

X
EVALUATION OF THE
SAN DIEGO COUNTY PROBATION DEPARTMENT
PROGRAM

X
VILLA DEL SOL

September 24, 1976

Submitted to:

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TABLE OF CONTENTS

	<u>Page</u>
I Executive Summary	1
II Introduction	2
III History	3
IV Program Description	5
A. Program Objectives	5
B. Facility and Operations	5
Screening	6
C. Program Components	6
In-house Program	6
Work Furlough Program	6
Education and Special Programs	6
Treatment	7
Resident Government	7
Visiting	8
Recreation and Religious Programs	8
Release and Aftercare	8
D. Population Description	9
E. Costs and Benefits	10
V Evaluation Methodology	12
VI Results	13
Other Jurisdictional Comparisons	39
VII Conclusions and Recommendations	40

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ACQUISITIONS

I. EXECUTIVE SUMMARY

Villa del Sol is a minimum security alternative to incarceration in the County Jail, operated by the San Diego County Probation Department, within the Adult Institutional Services Division. It offers a work furlough program for sentenced women in addition to a diversified custodial and treatment program. The facility accommodates a maximum of 30 women who are serving court-imposed confinement on sentences or as a condition of probation. It is located in the south-central portion of the City of San Diego in a primarily residential area.

Villa del Sol has received 583 sentenced women in its five years of operation. Program failure rate has been 15% (13% return to County Jail; 2% escape) while 85% of VDS residents have satisfactorily completed the program.

This evaluation is a summative, pre-post type, concentrating on client characteristics, work furlough as a program sub-component, and correctional outcomes. Inherent in the design of the evaluation and in the limited follow-up capabilities of the Criminal Justice System are limitations in the kind of data which could be used. A one-year follow-up for law enforcement contacts in the local region was done, with a resulting 36.9% recidivism rate, with recidivism defined as any behavior resulting in an arrest or incarceration during the follow-up period, without regard for whether a conviction was obtained. Whereas almost 37% of the 130 women suffered an additional arrest or incarceration within the period, the rate of offenses dropped by almost a full offense per woman in the program.

As a result of the foregoing evaluation of data, observations and interviews of the program participants, and review of pertinent literature and administrative documents, the following recommendations are respectfully submitted:

1. To re-design the client casefile to reflect program activity levels and facilitate documentation and analysis of sub-program participation.
2. To legitimize the Villa budget by including necessary staff positions without "boot-legging" staff from other facilities to provide security, supervision, and clerical support.
3. To add adequate clerical support to the facility for all appropriate clerical functions.
4. To integrate the Villa experience into the total correctional process for women on probation by re-structuring the caseload assignment practices of the Department.
5. To re-structure the Villa program in such a way that it becomes directional and focused.

II. INTRODUCTION

The Evaluation Unit commenced on this summative evaluation of the Villa del Sol (V.D.S. or Villa) minimum security program for women in July of 1976; prior meetings and preliminary discussions had occurred from more than a year before, at which point a formative evaluation was being designed. The Villa program staff has been consistently cooperative, open, and sharing with the evaluators, even with the extra requests made for their time and energy, and in the face of programmatic turmoil and evaluation-caused frustrations.

Only a few sub-program features were amenable to evaluation, because program data were not routinely recorded. As is true with most programs, information which would be of value to evaluators was not collected since it had little utility in normal operations.

Since this is primarily an impact evaluation, emphasis has been placed on collecting client data. It is hoped that the information contained in this report will be useful to correctional managers; the Evaluation Unit staff will be available to consult on those recommendations which are determined to be feasible and desirable.

III. HISTORY

Women incarcerated in the County of San Diego were confined exclusively in the County Jail until October, 1969. At that time, the San Diego County Department of Honor Camps instituted a co-educational correctional program at the Viejas Rehabilitation Center with 24 beds at the facility being available for females. In 1970, supported by many community people who were concerned about women's rehabilitation, Department administrators moved to establish a third option for women in the form of an in-town facility which would serve as a work furlough program.

A facility was found in the form of two large, Spanish style homes from the 1910 era in Golden Hills. The property was purchased rather inexpensively by the County as the homes were in a poor state of repair. Some community resistance was encountered in the neighborhood which had already accepted two male honor camp facilities within a few-block radius.

The property was obtained and the extensive process of renovation began. Villa del Sol opened its doors to three residents on August 3, 1971.

In the early months of the Villa program, women were received almost exclusively on a transfer basis from VRC and all residents participated in the work furlough program. Population during this time was between one and ten residents. With cleaning and renovation continuing, all operations, living quarters and staff offices were housed in a single building. Staffing during this time consisted of three correctional officers (one per shift) and a superintendent.

The Viejas coed program ended in mid-1972 and the Villa population grew as all women were transferred to the in-town facility. Staffing was increased to two per shift as the Villa began to offer an in-house custodial program in addition to its work furlough option. The work crew, crafts and culinary arts training started operation and programming began to diversify. Transactional Analysis was selected as a treatment modality for the program. A rich program of consultant TA training began during this time and continued with somewhat decreasing emphasis and frequency into 1975. As the Villa program was building and under rapid change, the Honor Camps department was under fire from the County Grand Jury.

In 1973 the Department of Honor Camps ceased to exist and became Adult Institutions as a service of the County Probation Department. The administrative hierarchy was totally changed with the effect of several more decision makers involved in Villa del Sol's operations.

Population at the Villa had been limited to 19 as renovation of the second building progressed into 1973. In this year,

Building 2 was furnished and occupied -- briefly increasing capacity until two months later when the building was condemned due to a wall slippage. Nine months passed before the building was again operational.

Throughout 1972 and 1973 staff members went on speaking tours throughout the community to seek support. They established strong liaisons with many community agencies. Well into 1973, this tactic was proving to pay off in a positive sense. The extended community was starting to become a strong supporter of the Villa and the program was receiving outstanding press through feature newspaper articles. Staff from other counties toured the facility as other similar programs were developed in the State.

In 1974, the Villa program continued to grow as capacity again increased to its present level of 30 women. Staff had anticipated some difficulties in keeping the facility full but by late in this year a waiting list existed for women at the jail. Staff morale and stability during this period were affected somewhat by the pending issue of the reclassification of their positions and by temporary staff transfers due to concern over mixed sex staffing.

In 1975 and 1976, continued administrative changes have impacted the Villa program. Directorship of the facility changed three times during an 18 month period, and a rapid succession of changes occurred at the Supervising DPO level. Reclassification of positions in July of 1975, coupled with a program budget cut at this time, affected both staffing level and roles. Resident population has remained consistently at capacity and new programs have begun in attempting to meet the needs of an extremely varied clientele. Both because of these demands and because of the significant administrative changes, there has been a succession of emphasis and de-emphasis on different program elements including treatment, vocational training, and the work furlough program.

This year has brought a proposed relocation of the facility and more recently, at the time of this report, consideration is being given to eliminating the program as the new women's facility is developed under the Sheriff's Department.

It is clear that Villa del Sol has been in some state of flux during its developmental years and the program presently faces an uncertain future. Through it all, the program has established a tradition of humaneness and has strived to effect an environment of caring concern and positive development.

IV. PROGRAM DESCRIPTION

A. PROGRAM OBJECTIVES

Villa del Sol is a minimum-security institution which serves as an alternative to County Jail for sentenced women offenders in San Diego. Operated within the Adult Institution Division of the Probation Department, it offers a diversified program for its clients during their period of confinement.

As indicated by program administrators, the objectives of the Villa del Sol program are:

- 1) to offer an alternative custodial facility for sentenced female offenders
- 2) to facilitate re-entry into the community by providing a work furlough program for women
- 3) to offer treatment and an environment which enhances residents' sense of self-worth and responsibility

Additionally, reduction of recidivism is an implicit program objective. A facility program description states: "Program elements at the Villa are designed to increase the personal and situational options in the residents' lives ... and to consequently decrease the likelihood of women returning to jail."

B. FACILITY AND OPERATIONS

The Villa facility is comprised of two older, Spanish style residences and offers a homelike atmosphere for up to 30 residents.

Within a minimum security setting, without fences or any obvious constraints, security is maintained by close contact between staff and residents, by random testing for drug and alcohol use, by frequent community checks of work furlough residents, and by soliciting positive involvement within a resident government system.

The Villa program is funded exclusively within the County Probation Department budget with direct costs totalling \$288,833 in fiscal year 1975-76. Budgeted program staff include one Director I, one Supervising Probation Officer, three Senior Probation Officers, five DPO II's, three Probation Assistants and one Chef. Additionally, one Supervising Probation Officer, one DPO II, one Cook II, and one Clerk have been temporarily assigned at Villa del Sol on loan from other facilities or services. A part-time nurse is available weekdays at the facility and other medical services are provided through County University Hospital.

This level of staffing provides for seven day per week coverage, 24 hours per day, with most staff responsible for both custody and program involvement.

Screening

Women at the County Jail are screened weekly for Villa admittance by a Senior Probation officer from the staff with assistance from the jail's correctional counselor.

Interviews are conducted with sentenced women to determine their suitability for transfer. Women are rejected for transfer rarely and only for reasons of: 1) holds from other jurisdictions, high bail warrants, or serious cases pending; 2) physical disability which would preclude at least limited work activity; 3) a history or other factors which suggest escape risk; or 4) previous institutional failure which suggests a need for maximum security confinement. Selection is made from current classification or waiting lists to fill available beds and women are transferred to the Villa on a weekly basis.

C. PROGRAM COMPONENTS

Unlike its counterpart, adult institutions for men, the Villa serves a dual function by offering both an in-house custodial and treatment program and a work furlough program for a percentage of its residents.

In-house Program

Women who remain on in-house status are involved in a daily work program which includes out-of-facility crew work at North County parks and beaches under the auspices of the County Parks and Recreation Department. Some women elect to have kitchen work assignments and participate in a food service training program which is offered by the Villa Chef under the certification of San Diego Adult Schools.

Work Furlough Program

Women interested in seeking work or schooling in the community may attend employment preparation groups and make application to a facility committee for work furlough status. If approved, they are permitted to leave the facility each day for purposes of work or school. Supervised in the community by two staff who are designated for work furlough coordination, women are assisted in their employment search by staff and by several community agencies. Out of their income or training stipends, work furloughees are required to pay daily room and board fees to provide partially for their own support while in custody.

Education and Special Programs

Outside the work program, several voluntary programs are on-going or periodic depending upon resident interest. An extensive

crafts program has been in operation continually at the Villa. Assisted during some periods by student worker or volunteer instructors this program offers women an opportunity for self-expression through a wide range of crafts media. Some residents learn marketable skills through this program and take advantage of a handicraft sales program to earn money during their time in custody.

Opportunities for academic education are quite limited within the in-house program, however, some educational options are available. G.E.D. preparation is provided in twice weekly tutoring classes. Individual tutoring in reading, bookkeeping, English for Spanish-speaking residents, and other subjects has been provided with assistance from the V.I.P. program.

Staff run special interest groups and bring in resource persons from the community on subjects that are relevant and of interest to the women. Special interest classes and groups have included human sexuality, assertiveness training, yoga, cosmetology, and consumer issues.

Treatment

The Villa has utilized Transactional Analysis as a primary treatment approach and early staff received on-going training in this modality. TA has provided a framework which continues to influence the facility environment and atmosphere, although it is decreasingly used in a formal sense, with more diversified methods of treatment being employed at present. A treatment framework has been viewed as valuable in enhancing communication in the program and in stimulating more behavioral awareness among residents and staff.

In terms of more structured casework, all residents at the Villa are assigned to the caseload of a specific counselor (probation officer) and much is available by way of individual and group counseling. Counselors meet on a periodic basis with their clients although involvement in significant individual or group counseling progresses only on a voluntary basis. Family or marital counseling is available on an individual, as needed basis. Staff note that there is tremendous variation in resident interest in the counseling program with some women availing themselves of all treatment opportunities and others preferring to just "do their time."

Resident Government

From among their peers, residents select a resident Chairperson and five other resident representatives who comprise the Resident Advisory Council. This council meets weekly with Villa administrators to evaluate the program, discuss problems, propose policy changes, and/or make requests for activities. Additionally, this council is designed to function as a problem solving body; minor in-house conflicts are often resolved by this group.

With the belief that resident government provides valuable experience to the resident leaders and important input and stimulus to staff, resident representatives have considerable responsibility within the facility.

Visiting

Residents can visit with family and friends three times each week. Although careful supervision is maintained, the Villa employs a fairly liberal visiting policy which allows residents to maintain (as much as possible) normal contact with people who are important to them.

Recreation and Religious Programs

Space limitations at the facility are such that there are few recreational and athletic programs available to the women. A court order program allows for periodic baseball and swimming outings, however, the procedures required to obtain individual event permission from the Courts drastically limits the frequency of these outings.

Religious services and meetings are held within the facility periodically and depending upon resident interest. Residents interested in attending outside church services can be approved to do so weekly under a court order with approved volunteer transportation.

Release and Aftercare

Most residents are released from Villa del Sol at their normal release date having earned maximum good time for work and conduct. Some residents seek modification of their sentence via their attorney or the facility's early release process. Many residents contact VDS staff after release. Some return to visit or are approved to continue involvement in weekly groups, but there is no budgeted money or formalized system for post-release services by the facility. Women on probation are carried by the confinement unit probation officer and transferred to other officers upon their release from custody.

D. POPULATION DESCRIPTION

In Villa del Sol's five years of operation, 583 women have been received at the facility. From the beginning of the program through the end of the first six months of this year, 71 women (13%) had been returned (reclassified) to the County Jail, and 13 women (2%) had escaped from the Villa facility.

Some changes have occurred in population characteristics during these five years, but many demographic factors remained fairly constant. The typical Villa resident is white, between 21 and 25 years of age, has a prior offense record, and is serving time at Villa del Sol as a condition of probation after having been convicted of a property offense.

Of the Villa's clients, approximately 64% have been white. The black population, apparently increasing slightly in recent years, has comprised 25% while Mexican-Americans have averaged 6% of Villa clients. The population has been young with more than 50% of the residents under the age of 25. Educationally, over 50% of the residents have not completed high school with approximately 40% having achieved the tenth or eleventh grade. Over the years, an average of 46% of Villa residents have been high school graduates or above.

A larger percentage of residents are being committed to custody due to felony (as opposed to misdemeanor) convictions, an increase from 31.7% in 1972 to 57.6% in the past year.

Over the years, both the average intake sentence and average time served have steadily increased among Villa residents. During the first six months of this year, average sentence length was 220 days with 132 days average time served. This represents a marked increase from the average 145 day sentence with 84 days served in 1972. In terms of offenses for which the women are in custody, there has been a considerable increase in property commitment offenses and a slight increase in crimes against persons. There has been a decreasing percentage of commitments specifically for drug offenses although staff have observed that a large proportion of property offenses are drug related.

Geographically, a consistently high percentage of clients reside in the South and Central City area, with increasing numbers of women coming from North County and the Northeast City and County area which includes the city of El Cajon.

E. COSTS AND BENEFITS

At the outset, it seems apparent that providing a minimum security facility for sentenced offenders is more costly to the correctional system than to retain those offenders in an existing facility. The additional cost of housing sentenced women in the County Jail, if there were available beds, is minimal. Cost in this sense is restricted to the dollars spent by the Sheriff to maintain a filled bed; on a per day basis, this is the cost of additional food, laundry facilities, some medical expenses, and the price of expendable supplies. The presumption here is that the County has an option to not provide minimum security facilities for women when they are available to men; several recent court decisions would bring this apparent option into question. Another presumption is that the County Jail could absorb the potential volume of sentenced prisoners without capital expansion, and there is reason to doubt that this is true. As a routine, the Jail will presently accommodate 96 women in beds; any excess number requires sleeping women on mattresses on the floor. We have been informed by Jail staff that the count in recent years has been as high as 150, necessitating wall-to-wall mattresses in the mess hall.

At the present time, even with the V.D.S. program accommodating thirty (30) offenders, there are approximately twenty-five sentenced women in jail on most days. Some of these are sentenced to weekend confinement or to very short sentences, and thus not eligible for transfer; others are awaiting transportation to a state facility, and some are not appropriate for transfer to the Villa. It would appear unrealistic to expect a reduction in the number of women sentenced to local confinement, and much more likely that the volume will increase. Looking at the total population of sentenced women in the County, data has been collected regarding sentenced jail and Villa populations during the past one and a half years. During 1975, approximately 57% of sentenced women were in custody at Villa del Sol, a proportion which has dropped to 51% during the present year. A further portion of sentenced women are Villa eligible and at some times have comprised a fairly lengthy waiting list, a situation which is increasing in frequency.

According to County Program Budget figures, in Fiscal Year 1975-76 the cost of maintaining a prisoner in County Jail was \$11.04 per person, per day. These figures were based on the anticipated actual average daily population. If the rated capacity of the jail had not been exceeded, the cost would rise to \$13.59 per bed day, so that logically it would follow that the excess population of the jail was maintained at an average additional cost of \$2.55 per bed day.

Villa del Sol, with a capacity of thirty, maintained an average population of 28.32 for Fiscal Year 1975-76. Direct costs totalled \$288,833, or a unit cost per bed day of \$27.87.

Appropriations have been exceeded by expenditures for both of the past two fiscal years. During Fiscal Year 1974, the excess was \$48,936, or 22%; during Fiscal Year 1975, the excess was \$26,133, or 10%. In both years, the over-expenditure was the result of excess staff loaned to the facility from other Adult Institutions to accomplish security and supervision deemed necessary by Department Management.

Costs are, of course, only one aspect of the program. Certain benefits are generally presumed to accrue to the community as a result of having a minimum security facility available, since re-entry to the community following confinement is facilitated. The residents of Villa del Sol have access to more congenial family visits, educational programs in the facility and in the community, and a significant portion participate in the work furlough portion of the program. They also contribute to the maintenance of the facility and to meal preparation. Those residents not on work furlough status are assigned to a crew which performs work at public buildings and beaches, thus reducing public expenditures for the maintenance and clean-up services thus provided.

It has not been assumed that the work crews were a raison d'etre for the V.D.S. program, but in fact crews are assigned to public service work each week, with from seven to ten women working three to five days. Even at a rate of pay less than minimum wage, the labor is worth \$16 per day, per resident assigned, or approximately \$112 per day of work. A conservative estimate is that the County receives \$15,000 worth of labor per year, for which residents were paid \$4,691 in Fiscal Year 1975-76. The resident crew hours are anticipated to increase significantly during Fiscal Year 1976-77 due to additional crew hours and the full-time assignment of two residents to the County Operations Center garage.

Women in Work Furlough status pay up to \$4.00 per work day while in full time work; during Fiscal Year 1975-76, this component of the program netted the County General Fund \$5,012.

V. EVALUATION METHODOLOGY

The basic format of this summative evaluation is that of a pre-post activity level for selected relevant variables.

Primary client data sources from which descriptions and conclusions were drawn were official records at V.D.S., the Probation Department, and the Sheriff's Office. Further information was drawn from San Diego County Jail activity reports, Adult Institution statistical reports, and administrative reports and budget documents from the program. Client evaluation forms and routine client records were perused in preparation for data collection and analysis.

The client sample was comprised of those sentenced female offenders who exited from V.D.S. during the Fiscal Year of July 1, 1974 to June, 1975. Selecting this time period maximized the number of clients in the sample and also permitted a one-year follow-up period for subsequent criminal behavior.

The pre-post model was selected for this summative evaluation in part to accommodate the time constraints inherent in the Evaluation Unit schedule. This model requires that program participants be compared to themselves, and that behavioral and demographic variables be restricted to those which were collected by the program for purposes other than evaluation. As a consequence of this approach, information which would have been possible with a formative design was not available, and many data elements are, therefore, missing from the analysis. An additional limitation in the design is that no control group was possible for statistical comparisons. An attempt to create a comparison group for program outcome purposes was terminated when it was found that only eleven women in the County Jail were eligible and willing to be transferred during the selected time period, who did not actually experience transfer. It should be concluded that, during this time period, there were adequate facilities for women appropriate for a minimum security program.

Analysis of the program and client information will include demographic descriptions of the population, budget features relevant to service delivery, some sub-program activity levels, and client impact as related to subsequent criminal behavior.

VI. RESULTS

One hundred and thirty women comprise the total population studied in this evaluation. They are all of the women who were released by any means from VDS during the fiscal year of 1974-75. The capacity of the Villa throughout that time was 30, and women were accepted following screening at the County Jail. Women were either serving sentences on criminal charges or were confined as a condition of probation.

This chapter will describe these 130 women in different ways for varying purposes, and an explanation of definitions will be made here in order to facilitate understanding of the ensuing descriptions and results.

First, the term "recidivist" is used to operationally describe those women who suffered an arrest or further incarceration following their release from the confinement which brought them to the Villa during the study period. It does not necessarily mean a conviction was obtained, but was used as an indicator of further criminal activity or involvement. We specifically chose not to extrapolate the potential level of criminal activity by assuming that, since only a proportion of reported crimes leads to arrest, a given level of arrests indicates a larger proportion of crimes committed by those arrested. Arrest level was used as the indicator because it was available for local women and because it is an objective factor.

Arrest was used as the definition of recidivism also because judicial processing time is quite long (several months, frequently, between arrest and conviction). Further discussion will be held on this point in later sections of this report.

Second, a one-year follow-up period was selected for describing subsequent arrest data; this one-year period commenced on the day a resident left the Villa, so that a resident might have gone back to County Jail following reclassification from the Villa, and would have been followed for one year from that date. One year is considered the minimum, rather than the optimum, follow-up period, and it should be noted that the "recidivism rate" would have increased by lengthening the follow-up time.

Third, and finally, there are many aspects of the Villa program which program staff and residents feel to be important or even crucial to the effect of the program. Some of these have not been explored in this report, primarily due to lack of information in a reliable or consistent form. This is a limitation inherent in a summative (backward looking) design, and one which, unfortunately, leaves much to speculation. The resident files maintained by the program fully document the security and safety and control aspects of the facility, including tests for drug usage, documentation of work furlough activities, and medical situations. Attendance and participation in activities such as group counseling,

crafts, and in-house education or job-preparation courses was not documented consistently and has, therefore, not been reviewed in this report. This programmatic information would have been a valuable adjunct to the evaluation had it been available; the lack of such documentation has been brought to the Director's attention, and the Evaluation Unit staff have agreed to assist in re-structuring the record-keeping format to include such information in the future.

The first set of tables in this section will generally describe the study population, discriminating two primary groups. Certain available demographic information will be presented first, and will be arranged so that one group will be identified as recidivists, the next as non-recidivists, and the totals of the two groups. Recidivists are simply those former residents who suffered an arrest within the follow-up period; the non-recidivists did not. The totals combine the two groups.

It will be apparent from the outset that 48 women comprise the recidivist group, with 82 having no arrests within the time period. The recidivism rate for this set of Villa former residents was, therefore, 36.9% using our definition, for one year post-program. Four women are known to have been committed to a State correctional institution during the time period, or 3.1%; one of these women did not suffer a new arrest or conviction.

Table 1 describes the population by age; it will be seen that the age range is quite diverse, with the recidivists generally being younger on the average. The modal age for both groups was 24, but the mean age for the recidivist group (with a narrower range) is lower.

TABLE 1
AGE

Age	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
18-20	8	16.7	17	20.7	25	19.2
21-25	20	41.7	27	32.9	47	36.2
26-30	9	18.8	16	19.5	25	19.2
31-35	5	10.4	8	9.8	13	10
36-40	3	6.3	4	4.9	7	5.4
41-45	2	4.2	3	3.7	5	3.8
46-50	1	2.1	4	4.9	5	3.8
Over 51			3	3.7	3	2.3
Total	48	100%	82	100%	130	100%

Summary

	Recidivists	Non-Recidivists	Total Pop.
Range:	18 to 47	18 to 62	18 to 62
Mean:	26.6	28.04	27.5
Median:	24-25	24-25	24-25
Mode:	24	24	24

NOTE: Percentage figures on all tables are rounded to 100%

Table 2 displays the population by ethnic background; whereas only 28% of the total population was Black, 50% of the recidivist group was Black. Sixty-four and nine-tenths percent of the Black residents recidivated within one year following release, as compared to 25.6% of the Caucasians and 21.4% of the Mexican-Americans. This dis-proportionate result was found to be statistically significant at beyond the .01 probability level, using a Chi-Square test.

TABLE 2
ETHNIC

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Caucasian	20	42	58	70.7	78	60
Black	24	50	13	15.9	37	28
Mexican	3	6	11	13.4	14	11
Amer. Indian	1	2			1	1
Total	48	100%	82	100%	130	100%

Table 3 shows the marital status of the residents in both groups and combined. No significant differences appeared to exist between the groups on this variable, nor on the number of marriages residents had prior to Villa entry, as shown in Table 4.

TABLE 3
MARITAL STATUS

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Single	12	25	33	40.2	45	35
Married	9	19	19	23.2	28	22
Separated	11	23	7	8.5	18	14
Divorced	15	31	20	24.4	35	27
Widowed			3	3.7	3	2
Unknown	1	2			1	.8
Total	48	100%	82	100%	130	100%

TABLE 4
NUMBER OF MARRIAGES

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
0	14	30	34	41.5	48	37
1	25	52	29	35.4	54	42
2	5	10	13	15.8	18	14
3	1	2	6	7.3	7	5
4	1	2			1	.8
Unknown	2	4			2	1.6
Total	48	100%	82	100%	130	100%

Tables 5A, 5B, and 6 present the data with regard to the number of women residents who have children, the numbers per residents, and the ages of the children in certain ranges. The 96 women who were known to have children (73.8% of the total population) had a total of 240 children. Twenty-three women, or 17.7% of the Villa population, had children under two years of age who were cared for by others during the mother's incarceration. One hundred and twenty-six of the residents' children were under age nine.

TABLE 5A
RESIDENTS BY NUMBER WHO HAVE CHILDREN

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Children	40	83	56	68	96	74
No Children	6	13	23	28	29	22
Unknown	2	4	3	4	5	4
Total	48	100%	82	100%	130	100%

TABLE 5B
MOTHERS BY NUMBER OF CHILDREN

Number	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
1	13	33	14	25	27	28
2	11	28	20	36	31	32
3	8	20	8	14	16	17
4	1	3	11	20	12	13
5	5	13	2	4	7	7
6	1	3	1	2	2	2
7						
8	1	3			1	1
Total	40	100%	56	100%	96	100%

TABLE 6
MOTHERS AND CHILDREN BY CHILDREN'S AGES

Age Category	Recidivist		Non-Recidivist		Total		Total %	
	#Women	#Child	#Women	#Child	#Women	#Child	(1)% Women	(2)% Child
0-2	8	8	15	16	23	24	17.7	10
3-8	27	47	37	55	64	102	49.2	42.5
9-12	12	21	12	15	24	36	18.5	15
13-18	11	19	13	21	24	45	18.5	18.7
18+	4	7	13	26	17	33	13.1	13.8
Total	62	102	90	133	152	240	100%	100%

(1) Percent of women with children in this age category

(2) Percent of children in this age category

Villa residents as a group are characterized by low education levels, with only 45.4% being high school graduates or above (compared to a county-wide figure of 65% according to the 1970 Census). Only 39.6% of the recidivists had graduated from high school, compared to 48.8% of the non-recidivists. Table 7 shows the information on this variable.

TABLE 7
EDUCATION

Years	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
-12	28	58.3	42	51.2	70	53.8
12	13	27.1	32	39	45	34.6
+12	6	12.5	8	9.8	14	10.8
Unknown	1	2.1			1	.8
Total	48	100%	82	100%	130	100%

Summary

	Recidivists	Non-Recidivists	Total Pop.
Range:	4 to 15	5 to 16	4 to 16
Mean:	10.8	11.2	11.1

Although the evaluators believe the data to be less than fully reliable, information on listed occupation appears in Table 8. It was not possible to determine the length of time residents had held any jobs in the occupations by which they described themselves, all but 22 residents listed an occupation. As might be suspected from Table 7, the majority claimed employment in clerical, food service, or unskilled occupations. These occupations accounted for 58% of the total group, or 70.4% of those reported to have occupational skills.

TABLE 8
OCCUPATION

Occupations	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Professional	1	2.1	2	2.4	3	2.3
Skilled Labor	2	4.2	2	2.4	4	3.1
Retail Sales			8	9.8	8	6.2
Medical	3	6.2	5	6.1	8	6.2
Clerical	9	18.7	16	19.5	25	19.2
Food Service	12	25	17	20.7	29	22.3
Unskilled Labor	8	16.7	14	17.1	22	16.9
School	2	4.2	7	8.5	9	6.9
None	3	6.2	8	9.8	11	8.5
Unknown	8	16.7	3	3.7	11	8.5
Total	48	100%	82	100%	130	100%

Table 9 describes the residential areas (by zip code) for the total population; of the County residents, 72% listed addresses within the City of San Diego, although only 56% of the County population lives within the City according to the 1970 Census figures (extrapolated from available data). Only 68.9% of the recidivist population with City or County addresses lived in the City, indicating a slightly higher recidivism risk factor for non-city residents. Displaying the area of residence for both recidivists and non-recidivists shows a greater probability of recidivism for women from the Southeast San Diego area.

TABLE 9
AREA OF RESIDENCE

Area	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Beaches 107, 109	1	2.1	5	6.1	6	4.6
North City 117, 126	2	4.2	4	4.9	6	4.6
East City 104, 105, 115, 116, 119	4	8.3	8	9.8	12	9.2
Center City 101, 103, 108, 111, 112, 120, 123	5	10.4	8	9.8	13	10
Southeast 102, 113, 114	19	39.6	17	20.7	36	27.7
South Bay 010, 011, 032, 050, 073, 154	3	6.3	10	12.2	13	10
East County 017, 020, 021, 040, 041, 045, 071, 077, 001, 034	6	12.5	14	17.1	20	15.4
North County 025, 027, 054, 083, 008	5	10.4	8	9.8	13	10
Out of County	3	6.3	5	6.1	8	6.2
Out of State			3	3.7	3	2.3
Total	48	100%	82	100%	130	100%

Summary

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
S.D. City	31	64.6	41	50	72	55.4
S.D. County (Outside City)	14	29.2	33	40.2	47	36.2
Out of County	3	6.3	8	9.8	11	8.5
Total	48	100%	82	100%	130	100%

The foregoing set of tables indicates that the greatest recidivism probabilities for the study population are among the younger, less-well-educated, poorly-or semi-skilled Black women. (A perhaps-supportable criticism of this hypothesis is that these women are more likely to be highly visible or to reside in areas of high police patrol. Other studies have not been able to clearly discredit the criticism.)

Tables 10, 11, 12, and 13 are related to the Work Furlough component of the Villa, and subsequent employment. Tables 10 and 11 indicate that during the time period of this study, 42% of the Villa population participated in some aspect of the Work Furlough process; only 5.6% left that sub-program prior to leaving the Villa program. Interestingly, recidivists were as likely to participate and remain in the program as non-recidivists.

Table 12 reflects the type of employment discernible for the total Villa population following release; unfortunately, it was not possible to determine the length of employment for most former residents due to the type of evaluation and the lack of data in available records. For 45 women, or 34.6%, the information was unknown; another 23.1% had no employment during the year following release. Table 13 compresses the information on Table 12 and adds the dimension of Work Furlough participation, with interesting results. The Work Furlough participants had a 55.6% known employment rate, compared to 32.9% for the non-Work Furlough group. If we examine only the population for which employment following the Villa is known, which is defensible since the proportion of "unknown" residents in the table is quite similar, we find that 83.3% of the Work Furlough participants were employed, compared to 64.7% of the non-Work Furlough participants.

TABLE 10
WORK FURLOUGH PARTICIPATION

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Yes	19	40	35	42.7	54	42
No	29	60	47	57.3	76	58
Total	48	100%	82	100%	130	100%

TABLE 11
WORK FURLOUGH AT TIME OF RELEASE

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Yes	18	38	33	40.2	51	39
No	30	62	49	59.8	79	61
Total	48	100%	82	100%	130	100%

TABLE 12
POST RELEASE EMPLOYMENT TYPE

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Professional	1	2.1	2	2	3	2.3
Skilled Labor	1	2.1	4	5	5	3.8
Retail Sales			3	4	3	2.3
Medical	1	2.1	2	2	3	2.3
Clerical	5	10.4	6	7	11	8.5
Food Service	5	10.4	6	7	11	8.5
Unskilled Labor	4	8.3	7	9	11	8.5
School	1	2.1	7	9	8	6.2
None	10	20.8	20	24	30	23.1
Unknown	20	41.7	25	30	45	34.6
Total	48	100%	82	100%	130	100%

TABLE 13
POST EMPLOYMENT BY WORK FURLOUGH STATUS

	Work Furlough		Non-Work Furlough		Total	
	N	%	N	%	N	%
Employed	30	55.6	25	32.9	55	42.3
Unemployed	6	11.1	24	31.6	30	23.1
Unknown	18	33.3	27	35.5	45	34.6
Total	54	100%	76	100%	130	100%
% of Total Pop.	41.5%		58.5%		100%	

Table 14 shows the offenses (in categories) for which the 130 women were committed to custody, resulting in their going to the Villa. By way of explanation, "Human" offenses are crimes against a person, such as Robbery, Assault, or Battery. Property offenses include Theft, Burglary, and check or credit card offenses. Drug and Alcohol offenses are self-explanatory for the most part, but include Drunk Driving, considered by the Evaluation Unit as more serious than Traffic offenses. The "Other" category includes prostitution, escape, disorderly conduct, failure to identify, etc.

Property and Human Offenses, with Drug charges, clearly made up the bulk of the commitment offenses for the total population, but some distinctions can be drawn between the recidivists and the non-recidivists. Drug offenders were less likely to become recidivists than those committed for alcohol offenses, and were more likely to have been committed for more than one offense.

TABLE 14
COMMITTING OFFENSE

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Human	7	14.6	13	15.9	20	15.4
Property	25	52.1	37	45.1	62	47.7
Drug	8	16.7	25	30.5	33	25.4
Alcohol	5	10.4	2	2.4	7	5.4
Traffic			3	3.7	3	2.3
Other	3	6.3	2	2.4	5	3.8
Total	48	100%	82	100%	130	100%

The Recidivist group has a total of six secondary committing offenses. They were:

- 2 - Property
- 2 - Human
- 2 - Alcohol

Tables 15A and 15B indicate the frequency with which the study population had been previously in the Adult Institution system or were at the Villa as a sentenced offender or on a probation commitment, respectively. Fourteen and six-tenths percent of the population had been in the Adult Institution system before, and this group of repeaters from the system was 63.2% more likely to recidivate. Seventy percent of the population was in the Villa while on probation, but only 29.7% of this group recidivated during the follow-up period, compared to 53.8% of the sentenced women.

TABLE 15A
POPULATION BY PROBATION OR SENTENCED STATUS

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Probation	27	56	64	78	91	70
Sentenced	21	44	18	22	39	30
Total	48	100%	82	100%	130	100%

TABLE 15B
VILLA DEL SOL RECIDIVISTS

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Yes	12	25	7	9	19	15
No	36	75	75	91	111	85
Total	48	100%	82	100%	130	100%

Table 16 indicates the length of the commitments for which women were sent to the Villa; the mean of the recidivist group was slightly larger than the non-recidivists; seven of the 18 one-year sentences were for women who recidivated, approximately the proportion of the population of the recidivists. Combining this information with the data in Table 17, it can be seen that whereas the mean length of sentence for the recidivists was only 7.9 days longer than the non-recidivists, the mean of total confinement for the recidivists was 15 days longer.

TABLE 16
LENGTH OF SENTENCE

Days Sentenced	Number	Percent
0- 30		
31- 60	12	9.2
61- 90	33	25.4
91-120	20	15.4
121-150	3	2.3
151-180	38	29.2
181-210	1	.8
211-240		
241-270	5	3.8
271-300		
301-330		
331-360	18	13.8
Total	<u>130</u>	<u>100%</u>

Summary

	Recidivists	Non-Recidivists	Total Pop.
Range:	60 to 360	45 to 360	45 to 360
Mean:	168	161.9	164.1

TABLE 17
TOTAL CUSTODY/TOTAL VILLA TIME
In Months and Tenths

	Recidivists	Non-Recidivists	Total Pop.
Number	48	82	130
Range of Villa Time	.1 to 8.2	.1 to 8.1	.1 to 8.2
Range of Total Confinement Time	1.0 to 12.5	1.1 to 8.8	1.0 to 12.5
Mean of Villa Time	2.6	2.6	2.6
Mean of Total Confinement Time	4.3	3.8	3.9

Some explanation is necessary for the categories in Table 18, Type of Release. Administrative releases are those occasioned by a woman having her sentence reduced at the request of the facility staff to permit additional program entries, whereas a disciplinary removal was the result of severe rule violations or offensive behavior committed at the Villa. Modification indicates that a court reduced the previously imposed sentence length; Sheriff's parole is a status in which a prisoner under court commitment is released from confinement conditional on good behavior, a very infrequent occurrence. AWOL is self explanatory, as is Expiration of Sentence.

As can be seen from Table 18, 60% of the Villa residents completed their confinement at the Villa through expiration of sentence, compared to 16% who either left the program illegally (4.6%) or were removed for disciplinary reasons (11.5%).

TABLE 18
TYPE OF RELEASE

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Administrative	2	4.2	6	7.3	8	6
Expiration of Sentence	28	58.3	50	61.0	78	60
Modification of Sentence	8	16.7	14	17.1	22	17
AWOL	4	8.3	2	2.4	6	4.6
Disciplinary	6	12.5	9	11.0	15	11.5
Sheriff's Parole			1	1.2	1	1
Total	48	100%	82	100%	130	100%

Tables 19A and 19B indicate the period of time which elapsed from each resident's first adult arrest and the time they entered the Villa program on this commitment. Table 19A converts the period to one-year blocks. It will be seen that 15.4% of the residents had adult records in excess of ten years in length; 27.7% had records less than one year, reflecting the general youth of the population. Fifty-six and nine-tenths percent had records between one and ten years prior to Villa entry; 62.4% of the recidivists had prior adult records in that period.

Although the range and upper limit for the non-recidivist group is higher than the recidivists, the recidivists have an overall mean of prior record time higher than the non-recidivists by over ten months.

TABLE 19A
MONTHS FROM FIRST ADULT ARREST TO VDS ENTRY
In One-Year Blocks

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
0-1	9	18.8	27	32.9	36	27.7
2	4	8.3	6	7.3	10	7.7
3	5	10.4	7	8.5	12	9.2
4	5	10.4	7	8.5	12	9.2
5	2	4.2	4	4.9	6	4.6
6	3	6.3	10	12.2	13	10
7	7	14.6	6	7.3	13	10
8	1	2.1	1	1.2	2	1.5
9	3	6.3	2	2.4	5	3.8
10			1	1.2	1	.8
10+	9	18.8	11	13.4	20	15.4
Total	48	100%	82	100%	130	100%

TABLE 19B
MONTHS SINCE FIRST ADULT ARREST TO VDS ENTRY

	Recidivists	Non-Recidivists	Total Pop.
	N = 48	N = 82	N = 130
Range:	3.8 to 192.8	1.4 to 307.9	1.4 to 307.9
Mean:	65.5	55.2	59.0

Tables 20, 21, 22, and 23 refer to the prior criminal records of the Villa population. In three of these tables, the prior record of one resident has been excluded because the large numbers for her history skewed the data to an inordinate degree. That woman had 45 prior alcohol arrests, which significantly raises the means of the total and recidivist populations. She was not excluded from Table 21, where number of offenses was not at issue. This same woman was excluded from the statistical treatment of post-program arrests, Table 26A.

Keeping this exclusion in mind, Table 20 indicates that the recidivists had higher mean prior arrests, and that Drug and Alcohol offenses were considerably more prevalent among the priors; the reader should remember that property offenses were the most representative commitment offenses. (See Table 14.) The number of offenders who had offenses in each category is found in Table 21, where the frequency of property offenses re-establishes its lead, but only a few over Drug/Alcohol offenses.

Table 22 displays the number of total prior offenses committed by the Villa residents of this study. Although the 47 recidivists were only 36.4% of the population, they account for 43.6% of the total prior offenses. As an adjunctive piece of information,

only three (6%) of the recidivists were first offenders at the time of their Villa incarceration, whereas that was the case for 17 (21%) of the non-recidivists.

The relationship between prior record and recidivism is seen clearly in Table 23, in which it is found that the offense rate for the recidivists one year prior to Villa entry is 2.23 offenses, compared to 1.62 for non-recidivists.

TABLE 20
PRIOR RECORD
*TOTAL OFFENSES PRIOR TO PROGRAM ENTRY

Offense Category	Recidivists(N=47)		Non-Recidivists(N=82)		Total(N=129)	
	Range	Mean	Range	Mean	Range	Mean
Person	0-4	1.0	0-4	.33	0-4	.6
Property	0-8	2.0	0-6	1.51	0-8	1.7
Drug/Alc	0-14	2.4	0-20	2.3	0-20	2.3
Traffic	0-3	.4	0-5	.41	0-5	.4
Other	0-6	1.4	0-7	.67	0-7	.9
Total	0-35	7.2	0-42	5.26	0-44	5.9

*Deletes one resident; see narrative

TABLE 21
NUMBER OF OFFENDERS PER CATEGORY

Offense Category	Recidivists(N=48)		Non-Recidivists(N=82)		Total(N=130)	
	Number	%	Number	%	Number	%
Person	22	46	22	27	44	34
Property	34	71	55	67	89	68
Drug/Alc	31	65	52	63	83	64
Traffic	9	19	16	20	25	19
Other	30	63	30	37	60	46

TABLE 22
*TOTAL OFFENSES ONE YEAR PRIOR TO PROGRAM ENTRY

Total Offenses	Recidivists	Non-Recidivists	Total Pop.
Range:	0 to 7	0 to 6	0 to 7
Mean:	2.23	1.62	1.84

*Deletes one resident; see narrative

TABLE 23
*NUMBER OF PRIOR OFFENSES PER CATEGORY

Offense Category	Recidivists	Non-Recidivists	Total Pop.
	(N=47)	(N=82)	(N=129)
Person	46	27	73
Property	96	124	220
Drug/Alc	111	189	300
Traffic	17	34	51
Other	65	55	120
Total	333	431	764
Percent	43.6%	56.4%	100%

*Deletes one resident; see narrative

63% of the study population were serving their first penal commitment exceeding thirty days; only 31.7% of the first commitment group became recidivists, whereas 45.8% of those with prior commitments recidivated, as seen in Table 24. Certain proportions of the population were also found to have been in previous incarceration in the California Youth Authority (Table 25B), the Department of Corrections (Table 25C), or to have had a prior juvenile record (Table 25A). Those who had a prior juvenile record or had been in a Youth Authority facility were more likely to recidivate, with the C.Y.A. commitment being a much more predictive factor.

TABLE 24
PRIOR COMMITMENTS

Number	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
0	26	54	56	68.3	82	63.1
1	15	32	19	23.2	34	26.2
2	4	8	3	3.7	7	5.4
3	1	2	2	2.4	3	2.3
4	1	2	1	1.2	2	1.5
5	1	2	1	1.2	2	1.5
Total	48	100%	82	100%	130	100%

Summary

Prior Commitments

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Yes	22	45.8	26	31.7	48	36.9
No	26	54.2	56	68.3	82	63.1
Total	48	100%	82	100%	130	100%

TABLE 25A
PRIOR JUVENILE RECORD

Juvenile Record	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Yes	21	44	17	20.7	38	29
No	21	44	46	56.1	67	52
Unknown	6	12	19	23.2	25	19
Totals	48	100%	82	100%	130	100%

TABLE 25B
PRIOR CYA COMMITMENT

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Yes	6	12.5	1	1.2	7	5.4
No	42	87.5	81	98.8	123	94.6
Totals	48	100%	82	100%	130	100%

TABLE 25C
PRIOR CDC COMMITMENT

	Recidivists		Non-Recidivists		Total Pop.	
	N	%	N	%	N	%
Yes	2	4.2	3	3.7	5	3.8
Yes (Diagnostic)	2	4.2	3	3.7	5	3.8
No	44	91.6	76	92.6	120	92.4
Totals	48	100%	82	100%	130	100%

Table 26A again deletes information on one resident who recidivated, the same one excluded from previous tables on prior record. That woman (who had a total of 52 prior arrests, 45 for Alcohol offenses and six Others) also had a phenomenal recidivism rate (22 Drug/Alcohol arrests within one year following the Villa program). This high volume would have skewed the general statistics remarkably, so that she was deleted from the table.

This table categorizes, by number and type, the offenses for which the recidivists were arrested. Property and Drug/Alcohol offenses are, again, the most frequent offenses. In general, these 47 women were arrested for 90 offenses (1.9 per recidivist) within one year following the program. (If the previously deleted woman was included in the table, the Total column total would read 48 women and 112 offenses, or a rate of 2.33; this would distort the general trend of the figures.)

Table 26B indicates the number of women who were known to have been committed to State correctional institutions within the follow-up

period, and includes one woman sent to prison after a violational hearing without having been arrested for a new offense.

TABLE 26A
POST ARRESTS FOR RECIDIVISTS
BY OFFENSE CATEGORIES*

# of Post Arrests	Person		Property		D/A		Traf.		Other		Total	
	N	#Of-fenses	N	#Of-fenses	N	#Of-fenses	N	#Of-fenses	N	#Of-fenses	N	#Of-fense.
1	4	4	19	19	16	16	4	4	11	11	24	24
2	1	2	4	8	3	6	2	4	2	4	10	20
3					2	6			2	6	9	27
4											2	8
5											1	5
6											1	6
Total	5	6	23	27	21	28	6	8	15	21	47	90

*Deletes one resident; see narrative

TABLE 26B
STATE COMMITMENTS

	Recidivists	Non-Recidivists
To: CIW	2	1
CRC	1	0

The foregoing set of information indicates that recidivism is associated with certain known factors, including a high prior adult record, high length of involvement in the Criminal Justice System, high Drug/Alcohol arrest rates, and depth of penetration into the system. More favorable outcomes can be predicted for those with no prior adult record, no previous commitments, and no prior juvenile record.

One of the factors used to evaluate a correctional program is the ability of the program to retain clients; this is especially critical for a minimum security detention facility. The following information separates and reports the data on those women (21) who left the program from other-than-satisfactory means. Ten of those women were among the recidivist group and 11 were non-recidivists. These 21 (16.2%) are identified in the following tables as "Program Failures."

Again, excluding the offenses of one woman with high alcohol offenses, it was determined that the ten recidivist women who failed to complete the program (20.8% of the recidivists) were responsible for 28.9% of the post arrests. Tables 27A and 27B distinguish the basic data for the program failures and successes, with "successes" defined as those who left the program by legal and satisfactory methods.

The evaluators have some reservations about employing a quid pro quo comparison of offense rates before and after Villa participation. However, the rate comparison is suggestive of a highly effective program.

It has already been reported that the recidivism rate (as defined) is 36.9% within one year following the Villa exit. That rate, unfortunately, cannot be compared to similar rates for a control or comparison population. However, the level of offensive behavior one year prior to Villa entry and one year following Villa exit uses the group as its own comparison. The hesitance of the evaluators is based on the fact that many of the arrests which lead to Villa inclusion occurred over one year prior to entering the Villa, and the women could be presumed to have been on their "good behavior" prior to appearing in Court. It is felt that this factor is offset by the fact that many Villa "graduates" left the program on probation, and were also presumably on good behavior.

Comparing the Villa study group to itself, pre- and post-program, indicates that the total group had an arrest rate of 1.84 offenses in the year prior to entering the Villa; this rate for the total group dropped to .86 offenses one year afterward. This is a reduction of almost a full offense per resident during equal time periods, and suggests a strong impact on the residents' subsequent behavior.

TABLE 27A
PROGRAM FAILURES

	Recidivists	Non-Recidivists	Total Pop.
AWOL	4	2	6
Disciplinary Removal	6	9	15
Total	10	11	21

TABLE 27B
POST ARRESTS FOR PROGRAM FAILURES

#Post Arrests	Person	Property	D/A	Traf.	Other	Total
1	2	2	3	0	3	10
2	1	3	0	0	1	10
3	0	0	1	0	1	6
Total	3	5	4	0	5	26

Table 28A compares the failures and successes by age group; for further comparative purposes, Table 28B shows the same age groups for recidivists and non-recidivists. For analytical reasons, similar to the previous case, one program failure who was 62 years old (and a non-recidivist) was excluded (Table 28C) from the failure group to derive a mean age of the failure group; this group mean then drops from 25 to 23.1 years. This is, then, a primarily younger group than the Villa average, and contributed a disproportionate amount to the recidivism rate and volume.

TABLE 28B
COMPARISON OF RECIDIVISTS AND NON-RECIDIVISTS
BY AGE GROUP

Ages	Recidivists		Non-Recidivists		Total	
	N	%	N	%	N	%
18-20	8	32	17	68	25	100
21-25	20	43	27	57	47	100
26-30	9	36	16	64	25	100
31-35	5	38	8	62	13	100
36-40	3	43	4	57	7	100
41-45	2	40	3	60	5	100
46-50	1	20	4	80	5	100
50+			3	100	3	100
Total	48		82		130	

TABLE 28A
COMPARISON OF PROGRAM SUCCESSES AND
FAILURES BY AGE GROUP

	Failures		Successes		Total Pon.	
	N	%	N	%	N	%
18-20	7	28	18	72	25	100
21-25	8	17	39	82	47	100
26-30	3	12	22	88	25	100
31-35	2	15	11	85	13	100
36-40			7	100	7	100
41-45			5	100	5	100
46-50			5	100	5	100
50+	1	33	2	67	3	100
Total	21	16%	109	84%	130	100%

TABLE 28C
AGE BREAKDOWN OF FAILURE GROUP

Range: 18 to 62
Mean: 25
*Mean: 23.1

*Excluding the 62 year old

Ethnic breakdowns for this group are shown in Table 29, marital status in Table 30, and prior record in Table 31. No striking features were found in the ethnic and marital tables, except that the program failures tend to be un-attached at the time of entry to the Villa. Table 31, on the other hand, indicates that the women with offenses in each category (several are represented in more than one category) are over-represented in the overall statistics. The figures at the bottom of the table indicate that the ten women who were recidivist failures were counted 58 times as having priors in the listed categories; they contributed 46% of the total prior count, though they comprised only 20.8% of the recidivists.

TABLE 29
PROGRAM FAILURES BY ETHNIC CATEGORY

Ethnic	Recidivists	Non-Recidivists	Total	Percent
Caucasian	3	6	9	42.9
Black	6	3	9	42.9
Mexican+Amer.	1	2	3	14.2
Total	10	11	21	100%

TABLE 30
PROGRAM FAILURES BY MARITAL STATUS

Status	Recidivists	Non-Recidivists	Total Pop.
Single	3	7	10
Married	2	1	3
Separated	1	0	1
Divorced	3	3	6
Unknown	1	0	1
Total	10	11	21

TABLE 31
PROGRAM FAILURES BY PRIOR RECORD
(NUMBERS ARE WOMEN WITH OFFENSES)

	Recidivist Failures Priors	Total Recidivists Priors	Non-Recidivists Failures Priors	Total Non-Rec. Priors	Total Failures Priors	Total Non-Fail. Priors	Percent of Total Population
Person	13	22	6	22	19	44	43.2
Property	18	34	15	55	33	89	37.1
Drug/Alc.	10	31	19	52	29	83	34.9
Traffic	1	9	1	16	2	25	.8
Other	16	30	11	30	27	60	45.0
Total	58	126	52	175	110	301	

34

Percent of
Offenses

46%

29.7%

36.5%

Table 32 indicates that the sentence length imposed on these women was slightly less for the recidivist failures as compared to the total recidivists, whereas the non-recidivist failures had longer sentences than the general non-recidivists. Program failures as a group had longer sentences which brought them to the Villa.

TABLE 32
PROGRAM FAILURES BY SENTENCE LENGTH
(In Days)

	<u>Failure Recidivists</u> Total Recidivists	<u>Failure Non-Recid.</u> Total Non-Recid.	<u>Total Program Fail.</u> Total Population
Number:	10/48	11/82	21/130
Range:	90 to 360/60 to 360	90 to 360/45 to 360	90 to 360/45 to 360
Mean:	166.9/168	196.36/161.9	182.33/164.1

The non-recidivist group actually spent more time in confinement on the commitment offense than the recidivist group, both in time at the Villa and in total confinement time, as may be seen in Table 33.

TABLE 33
PROGRAM FAILURES' TOTAL CUSTODY/TOTAL VILLA TIME
(In Months and Tenths)

	Recidivists	Non-Recidivists	Total Pop.
Number	10	11	21
Range of Villa Time	.1 to 2.3	.1 to 6.4	.1 to 6.4
Range of Total Confine.	1.0 to 6.8	1.5 to 8.9	1.0 to 8.9
Mean of Villa Time	.83	1.5	1.18
Mean of Total Confine.	3.97	4.25	4.12

It is important to note that only two women in Work Furlough status were program failures, or 3.7%; 25% of the non-Work Furlough participants became program failures. Table 34 presents a Chi-Square analysis table, indicating that the degree of relationship is significant beyond the .01 level of probability.

TABLE 34
PROGRAM FAILURES BY WORK FURLOUGH STATUS

	Work Furlough	Non-Work Furlough	Total
Program Failures	2 8.72	19 12.28	21
Program Successes	52 45.28	57 63.72	109
Totals	54	76	130

Resident Attitudes Toward Program

In order to obtain an indication of how residents perceive the Villa staff and program, resident questionnaires routinely collected within the program were utilized. Staff have administered release questionnaires for approximately one and a half years to most residents experiencing regular release from the program. Respondents do not include all residents who have been modified (released early) and they include no residents who have been reclassified or escaped from the facility.

For purposes of analysis, we selected two questions addressing staff performance and the meaningfulness of various program elements. Responses were tallied from all available questionnaires collected through July of this year.

A total of 91 resident evaluations rated staff performance in eight areas deemed important in the program. Table 35 presents the degree to which staff are viewed as doing "well" or "very well" in each area.

Since there is no formal after-care program at the Villa, it is not surprising that staff are viewed most negatively in the area of post-release helpfulness to residents. Apart from this area, staff are viewed in a consistently favorable way receiving at least 75% positive responses on other aspects of their performance. Staff are rated most highly in the areas of involvement and counseling with residents and in communication among staff. A somewhat lower percentage express confidence in staff's honesty with their clients.

TABLE 37
RESIDENT ATTITUDES TOWARD
STAFF PERFORMANCE

	Number of Responses	Number of Positive Responses	Percent Positive Response
A. Involvement with residents	91	77	85
B. Communication among staff	89	75	84
C. Dealing with facility problems	90	74	82
D. Honesty with residents	91	68	75
E. Counseling with residents	90	75	83
37 F. Involving residents in program	87	70	80
G. Involving residents in policy making/changes	89	73	82
H. Post release help to residents with problems	82	59	72

Residents are also asked to rate various Villa programs in terms of their meaningfulness or value to the resident. (Table 36). Due to a questionnaire revision, this tabulation includes fewer resident responses than the preceding.

Results indicate that individual counseling and the Arts and Crafts program received the highest resident ratings, followed closely by Meals, Visiting, and outside activities which show an expected high popularity. Individual counseling and crafts are positively viewed by close to 90% of the respondents with individual counseling faring considerably better than group counseling. Generally lower ratings are seen regarding educational (GED) and vocational elements of the program including work furlough. It should be noted, however, that negative ratings may indicate a wide variety of responses. There is no way to differentiate between those women who disliked the activity and those who had no need for it or who did not participate. Certainly as an example, potential GED program attendance is affected by the sizeable percentage of women having already completed high school. To a lesser extent, it is suspected that other program ratings are also affected by similar factors.

TABLE 36
RESIDENT RESPONSE TO PROGRAM COMPONENTS

	Number of Responses	Number of Positive Responses	Percent Positive Responses
A. Arts and Crafts	52	45	87
B. Work Furlough	45	26	58
C. Pre-employment Group	45	28	62
D. Visiting	51	44	86
E. Individual Counseling	47	42	89
F. Groups	44	32	73
G. Meals	51	44	86
H. Staff Orientation	48	35	73
I. Kitchen Programs	49	31	63
J. Outside Activities	47	39	83
K. Church Activities	45	25	56
L. Beach/Park Crew	48	30	63
M. Advisory Council	48	35	73
N. Vocational Counseling	43	24	56
O. GED	35	17	49

Other Jurisdictional Comparisons

Comparative program information was sought in a review of literature and in a statewide search for data regarding the female offender. As a result of this search, a good deal of information was obtained regarding programs, or the lack of them, for sentenced women offenders in California. Unfortunately, what was obtained is of very limited value to our study in terms of comparison. Recidivism rates, in the rare instances that they are cited, are based on different populations, different time periods, or different measures of recidivism. As an example, Napa County reports a 15% recidivism rate (defined as a new conviction within 12 months) among 252 women booked into their County Jail in 1974.

Some programmatic comparisons are possible, however, not involving post-release follow-up. Over 26 months of operation, a Northern California minimum security program reports a 77% completion rate among program participants with removal and AWOL rates of 17% and 6%, respectively. These statistics may reflect some differences in program expectations, but Villa del Sol's rates during the study year of 83.9% program completion, 11.5% removal and 4.6% AWOL appear to compare favorably. This appears even more significant in considering that the Northern California program employs considerably more stringent screening criteria than does Villa del Sol.

It does not appear that comparison data from other areas can be literally applied, since population characteristics, screening criteria, alternative sentencing options, and recidivism definitions are not precisely in accord with the same variables as used in this program and evaluation.

VII. CONCLUSIONS AND RECOMMENDATIONS

Villa del Sol is a minimum security custodial program employing a wide variety of programmatic components to deal with a diverse resident population. The program enjoys broad community support and is considered a desirable and functional alternative to County Jail incarceration at a time when the latter facility is more and more routinely over-crowded. The staff have a history of employing innovative activities and generating external resources to facilitate the home-like and humane atmosphere of the facility.

This evaluation is not, however, an evaluation of staff, but an analysis of program functioning.

The Villa program has as its first Objective to provide an alternative to County Jail incarceration for locally-sentenced female offenders. (It is, of course, only one alternative available for correctional programming for this population.) The information contained in this evaluation report supports the conclusion that the Villa has successfully maintained a large number of sentenced women within its minimum security structure. The high rate (85%) of Villa clients satisfactorily completing the program suggests that a large proportion of sentenced women in the County are minimum-security suitable, and have been accepted by the Villa.

The remaining 15% of these clients, however, in addition to those sentenced women rejected by the Villa, comprise a separate population. With an increasing local-sentence female population, a need is perceived for an intermediate level of confinement, probably of medium-security type. If such an alternative can be established on a cost-effective basis, the Villa screening process should be re-structured to accept those women more likely to remain in the program (e.g. the Work Furlough eligible) and those most likely to benefit from the program. Without increasing its present capacity, the Villa could probably accept all of the appropriate women in County Jail now waiting for an available bed.

The second Objective is to facilitate community re-entry by providing a Work Furlough program. This objective has been met for a significant portion of the resident population. It has been demonstrated that Work Furlough participation is highly associated with satisfactory program completion, although this is not considered a causative factor; screening for this sub-component is highly selective, and apparently effective. Work Furlough inclusion does not, however, demonstrably reduce the probability of further offensive behavior over the short run.

Objective three, to provide a treatment program which will enhance residents' feelings of self-worth and responsibility, was not included in the purview of this evaluation. No testing instrument

was used by the program to assess the program's effect in this area, and data was, therefore, not available to the evaluators.

In terms of recidivism (as defined by the evaluators), the Villa has a 36.9% recidivism rate, with a concomitant reduction in offensive behavior as indicated by the marked decrease in the per-person degree of subsequent arrests.

As a result of the foregoing conclusions, observations of program functions, and analysis of administrative documents, the following recommendations are respectfully submitted.

1. To re-design the client casefile to reflect program activity levels and facilitate documentation and analysis of sub-program participation.
2. To legitimize the Villa budget by including necessary staff positions without "boot-legging" staff from other facilities to provide security, supervision, and clerical support.
3. To add adequate clerical support to the facility for all appropriate clerical functions.
4. To integrate the Villa experience into the total correctional process for women on probation by re-structuring the caseload assignment practices of the Department.

There is a decided lack of continuity in program once women leave the Villa, even for those on Probation. (The evaluators have not determined a legal and efficient means of providing follow-up services to non-probationers.) Except for some pre-release referral counseling provided by the Confinement Unit officers or similar opportune counseling by Villa staff, there are no transitional services provided to these sentenced women. The probationers are frequently (almost invariably) transferred to a new Probation Officer for supervision at the point of Villa release. The possible benefits of the Villa program experience cannot be utilized by the receiving officer at this point, because program participation information is unknown.

There are several alternative solutions for removing this program deficiency. Women due for release within 30 days could be transferred for pre-release planning and follow-up to one or two officers, who maintain a Villa graduate caseload as a specialty, either as their entire caseload or as a portion of it. (This is more feasible for yardstick reasons within Subsidy.) Since experience and the professional literature suggest that the period of 90 days following release is a critical range in predicting continued offensive behavior, it would be reasonable to plan for transfer to a standard caseload within six months following Villa exit.

Another alternative would be to have one Probation officer, on a special caseload assignment, carry a caseload of all probationers

in the Villa from the point of entry and to a time of four to six months following exit. Yet another alternative, perhaps more justifiable in terms of efficiency, is to have the Villa caseload Officer also responsible for other Adult Field Services functions of a less-demanding type.

All of the foregoing alternatives are made on the basis that the Villa caseload officer(s) would be administratively assigned to a Field Services unit, and located outside the facility.

5. To re-structure the Villa program in such a way that it becomes directional and focused.

The diversity of residents has tended to create a program which was developed serendipitously, striving to match the varying needs of clients with the skills and interests of staff. The program could probably increase its effectiveness if women were screened for their amenability to the program services offered, instead of operating a set of sub-components which expand and contract according to the apparent needs of the current residents.

Obviously, no program emphasis (e.g. Work Furlough, Crew, G.E.D. preparation) should be selected which does not have a strong correctional impact. Additionally, sub-programs should not be included in the facility's operations merely because of their "time-filling" characteristics. The intent of the sentencing judges and the expenditure of public funds requires that the resources available be expended in ways which will maximize the correctional impact potential of the resident's stay.

END