6.0/ 4.5	X/16.5	7.9/ 8.3
<u>In days</u>																				
Parole	325	407	471	105	261	330	388	407	126	242	571	428	262	189	260	132	323	222	543	301
Custody-free	231	382	535	124	249	348	394	358	123	117	496	531	270	196	257	173	382	203	420	298
Percentage of Persons:																				
Arrested, action pending	0	0	11.1	50.0	15.8	10.0	18.2	33.3	13.3	0	42.9	25.0	0	33.3	14.3	11.1	42.9	21.4	0	17.1
Returned to prison	21.4	0	27.8	0	36.8	40.0	0	0	0	42.9	14.3	25.0	20.0	0	0	0	14.3	14.3	50.0	16.0
PAL/RAL	7.1	11.1	11.1	12.5	0	0	0	0	26.7	14.3	0	0	0	0	0	22.2	0	14.3	0	7.7
Custody-free Days Before:																				
Arrested, action pending	X	X	385	88	279	462	208	416	117	X	418	278	X	155	202	76	207	179	X	237
Returned to prison	116	X	223	X	110	74	X	X	X	266	579	310	189	X	X	X	198	187	569	191
PAL/RAL	496	239	276	48	X	X	X	X	104	186	X	X	X	X	X	20	X	126	X	159
Rate of Episodes:																				
Recent 6 months	.86	.67	1.67	3.33	1.26	.60	.27	1.5	.87	1.14	1.86	.75	.40	.33	1.0	.56	.86	1.0	2.0	.91
Recent 12 months	1.57	.89	2.59	X	1.74	.60	.45	2.0	X	1.29	3.0	1.25	.40	.44	1.5	.56	1.14	1.71	3.0	1.31
Risk to Community	254.3	204.7	211.6	225.0	275.7	335.4	264.5	314.0	224.3	222.9	209.1	206.4	264.0	304.7	196.0	280.0	249.0	342.7	216.0	256.1
Prison Time	53.4	41.8	32.0	20.3	70.1	71.4	40.2	45.7	40.4	39.7	25.9	68.4	35.2	99.8	106.4	74.8	32.2	43.1	30.0	51.3

Note: The symbol X means "not applicable"
g/ No information available on community adjustment measures.



END