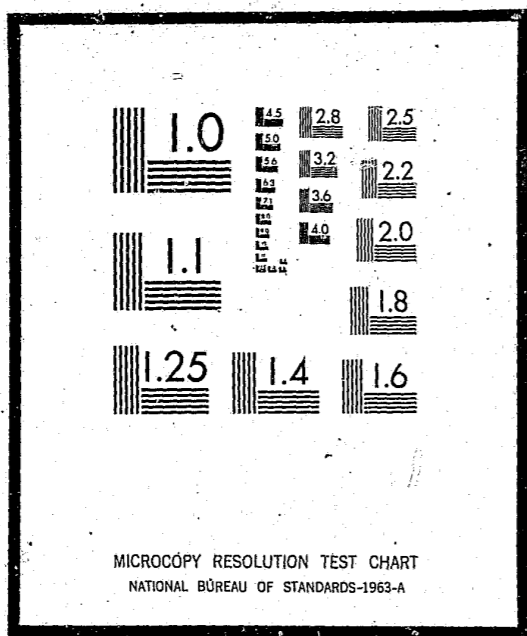


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed 11/5/75

LEAA
FEB 19 1975

MetaMetrics Inc.

eval loan
Evaluation of the Residential Community Center of the Philadelphia-Adult Probation Department

(PH-74-C-F4-5-280)

REFUNDING EVALUATION REPORT

Technical Report 2

MMI 108-74

Submitted to

Adult Probation Department
Philadelphia Court of Common Pleas
Frederick H. Downs, Jr., Chief Probation Officer

and

Philadelphia Regional Planning Council
Pennsylvania Governor's Justice Commission
Yvonne B. Haskins, Regional Director
Hon. Paul M. Chalfin, Judge and Council Chairman

MetaMetrics Inc.
3711 Macomb St., N.W.
Washington, D.C. 20016

February 14, 1975

EVALUATION INITIATED BY: Philadelphia Region, G.J.C.

PROJECT: Residential Community Center CONTINUATION NO.: _____

SUBGRANTEE: Adult Probation Department CURRENT NO.: PH-74-C-74-5-280

EVALUATION CONDUCTED BY: NAME: MetaMetrics Inc.

ADDRESS: 3711 Macomb St, NW, Washington, D.C. 20016

DURATION OF PROJECT: July 1, 1974 TO: July 1, 1975

DURATION OF EVALUATION: October, 1974 TO: June, 1975

DATE OF REFUNDING REPORT: February 14, 1975

TABLE OF CONTENTS

		Page
SECTION 1	EVALUATION SUMMARY	1.1
1.1	Project Activities	1.1
1.2	Project Compliance with EEOC	1.1
1.3	Evaluation Activities	1.1
1.4	Project Results	1.1
1.5	Problems	1.2
1.6	Recommendations	1.2
SECTION 2	PROJECT PROGRESS	2.1
2.1	Project Residents	2.1
2.2	Staffing	2.8
2.3	Facility	2.8
2.4	Program	2.9
2.5	Project Compliance with EEOC	2.9
SECTION 3	EVALUATION ACTIVITIES	3.1
3.1	Procedures	3.1
3.1.1	Interim Evaluation Report	3.2
3.1.2	Refunding Evaluation Report	3.2
3.2	Data Collection	3.2
3.3	Scope and Limitations	3.3
SECTION 4	PROJECT RESULTS	4.1
4.1	Employment	4.1
4.2	Resident Concerns	4.3
4.3	Pretrial Residents Performance	4.3
4.4	Probation Residents Performance	4.4
4.4.1	Design	4.4
4.4.2	Performance Measures	4.4
4.4.3	Overall Performance	4.5
4.4.4	Performance Through Time	4.9
4.4.5	Probationer Characteristics	4.15
4.5	Budget Review	4.18
4.6	Project Comparisons	4.18
4.6.1	Praxis and Veritas	4.18
4.6.2	Genesis II	4.19
4.6.3	Community Service Centers	4.19
4.6.4	Projects Structure	4.19

SECTION 5	FINDINGS AND RECOMMENDATIONS	5.1
5.1	Results	5.1
5.2	Problems	5.2
5.3	Recommendations	5.2

APPENDIX

A.	EVALUATION PLAN
B.	EVALUATION GUIDELINES
C.	INTERIM EVALUATION REPORT

LIST OF TABLES

TABLE		Page
2-1	Sources of Referral, 1973 and 1974	2.2
2-2	Reasons for Referral	2.3
2-3	Charges and Offenses	2.4
2-4	Clients Admitted and In Residence, By Quarter, 1973 and 1974	2.5
2-5	Client Discharges, by Quarter, 1973 and 1974	2.6
2-6	Distribution of Discharge Status, 1973 and 1974	2.7
2-13	Project Minority Representation	2.10
4-1	Permanent Resident Employment Status on Admittance, by Quarter	4.1
4-2	Permanent Resident Employment Status in Program and Departure, by Quarter.	4.2
4-3	Probationer Follow-up Summary	4.5
4-4	Status of Probationers, January 24, 1975	4.6
4-5	Comparison of Probationer Status Between General Caseload and RCC Including Before Admittance Incidents	4.7
4-6	Comparison of Probationer Status Between General Caseload and RCC Excluding Pre-Admittance Incidents	4.8
4-7	Probationers Performance Through Time, RCC	4.10
4-8	Probationers Performance Through Time, General Caseload	4.11
4-9	Summary of Probationers Performance Through Time	4.14
4-10	Characteristics of Probationers	4.15
4-11	Distribution of Probationer Offenses	4.16
4-12	Pennsylvania Parolees Return to Prison. By Offense, 1946-1966	4.17
4-13	Comparison Projects Summary	4.21
FIGURE		
4-1	Estimated Cumulative Percentage of Probationers with Incidents According To Time	4.12

SECTION 1

EVALUATION SUMMARY

The Philadelphia Adult Probation Department Residential Community Center was launched two years ago to serve as an alternative to incarceration for adult males processed through the various components of the criminal justice system. The first clients were admitted in November of 1972 and by January of 1975 a total of 260 permanent and temporary residents had been admitted. Residents are referred to the Center from the Court, Prison, General Probation Supervision, Pretrial Services Division, Court Units, Defender's Office, Community Agencies and individuals (personal).

1.1 PROJECT ACTIVITIES

The Center is housed on the 4th floor of the YMCA at 1013 W. Lehigh Ave. Staffing is essentially complete with a total of 16 positions. Programming consists of provision of a residence and meals; individual counseling; group sessions; use of community resources for medical and recreational purposes; financial guidance and assistance; and employment development.

1.2 PROJECT COMPLIANCE WITH EEOC

The Adult Probation Department, as a component of the Common Pleas and Municipal Courts, is incorporated in the Equal Employment Opportunity program which is on file in the Office of Court Administrator, Personnel, at 710 City Hall. According to staff and service population composition in December, 1974, the Residential Community Center is in compliance with employment guidelines.

1.3 EVALUATION ACTIVITIES

Data collection consisted of review of Center records, interviews with staff and residents, interviews with related programs and a follow-up on Center probationers through Probation Department folders. An Interim Evaluation Report was completed by December 27, 1974. Follow-up analysis and program comparison analysis was conducted for the Refunding Evaluation Report.

1.4 PROJECT RESULTS

The Residential Community Center is accomplishing its stated project objectives. Noteworthy are the cohesion of the residents, employment placement activities, community location and relationships, response to individual requirements of a diverse resident

population, high turnover of clients, flexibility to meet referral agency needs and approach to utilization of community resources. A major distinction of the Residential Community Center, in comparison with other residential projects, is the diversity of clientele. Accordingly, the RCC must be viewed as a project serving the various rehabilitation components of the system rather than strictly an Adult Probation effort.

In the case of clients referred from Probation and Pre-trial Services, performance has been acceptable. Incidents have been reduced as compared to clients not participating in the program. Appearance for trial of conditional releasees to the Center have been at the same level as other conditional releasees.

1.5 PROBLEMS

The Center cost per resident year is high at \$10,400. Other residential projects in Philadelphia are at \$6,000 or lower. The operating cost per resident year of the Philadelphia Prisons is \$6,600. Factors contributing to the Center's high costs are the rent at \$8.88 per square foot, food service and staff to resident ratio.

The YMCA location of the project is substandard with respect to street access, bathroom facilities, general physical condition and size. The Center functions well in spite of its physical facility.

Program data and client interviews indicate that two areas require monitoring and possible program change. Client retention of jobs is low and the value of group sessions has declined according to residents.

1.6 RECOMMENDATIONS

MetaMetrics recommends that the Philadelphia Regional Council of the Governor's Justice Commission continue to support the Residential Community Center. The Adult Probation Department effort should be recognized as an experiment to provide a residential program for male adult offenders and detentioners from several sources within the criminal justice system.

Because of the high rental and potentially damaging environment of the location in the YMCA, another facility should be sought for the Center. In acquiring a new physical facility, the Adult Probation Department should be alert to the possibility of linking other Probation functions to the Center.

The increase in residents admitted on conditional release from Pretrial Services indicates that a Center specializing in this clientele may be desirable. If costs are maintained at a level comparable to Philadelphia Prisons, the benefits in terms

of maintaining client employment and community contacts would justify an expansion of Center capacity. At this juncture, the Probation Department, with its RCC experience, would be the appropriate governmental agency. Contracting for capacity with other non-profit agencies should also be considered.

Continuing evaluation should address the above issues. In addition, evaluation should focus on comparative program costs, refined follow-up of clients, nature of program violations and discharge and effect of length of stay in the Center. Expanded Center activities, changing staff functions and Center relocation should be monitored.

SECTION 2

PROJECT PROGRESS

The Philadelphia Adult Probation Department Residential Community Center was launched two years ago to serve as an alternative to incarceration for adult males processed through the various components of the criminal justice system. The first clients were admitted in November of 1972 and by January of 1975 a total of 260 permanent and temporary residents had been admitted.¹

2.1 PROJECT RESIDENTS

Residents are referred to the Center from the Court, Prison, General Probation Supervision, Pretrial Services Division, Court Units, Defender's Office, Community Agencies and individuals (personal).

Table 2-1 indicates the changing composition of sources of referral. Pretrial Service became the second largest source in 1974 with General Probation Supervision remaining the largest. Addictive Service referrals declined markedly and other sources remained roughly constant.

The diversity of sources for Center residents is the most distinguishing characteristic of the project. Some balance in the sources is maintained with pre-trial clients, for example, kept at 7 to 8 of the 25 resident capacity. While the Center is operated by the Adult Probation Department, approximately half of the residents are clients that are not strictly Probation responsibilities.

¹Includes admittances of some residents for a second or third time.

TABLE 2-1

Summary of Sources of Referral, 1973 and 1974

Source	<u>1973</u>		<u>1974</u>	
	Number	%	Number	%
Court	13	12.6	16	10.9
Prison	13	12.6	16	10.9
Gen. Super.	33	32.0	52	35.4
Pretrial Services	1	1.0	36	24.5
Addictive Servs.	18	17.5	4	2.7
Court Units	15	14.6	10	6.8
Vol. Defenders	2	1.9	5	3.4
Community Agency	8	7.8	4	2.7
Personal	0	0.0	4	2.7
Total	<u>103</u>	<u>100.0</u>	<u>147</u>	<u>100.0</u>

The primary objective of the Center is to provide an alternative to incarceration. Table 2-2 shows the reasons for referral for 1973 and 1974. The Center, as an alternative to incarceration and a transition from incarceration, appears to be increasing its decisions to accept these referrals over the past two years.

TABLE 2-2

Summary of Reasons for Referral

	<u>1973</u>		<u>1974</u>	
	Number	%	Number	%
Requires Residence	46	44.6	72	48.9
Requires support services	21	20.4	5	3.4
Alternative to incarceration	11	10.7	43	29.3
From incarceration	25	24.3	27	18.4
Total	103	100.0	147	100.0

Residents are accepted only if they are currently involved in the criminal justice process, from pre-trial through parole. Upon acquittal or completion of probation or parole, the resident is no longer eligible to reside at the Center.

The summary of offenses of Center residents, Table 2-3, shows a slight shift to lesser crimes (other). The crimes against persons, if robbery is included, constituted approximately the same proportion over the two-year period although homicide and assault declined markedly.

TABLE 2-3

Summary of Charges and Offenses

	<u>1973</u>		<u>1974</u>	
	Number	%	Number	%
Homicide	5	4.9	1	.7
Assault & Battery	14	13.6	12	8.2
Robbery	12	11.7	33	22.5
Burglary	19	18.4	29	19.7
Larceny	17	16.5	13	8.8
Sex Offense	1	1.0	3	2.0
Narcotics	13	12.6	4	2.7
Weapons	2	1.9	10	6.8
RSG	6	5.8	8	5.4
Other	14	13.6	34	23.2
Totals	103	100.0	147	100.0

The Center has two classifications of admittance - temporary and permanent. A temporary admittance can last from a day to a week. Some clients admitted on a temporary basis are later accepted as permanent residents. Approximately 50 of the 260 residents of the past two years are classified as temporary.

Table 2-4 shows the admittances and resident population. The RCC was initially proposed as a short-term residence program with a targeted limit of a 3 months stay per resident. Turnover estimates indicate an average stay of six weeks for all residents and nine weeks for permanent residents.

TABLE 2-4

Summary of Clients Admitted and In Residence,
By Quarter, 1973 and 1974

	<u>Admitted During Quarter</u>	<u>In Residence End of Quarter</u>
1973		
1st Quarter	36	21
2nd Quarter	12	22
3rd Quarter	17	20
4th Quarter	38	23
1974		
1st Quarter	41	22
2nd Quarter	41	25
3rd Quarter	38	21
4th Quarter	37	24

The two major categories of resident discharge from the Center are Pre-planned and Unscheduled. Table 2-5 shows the discharges from 1973 and 1974.

TABLE 2-5

Summary of Client Discharges
By Quarter, 1973 and 1974

	Pre-Planned	Unscheduled			Total	
		AWOL	Incarcerated	Undesirable Other		
1973						
1st Quarter	3	2	3	6	1	15
2nd Quarter	4	3	3	1	0	11
3rd Quarter	9	2	5	2	1	19
4th Quarter	27	3	2	1	2	35
1974						
1st Quarter	23	7	7	3	2	42
2nd Quarter	28	7	1	2	0	38
3rd Quarter	25	7	6	1	3	42
4th Quarter	17	6	3	6	2	34

Table 2-6 shows the distribution of discharges from the Center. The proportion discharged in the Pre-planned category increased from 1973 to 1974. An increase also occurred in the AWOL category.

TABLE 2-6

Distribution of Discharge Status
1973 and 1974

	1973		1974	
	#	%	#	%
Pre-Planned	43	53.7	93	59.6
Unscheduled				
AWOL	10	12.5	27	17.3
Incarcerated	13	16.3	17	10.9
Undesirable	10	12.5	12	7.7
Other	4	5.0	7	4.5
Total	80	100.0	156	100.0

2.2 STAFFING

In February, 1975 the Center had a total of 16 staff positions as follows:

- 1 Director
- 1 Supervisor
- 1 Employment Counselor
- 1 Program Coordinator
- 3 Paraprofessional Counselors
- 1 Group Supervisor
- 2 Cooks (1 part-time)
- 1 Group Worker (part-time, vacant)
- 2 Night Watchmen
- 2 Weekend Night Watchmen (2 part-time)
- 1 Clerk

2.3 FACILITY

The Center has been housed since its inception on the 4th floor of the YMCA at 1013 W. Lehigh Ave. Access to the Center is through the YMCA lobby and up three flights of steps. The 4th floor has approximately 5,000 square feet and consists of 25 individual rooms, 4 office areas, TV and recreation room, dining room, kitchen and storage area and bathroom.

The physical condition of the 4th floor is poor despite efforts of staff and residents. Many of the bathroom fixtures are not operational. The resident recreation room is small and the TV area is overcrowded during evening TV sessions.

The YMCA serves the North Philadelphia area and the location is considered by the Center staff as relevant to the Center clientele. However, the climb to the 4th floor presents a real barrier in terms of access. Residents may have visitors in the YMCA lobby; but the Center facility proper is essentially isolated from the street and community contact.

2.4 PROGRAM

Programming consists of provision of a residence; individual counseling; group sessions; use of community resources for medical and recreational purposes; financial guidance and assistance; and employment development. Three meals a day are provided to the residents. The YMCA facilities are available for resident recreational use.

In addition to counseling activities, the administrative and resident processing activities are a substantial portion of the staff effort. Full staff coverage of the Center is required and residents can count on staff contact at any hour of the day or night.

2.5 PROJECT COMPLIANCE WITH EEOC

The Adult Probation Department, as a component of the Common Pleas and Municipal Courts, is incorporated in the Equal Employment Opportunity program which is on file in the Office of Court Administrator, Personnel, at 710 City Hall. According to staff and service population composition in December, 1974, the Residential Community Center is in compliance with employment guidelines.

TABLE 2-13

Project Minority Representation

Project Staff ¹	Black Male	Black Female	Spanish Surname	Total Minority	White Male	Total
Total	9	3	1	13	3	16
Distribution (%)	56.3	18.7	6.3	81.3	18.7	100.0
Service Population						
Fiscal Yr. 1974						
Total	79	0	2	81	56	137
Distribution (%)	57.6		1.5	59.1	40.9	100.0
1974 ²						
Total	121	0	10	131	16	147
Distribution (%)	82.3	0	6.8	89.1	10.9	100.0

¹Includes 4 part-time personnel.

²Admittances to November 27, 1974

For Fiscal Year 1974, 70% of the percentage of the minority in the service population was 41.3%. The minority staffing of the project was 81.3%; almost double that of the required staffing proportion.

In 1974, the composition of the service population changed and proportionately more minority clients are being admitted. A consequence of this shift is that proportions of the staff and clientele are more nearly equal. The project is still substantially in compliance with guidelines with 70% of the percentage of the minority in the service population calculated at 62.4% as compared to minority staffing at 81.3%.

SECTION 3

EVALUATION ACTIVITIES

The primary purposes of evaluation for the Philadelphia Regional Planning Council of the Governor's Justice Commission are to provide:

- o continuous feedback to the project staff concerning the progress and problems of the project as determined by your evaluation.
- o accurate, complete, and timely information to decision-makers concerning the operation and impact of the project, with recommendations for modifications.

An Interim Evaluation Report and Refunding Evaluation Report are the two major reports. In addition, contact with the project staff, key agency officials and staff of the Regional Planning Council should be maintained.

3.1 PROCEDURES

The evaluation of the Residential Community Center (RCC) began on October 23, 1974. Initial meetings were held with the RCC Director, Chief Probation Officer, and the Eastern Office Chief of the Evaluation and Monitoring Unit of the Governor's Justice Commission.

3.1.1 Interim Evaluation Report

Data Collection for the preparation of the Interim Evaluation Report consisted of selected interviews with the acquisition of basic data on RCC residents. Project interviews were conducted with selected staff and RCC residents. Projects identified as potential comparisons were interviewed and included in Genesis II; Pretrial Services Division (Release on Recognition, Ten Per Cent Bail and Conditional Release); Praxis House and Veritas; Alcohol Probation Unit and general probation.

RCC client data was organized and analyzed. Initial analysis was conducted on clients referred to RCC by the Pre-trial Services Division. Analysis on project compliance with Equal Employment Commission guidelines was conducted. The Interim Evaluation Report was completed on December 27, 1974.

Findings of the Interim Report were reviewed with Center and Probation Department Staff. Project modifications were not required, but program development, staff utilization and cost considerations were raised.

3.1.2 Refunding Evaluation Report

Data collection for the Refunding Evaluation Report consisted of a resident group interview, interviews with key Center staff, interview with Pretrial Services, collection of follow-up information on Center probationers and a contrast group of general supervision probationers, and a telephone survey of other Philadelphia residential center projects.

Follow-up analysis and project comparison analysis was conducted. Findings and recommendations were formulated and included recommendations for subsequent evaluation.

3.2 DATA COLLECTION

The RCC maintains excellent information on clients and their program performance, in marked contrast to Praxis House and Veritas, Genesis II, and the Alcohol Probation Unit.

Since programs maintain information useful for existing resident populations and day-to-day decision making, follow-up records are not maintained.

The largest source of Center residents, probation referrals, and the segment which is increasing, conditional release from the Pretrial Services Division, were chosen for resident performance analysis.

Probation follow-up information was obtained from the Central File of the Adult Probation Department. Pretrial Services provided performance estimates of Center conditional releases.

3.3 SCOPE AND LIMITATIONS

Due to the maintenance of Center and Department records and cooperation from the Pretrial Services Division, performance data collection was achieved without any problems. Comparative program and cost information was secured through interviews and a telephone survey.

Data permitted a determination of overall project effectiveness and a comparison of resource utilization and costs. Project considerations not covered include:

- o Analysis of resident discharges
- o Effect of length of stay in Center
- o Analysis of staff functions
- o Potential for expanded Center activities such as supervision and out-residency.

SECTION 4

PROJECT RESULTS

The Residential Community Center has been in actual operation for two full years. Staffing is essentially complete with only one part-time vacancy. Clientele flow into the Center is well planned and the program functions at full capacity.

4.1 EMPLOYMENT

The RCC has a full-time employment counselor and employment is considered important to the overall Center program. Other staff members assist in employment counselling.

Of the 202 residents admitted to the program over the past two years, only 12 had jobs. The unemployment rate of this group was 94.1%. Table 4-1 indicates employment status on admittances over the past two years.

TABLE 4-1

Permanent Resident Employment Status on Admittance, By Quarter

	<u>Employed</u>	<u>Unemployed</u>	<u>Total</u>	<u>Unemployed as % of Total.</u>
1973				
1st	2	34	36	94.4
2nd	2	10	12	83.3
3rd	0	15	15	100.00
4th	0	29	29	100.00
1974				
1st	0	27	27	100.00
2nd	4	27	31	87.1
3rd	1	28	29	96.6
4th	3	20	23	87.0

Table 4-2 shows employment status in the Center and upon departure. Of the 190 permanent residents unemployed on entry, 119 or 63% became employed at some time during their stay in the Center. The Center has been successful in obtaining employment for residents during a period of overall high unemployment.

TABLE 4-2

Permanent Resident Employment Status in Program and Departure,
By Quarter¹

	<u>Not Employed upon Entry</u>	<u>Unemployed in Program</u>		<u>Unemployed upon Departure</u>	
		<u>Total</u>	<u>As % of Entry</u>	<u>Total</u>	<u>As % of Entry</u>
1973					
1st	34	8	23.5	15	44.1
2nd	10	3	30.0	6	60.0
3rd	15	8	53.3	10	66.6
4th	29	12	41.4	16	55.2
1974					
1st	27	13	48.1	24	88.9
2nd	31	13	41.9	21	67.7
3rd	29	7	24.1	18	62.1
4th	23	15	65.2	17	73.9

¹Some residents admitted in 3rd and 4th Quarter of 1974 are still in program and figures will change.

Retention of jobs appears to be a problem. Of those placed in jobs, 43 again became unemployed and were unemployed upon departure from the program. An analysis of this phenomenon may point to programmatic changes to assist residents in retaining their jobs. Possible assistance may include job counselling, additional training and discussion of job difficulties in group sessions.

4.2 RESIDENT CONCERNS

Thirteen residents were interviewed in October, 1974 at their regularly scheduled evening group session. They were supportive of the Center program and cited the RCC as alternative to detention, the assistance in obtaining jobs, group cohesion, and assistance in obtaining DPA. Program regulations were seen as fair although some felt that visiting restrictions to individual rooms should be lifted. Relatives are permitted to visit the 4th floor.

In January, 1975, eleven residents were interviewed in a group. The visiting restrictions were no longer seen as a problem. Group cohesion was seen as declining due to a de-emphasis on group sessions. Some friction with an individual staff member was discussed although the counselling staff is seen as supportive and helpful.

4.3 PRETRIAL RESIDENTS PERFORMANCE

In 1973, conditional release to the Center from the Pretrial Services Division constituted 1.0% of all Center admittances. In 1974, the pretrial admittances increased to 24.5% of all Center admittances.

Since this clientele has grown substantially, the Pretrial Services Division was approached for an estimate of the performance of Center pretrial residents. The Pretrial Services Division has three major categories of releases to the community: Release on Recognizance (ROR), Ten Per Cent Cash Bail, and Conditional Release. Conditional Release is a last opportunity for persons awaiting trial who have insufficient community ties and no financial resources. A person placed on Conditional Release is under the responsibility of the program. The RCC is used as a program for persons awaiting trial who require a residence and supportive services.

The measure of performance for the Pretrial Services Division is appearance for trial. In 1974, the failure to appear rate for all conditional releasees was 5.8%. For approximately 40 releasees to the Center, the failure to appear rate is estimated at 6.0%. The Pretrial Services Division has determined that the Center is providing a needed residential resource and potentially could utilize the entire capacity of the RCC.

4.4 PROBATION RESIDENTS PERFORMANCE

Residents referred to the Center by the Adult Probation Department constituted 34.0% of the resident admittances over the past two years. This group was identified as the segment of a diversified clientele for performance and follow-up analysis.

4.4.1 Design

Performance of the Center probationers, in of itself, is insufficient for understanding the relevance of the Center program. Since the Center clientele consists solely of male adult offenders and detentioners, some failure on recidivism is inevitable. To determine the difference made by the Center, a comparison or control group is required. For each individual assigned to the Center, a probationer who placed on probation at the same time was identified for the comparison group. In addition, a match was made to account for race.

A follow-up status was determined for 58 Center probationers and 56 comparison or general supervision probationers. Persons placed on non-reporting probation were excluded.

4.4.2 Performance Measures

Ideally, the community adjustment of both groups should be included. These items would reflect employment, education and vocational development, and family adjustment. The follow-up was confined to the information available in Probation Department folders which was considered fairly complete with regard to violation of probation, arrests and convictions. These measures reflect the recidivism or return to crime of the two groups. The data was collected in an identical manner for both groups and any data gaps or omissions were equally likely for both groups. Table 4-3 summarizes the results of the follow-up procedure.

TABLE 4-3

Probationer Follow-Up Summary

	RCC		GENERAL
	From Date of Probation	Excluding Pre- Admittance Incidents	
Without Incident	33	41	28
With Incident	25	17	28
Status Known	58	58	56
Transferred	1	1	2
Deceased	1	1	1
Records Not Available*	21	21	15
Total Records Search	81	81	74

*Includes cases where Police Photo Number not available, non-reporting probation or status uncertain.

4.4.3 Overall Performance

Table 4-4 shows the breakdown of incidents for Center and General probationers. The Center performance is further divided into all incidents from date of probation and, since the Center could not be expected to have an impact on pre-admittance performance, all incidents after admittance to the Center.

TABLE 4-4

Status of Probationers, January 24, 1975

	RCC		<u>General Caseload</u>
	From Date of Probation	Excluding Pre- Admittance Incidents	
Without Incident	33	41	28
Arrested, Charges Cleared & Continued on Probation			
Charges dismissed	4	3	2
Acquitted	2	1	2
Convicted	6	4	6
Arrested and Community Detained	2	2	3 1
Arrested, Convicted, Incarcerated	3	2	5
Violation of Probation			
VOP Lifted	4	1	2
Revoked (Incarcerated)	1	1	3
Wanted	3	3	4
TOTAL	58	58	56

Table 4-5 shows performance as a percentage of both groups, with the RCC including pre-admittance incidents. Incidents are defined as all negative performance measures. While the RCC shows percentages that are somewhat better than the General Caseload, the difference can be attributed to sampling variation and, statistically, no difference can be ascertained. An argument could be made that the Center group is more prone to recidivism and that no difference is a positive finding.

TABLE 4-5

Comparison of Probationer Status Between
General Caseload and RCC including
before Admittance Incidents, Proportion And Differences

	<u>RCC</u>	<u>General</u>	<u>Statistical Difference</u>
Arrests	29.3%	33.9%	No
New Convictions	15.5%	19.6%	No
Incarcerated ¹	10.3%	16.1%	No
Wanted	5.2%	7.1%	No
VOP	13.8%	16.1%	No
With Incidents	43.1%	50.0%	No

¹Detained, sentenced, revoked.

The Center could not be expected to affect pre-admittance performance and Table 4-6 shows post admittance performance. In the cases of Arrests, New Convictions and Total Incidents, the RCC performance is better and statistically significant.

TABLE 4-6

Comparison of Probationer Status Between
General Caseload And RCC Excluding
Pre-Admittance Incidents

	<u>RCC</u>	<u>General</u>	<u>Statistical Difference</u>	<u>Level of Significance</u>
Arrests	20.7%	33.9%	Yes	.10
New Convictions	10.3%	19.6%	Yes	.10
Incarcerated	8.6%	16.1%	No	-
Wanted	5.2%	7.19%	No	-
VOP	8.6%	16.1%	No	-
With Incidents	29.3%	50.0%	Yes	.05

A bias is introduced in the above analysis because the time available to commit some incident is shorter for the RCC group. The comparison group was selected for the same date of probation and time elapsed before the RCC individuals were admitted to the Center.

4.4.4 Performance Through Time

To compensate for the Time factor, the time available from probation to the incident was calculated for the General group and time available from admittance to Center to the incident was calculated for the RCC group. The first three columns of Tables 4-7 and 4-8 show the number of individuals at the beginning of each month who had no incident and the number of incidents for the month. Individuals who were not on probation for sufficient time are excluded from subsequent time periods. From this data, a cumulative rate of incidents was calculated¹. Figure 4-1 graphs the cumulative rate of incidents.

¹The number of probationers for each month excludes those released in the previous month by final discharge and excludes those who have not been on probation sufficient time. The cumulative percentage of incidents is then estimated by increasing the size of the base and cumulative incidents through inclusion of the estimated cumulative number of those involved in incidents in the previous months. The formula for calculating this cumulative incident rate is shown below:

$$CPI_n = \frac{\frac{(NI_n)(CPI_{n-1})}{CPNI_{n-1}} + I_n}{\frac{(NI_n)(CPI_{n-1})}{CPNI_{n-1}} + NI_n}$$

Where: CPI = cumulative proportion with incidents
NI = actual number without incidents
CPNI = cumulative proportion without incidents
I = actual number with incidents

TABLE 4-7

Probationers Performance Through Time,
RCC Excluding Pre-Admittance Incidents

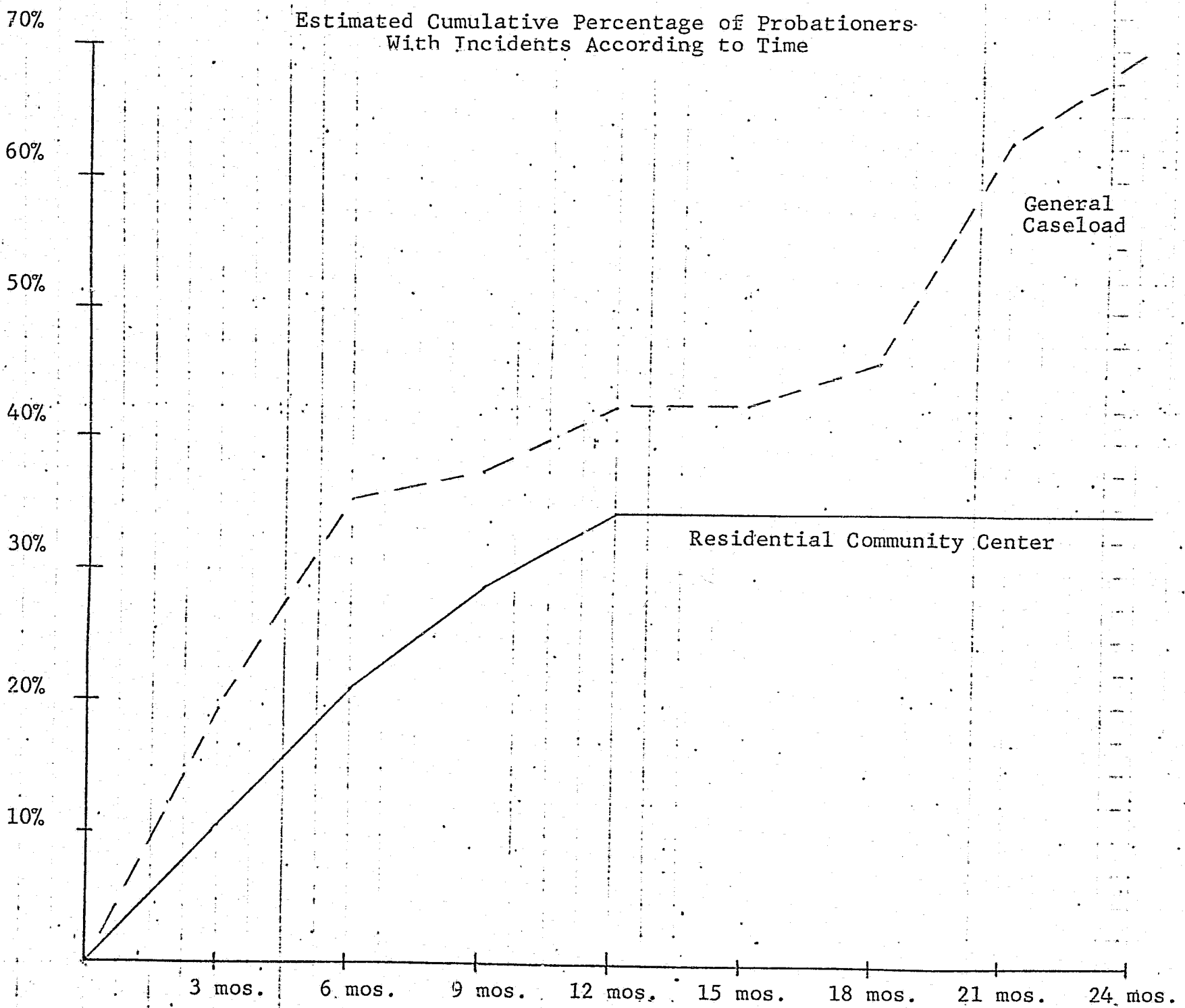
<u>Months</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percentage of Incidents</u>
	<u>No Incidents</u>	<u>Incidents</u>	<u>Cumul. Incidents</u>	<u>Base</u>	
1	58	1	1.0	58.0	01.7%
2	57	2	3.0	58.0	05.2%
3	54	3	6.0	57.0	10.5%
4	44	1	6.2	49.1	12.6%
5	42	2	8.1	48.1	16.8%
6	39	2	9.9	46.9	21.1%
7	35	1	10.4	44.4	23.4%
8	33	2	12.1	43.1	28.1%
9	29	1	11.3	39.3	28.8%
10	26	2	12.5	36.5	34.2%
11	22	0	12.5	36.5	34.2%
12	20	0	12.5	36.5	34.2%
13	15				
14	13				
15	11				
16	9				
17	8				
18	7				
19	7				
20	6				
21	5				
22	4				
23	3				
24	1				
25	1				
26					

TABLE 4-8

Probationers Performance Through Time,
General Caseload

<u>Months</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percentage of Incidents</u>
	<u>No Incidents</u>	<u>Incidents</u>	<u>Cumul. Incidents</u>	<u>Base</u>	
1	56	0	0.0	56.0	00.0%
2	56	4	4.0	56.0	07.1%
3	52	7	11.0	56.0	19.6%
4	43	3	13.5	53.5	25.2%
5	40	2	15.5	53.5	29.0%
6	34	3	16.9	47.9	35.3%
7	30	1	17.4	46.4	37.5%
8	29	0	17.4	46.4	37.5%
9	29	0	17.4	46.4	37.5%
10	29	0	17.4	46.4	37.5%
11	26	1	16.6	41.6	39.9%
12	22	1	15.6	36.6	42.6%
13	21	0	15.6	36.6	42.6%
14	19	0	15.6	36.6	42.6%
15	18	0	15.6	36.6	42.6%
16	18	0	15.6	36.6	42.6%
17	17	0	15.6	36.6	42.6%
18	15	1	12.1	26.1	46.3%
19	14	1	13.1	26.1	50.2%
20	12	2	14.1	24.1	58.5%
21	10	1	15.1	24.1	62.7%
22	9	0	15.1	24.1	62.7%
23	9	0	15.1	24.1	62.7%
24	8	1	14.4	21.4	67.3%
25	6	0			
26	4				
27	2				
28	1				
29	1				
30	1				
31	1				
32	1				
33	1				

Estimated Cumulative Percentage of Probationers With Incidents According to Time



From the preceding tables it is shown that after the tenth month there were no additional incidents for the RCC group resulting in a maximum estimated incident rate of 34.2%. For the General group, the maximum of 67.3% occurred after the 24th month. This latter rate, due to the declining base of probationers and a small sample, should not be accepted as an accurate estimate. Table 4-9 summarizes the percentages at three month intervals and analyses the difference according to the size of the sample.

While the RCC performance is shown as superior through time, the statistically relevant difference occurs at 3 months, 6 months and 21 months. Loosely interpreted this would mean that the Center impact on residents is high during Center residence and immediately upon leaving the Center. For the subsequent 12 month period, this difference is then ameliorated until the 21st month.

MetaMetrics feels that the indicated differences would show as significant throughout the time period, given a larger sample and, based on the existing data, has determined that the Center does make a difference on behavior of residents.

TABLE 4-9

Summary of Probationers Performance Through Time,
 Estimated Cumulative Percentage of Incidents

<u>Months</u>	<u>RCC</u>	<u>General</u>	<u>Statistical Difference</u>	<u>Level of Significance</u>
3	10.5%	19.6%	Yes	.10
6	21.1%	35.3%	Yes	.10
9	28.8%	37.5%	No	-
12	34.2%	42.6%	No	-
15	34.2%	42.6%	No	-
18	34.2%	46.3%	No	-
21	34.2%	62.7%	Yes	.05

4.4.5 Probationer Characteristics

The previous analysis establishes a differential performance of RCC probationers as compared to other probationers. The factors affecting this performance may be external to the Center if the characteristics of the two groups are different. The Center does exercise discrimination in accepting residents and, to the extent that recidivists are excluded, may pre-determine comparative performance.

Table 4-10 summarizes the characteristics of each group as a whole. Median age at time of probation and at time of Center entry is the same. Race is the same due to selection procedures for the General group. Percentage previously convicted is the same as is percentage committing other offenses. While there are apparent differences in property offenses and offenses against persons, the difference is not significant statistically. The only difference is in the percentage previously incarcerated. This difference should be expected with the Center serving as an alternative to incarceration.

TABLE 4-10

Characteristics of Probationers

	<u>RCC</u>	<u>General</u>
Median Age	25.2 years	25.5 years
Race (% Black)	91.1%	89.8%
Incarcerated	42.9%	25.9%
Previously Convicted	62.5%	63.8%
Property Offenses	46.6%	37.4%
Offenses against Persons ¹	24.1%	34.0%
Other Offenses ²	29.3%	28.6%

¹Includes Robbery

²Includes Narcotics and VUFA/CCDW

While these two groups are shown as not different with respect to major groupings of offenses, previous offense is an indicator of probability of return to prison for a new conviction. Table 4-11 shows the breakdown of offenses for both groups. Table 4-12 ranks offenses for potential new convictions based on performance of 33,000 Pennsylvania parolees.

TABLE 4-11

Distribution of Probationer Offenses

	RCC		General	
	#	%	#	%
Homicide	1	1.7	0	0.0
Robbery	7	12.1	8	14.3
Assault	5	8.6	10	17.9
Burglary	10	17.2	14	24.9
Larceny/Theft	12	20.8	6	10.7
RSG	5	8.6	1	1.8
VUFA/CCDW	8	13.8	6	10.7
Sex Offense	1	1.7	1	1.8
Narcotics	3	5.2	3	5.4
Other	6	10.3	7	12.5
Total	58	100.0	56	100.0

TABLE 4-12

Pennsylvania Parolees Returned to Prison By Offense,
1946-1966

<u>Original Offense</u>	<u>Total Released</u>	<u>Returned on New Conviction</u>
Burglary	13,387	23.1%
Larceny	5,599	22.2%
Forgery	1,874	20.3%
Robbery	7,550	20.2%
Drugs	993	18.9%
A & B	2,593	12.1%
Sex Offenses	4,439	9.1%
Homicide	2,581	6.6%
Other	<u>1,589</u>	<u>12.1%</u>
Totals	33,096	18.5%*

Source: Pennsylvania Board of Probation and Parole

*Per cent returned of total released.

4.5 BUDGET REVIEW

The total current budget for the Residential Community Center is \$260,360. With an average daily clientele of 25 for 1974, the cost per resident annually is \$10,414. The ratio of clients to full-time staff is approximately 2 to 1.

Two items, rent and food, constitute 30.4% of the budget. The rental for 5,000 sq. ft. is \$44,000, or \$8.88 per sq. ft. The net cost for food (excluding \$2,266 carryover in inventory) is \$20,444. Cooks' salaries total \$14,279. The cost per meal is estimated at \$1.50.

4.6 PROJECT COMPARISONS

An ideal design for evaluation of the Residential Community Center would incorporate the comparison of performance and project structure with a residential project dealing with the same clientele at approximately the same size caseload. Since this ideal comparison does not exist, information on project dimensions (excluding performance) was obtained from 3 residential programs for criminal offenders in Philadelphia.

4.6.1 Praxis and Veritas

There are two alcohol programs operating from 4 locations in the vicinity of 1713 Green Street. Veritas began in 1967 and Praxis began in 1974.

Both programs differ with respect to the type of clients each receives. All clients enrolled in the Veritas Program are there on their own accord. Acceptance with this resident program depends, primarily, upon the client's expressed desire to receive help with his alcohol problem. Once accepted a Veritas resident is forbidden to take a drink or to engage in violent behavior. Veritas maintains no rule as to how long a client can remain in the program. Breaking either the no-drinking rule or the no-violence rule is grounds for expulsion from the program. Veritas accepts individuals who are on probation, but they are not

assigned to the program as a condition of probation. Over the past seven years, Veritas has had approximately 800 residents.

Praxis House residents are assigned to the program by the court. The court itself utilizes Praxis House as an alternative to incarceration. Any client committed to the program must, therefore, complete the three month program. Approximately 60 clients have been in residence.

4.6.2 Genesis II

Genesis II, INC. is a non-profit corporation designed as an alternative to incarceration for men and women criminal offenders who have either a drug or alcohol problem. The Center is located at 1214 N. Broad Street, Philadelphia, Pennsylvania.

The bulk of referrals to Genesis II come from the clients themselves and from probation officers. The agency classifies the former group as self-referrals. This group primarily consists of those who are either awaiting trial or are being considered for parole. Clients are expected to spend nine months in the residence.

4.6.3 Community Service Centers

The Pennsylvania Bureau of Correction operates 4 centers and 3 group homes in Philadelphia. Center residents are persons released from State Correctional Institutions to the community prior to their parole date. In addition to 65 residents, there are approximately 35 outresidents that are supervised by Center staff. This program has been in operation since 1971 and has had approximately 700 residents.

4.6.4 Projects Structure

Table 4-13 summarizes the major aspects of the RCC and the three comparison projects. The RCC is similar to the CSC's in

the staff to resident ratio and the contributions received from residents. CSC's, however, shows a large outresident population under supervision of CSC staff. CSC's do not provide food service.

Veritas/Praxis shows a high resident to staff ratio which reflects a potential lack of program in comparison to the other projects. This lack of staff also results in a lower cost per resident year.

The RCC, in comparison with the other projects, has a high cost per resident year and a high rent per resident year. The resident contribution is low as compared to Veritas/Praxis and Genesis II.

TABLE 4-13

Comparison Projects Summary

	<u>RCC</u>	<u>Veritas/Praxis</u>	<u>Genesis II</u>	<u>State Comm. Service Centers</u>
No. of Facilities	1	4	1	7 ²
Resident Population	25	75	35	65
Job Development	Yes	No	Yes	Yes
Group Sessions	Yes	Yes	Yes	Yes
Food Service	Yes	Yes	Yes	No
Annual Budget	\$260,000	\$150,000	\$216,000	N/A
Estimated Rent ¹	44,000	45,000	15,000	N/A ³
Salaries	146,000	70,000	133,000	N/A
Total Resident Contributions	5,000	80,000	27,000	N/A ⁴
Contribution per Unit Population	200	1,100	800	N/A ⁶
Size of Staff	15	8(2) ⁵	14	33
Staff to Residents	1 to 1.7	1 to 7.5	1 to 2.5	1 to 2.0
Cost per Resident Year	\$ 10,400	\$ 2,000	\$ 6,200	N/A ⁷

¹Includes maintenance and utilities²4 centers and 3 group homes³Estimated rent and utilities of largest residence with capacity of 18 is \$15,000.⁴Estimated at \$17,000 at average of \$5.00 per week per resident⁵2 staff assigned by external agency⁶Estimated at \$300⁷Estimated at \$4,700.

SOURCE: Interviews and telephone survey.

SECTION 5

FINDINGS AND RECOMMENDATIONS

The Residential Community Center is accomplishing its stated project objectives. Noteworthy are the cohesion of the residents, employment placement activities, community location and relationships, response to individual requirements of a diverse resident population, flexibility to meet referral agency needs and approach to utilization of community resources.

A major distinction of the Residential Community Center, in comparison with other residential projects, is the diversity of clientele. The RCC accepts referrals from the Court, Prison, General Probation Supervision, Pretrial Services Division, Court Units, Defender's Office and Community Agencies. Accordingly, the RCC must be viewed as a project serving the various rehabilitation components of the system rather than an Adult Probation effort.

5.1 RESULTS

The RCC is an ongoing project with a complete staff and a two year history of performance. Staffing is in accordance with Equal Employment Opportunity guidelines.

The RCC has been able to maintain a referral procedure that permits acceptance of clients from a variety of program sources. The client turnover, resulting in an average size of nine weeks for permanent residents, has allowed the Center to reach approximately 180 clients during 1974.

The job development function of the Center has resulted in exposing more than half of the residents to an employment experience during their stay. The residents recognize the benefits of the assistance in obtaining employment. Additionally, they see the Center as a welcome alternative to detention and incarceration. Overall, there is group cohesion and the staff is seen as supportive.

In the case of clients referred from probation and Pretrial Services, performance has been acceptable. Incidents have been reduced as compared to clients not participating in the program. Appearance for trial of conditional releasees to the Center have been at the same level as other conditional releasees.

5.2 PROBLEMS

The Center cost per resident year is high at \$10,400. Other residential projects in Philadelphia are at \$6,000 or lower. The operating cost per resident year of the Philadelphia Prisons is \$6,600. Factors contributing to the Center's high costs are the rent, food service and staff to resident ratio.

The Center location at the YMCA, while within a neighborhood which may relate to the resident, is substandard with respect to street access, bathroom facilities, general physical condition and size. The environment of the YMCA with its regular activity does not promote a program cohesion that is evident at other residential projects. The Center functions in spite of its physical facility.

Program data and client interviews indicate that two areas require monitoring and possible program change. Client retention of jobs is low and the value of group sessions has declined.

5.3 RECOMMENDATIONS

MetaMetrics recommends that the Philadelphia Regional Council of the Governor's Justice Commission continue to support the Residential Community Center. The Adult Probation Department effort should be recognized as an experiment to provide a residential program for male adult offenders and detentioners from several sources within the criminal justice system.

Because of the high rental and potentially damaging environment of the location in the Lehigh YMCA, another facility should be sought for the Center.

The increase in residents admitted on conditional release from Pretrial Services indicates that a Center specializing in this clientele may be desirable. If costs are maintained at a center comparable to Philadelphia Prisons, the benefits in terms of maintaining client employment and community contacts would justify an expansion of Center capacity. At this juncture, the Probation Department, with its RCC experience, would be the appropriate governmental agency. Contracting for capacity with other non-profit agencies should also be considered.

In acquiring a new physical facility, the Adult Probation Department should be alert to the possibility of linking Probation Office functions to the Center. Assignment of Probation Officers to the Center with specialized Center caseloads could result in savings in staff salaries and expenses.

Utilization of Center paraprofessionals as Probation Officer aides should be explored.

Continuing evaluation should address the above issues. In addition, evaluation should focus on comparative program costs, refined follow-up of clients, nature of program violations and discharge and effect of length of stay in the Center. Expanded Center activities, changing staff functions and Center relocation should be monitored.

APPENDIX A

EVALUATION PLAN

MetaMetrics Inc.

Planning, Research and Evaluation in Criminal Justice
3711 Macomb St., N. W., Washington, D. C. 20016
Telephone (202) 966-5532

October 22, 1974

Dr. Kenneth J. Reichstein, Ph.D.
Chief, Eastern Office
Evaluation Management Unit
Governor's Justice Commission
21 South 12th Street
Philadelphia, Pa. 19107

Re: Residential Treatment Center
(PH-74-C-F4-5-280) MMI 108-74

Dear Dr. Reichstein:

MetaMetrics is pleased to submit the following revised evaluation plan following review of the proposal work program and consultation with Department of Probation and Residential Treatment Center personnel. The evaluation will cover the project year from July 1, 1974 to June 30, 1975 and will be conducted for the firm fixed price of \$7,577.00.

Evaluation Staff

Mr. Leo T. Surla, Jr., President of MetaMetrics Inc., is the corporate official responsible for accomplishing the project to the satisfaction of the Governor's Justice Commission. Mr. Surla, a trained and practicing economist, is also designated the Project Director who will have overall project responsibility. He will be assisted by a Program Consultant, Dr. John K. Irwin, a noted criminologist and the author of numerous books and articles on corrections and related programming. Michael R. Phillips, Research Associate, will assist in data collection and evaluation analysis. The Project Secretary will provide clerical and secretarial support and will be responsible for maintenance of project files, records and data. Detailed resumes are enclosed.

Evaluation Approach

Evaluation of the Center within the changing criminal justice environment in Philadelphia is necessary for decisions affecting the future of the Center. The requirements and sources of continuation funding may depend upon the determined value of the Center as compared to program alternatives. The evaluation will be conducted by examining the achievement of Center rehabilitation objectives as contrasted with alternatives. A follow-up evaluation of the

performance of clients will be conducted against a framework of differential rehabilitation programming.

MetaMetrics will conduct a retrospective follow-up on status of all present and previous clients of the Center rather than utilize a sample. Performance of Center clients will be contrasted with relevant groupings which will include, at a minimum, probation performance. If necessary, MetaMetrics will develop contrast performance data comparable to Center performance data.

On the basis of policy, process and client performance analysis, MetaMetrics will determine relative effectiveness of the Center and will formulate findings and recommendations to be considered by the Commission and Department.

Data Collection

MetaMetrics will interview project staff and clients, Department personnel and project contrasts such as Probation Alcohol Unit, Praxis House and Genesis Two to obtain the following general and comparative information:

- o Organization
- o Staffing
- o Client selection
- o Flow of residents
- o Facility and environment
- o Counseling and group processes
- o Employment development
- o Educational development
- o Specialized programming
- o Other agency relationships
- o Financial data

Data to be collected on Project clients and identified contrasts include:

- o New arrests
- o New convictions
- o Program violations
- o Absconding
- o Client characteristics.

Evaluation Analysis

The evaluation will focus on project performance as related to organizational considerations and differential Center programming.

- o Organizational Analysis The historic development of the Resident Treatment Center will be reviewed for key changes. Interviews will provide insight into potential effects of change. Center staffing patterns and contrasts with program alternatives will be noted.

CONTINUED

1 OF 2

- o Project Comparisons The effect of the Project will be compared through analysis of client program and post-program performance with identified alternatives to include, at a minimum, regular probation performance. Impact of the Project on other agencies will be estimated.
- o Client Performance, Time and Case Conditions Recidivism is closely related to time which phenomenon has been noted in California and other states that have conducted recidivism studies over time. Comparisons, accordingly, must be contrasted with respect to period of release. Characteristics of clients will be examined for differences from identified alternatives. Selection procedures may affect characteristics of residents and potential for adjustment.
- o Financial Analysis From Available Project cost data including budget and other estimates of expenditures, receipts, earnings and utilization of program resources, an analysis will be conducted. Key cost and output items such as staff and caseload will be examined. The effect on output/cost ratios of Center procedures and Department policy will be appraised. The cost implications of differential Center Programming will be explored.

Tasks and Schedule.

During the course of the evaluation, MetaMetrics will review Project documentation on compliance of Equal Opportunities rules and regulations. MetaMetrics will follow the guidelines of the Commission to provide the Commission with accurate information to allow effective decision-making, and provide regular feedback to the project staff concerning potential problems and actual progress. General evaluation responsibilities are to develop and implement the evaluation work program, conduct evaluation activities and analyze and present findings and recommendations. In the conduct of the evaluation the following tasks and schedule will be accomplished with meetings and reports integrated into the tasks.

<u>Task</u>	<u>Week of Completion</u>
1 Interview Formats	2
2 Site Visits and Interviews	4
3 Program Description	7
4 Interim Evaluation Report	9
5 Collection of Client Characteristics Data	11
6 Client and Contrast Group Follow-up Collection	14
7 Site Visit and Interviews	17
8 Evaluation Analysis	20
9 Final Evaluation Report	24
10 Update Evaluation Report.	39

Reports

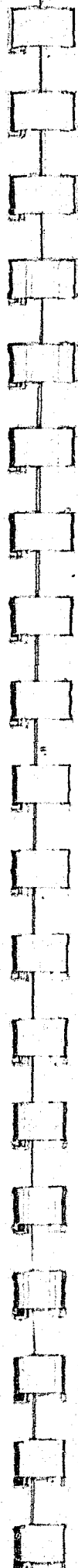
Reports will be prepared according to the guidelines of the Governor's Justice Commission and will be completed according to the following schedule:

- o Interim Report December 20, 1974
- o Final Report April 4, 1975
- o Update Report July 18, 1975

Enclosed is Statement C -- Personnel Fees and Expenses -- and a Budget Detail. We are pleased to provide our services in the evaluation of the Residential Treatment Center and are prepared to initiate work immediately.

Yours truly,
METAMETRICS INC.

Leo T. Suria, Jr.



APPENDIX B

EVALUATION GUIDELINES



GOVERNOR'S JUSTICE COMMISSION
 PHILADELPHIA REGIONAL PLANNING COUNCIL
 218 STEPHEN GIRARD BUILDING
 21 SOUTH 12TH STREET
 PHILADELPHIA, PENNA. 19107

MEMORANDUM

PHILADELPHIA
 COUNCIL

Hon. Paul M. Chalfin
 Court of Common Pleas
 Chairman

Yvonne B. Haskins
 Regional Director

Richard F. Moore
 Chief Planner

HON. MILTON J. SHAPP
 Governor

Hon. Israel Packer
 Attorney General
 Chairman

John T. Snavely, Esq.
 Executive Director

TO: All G.J.C. Evaluators of Projects in Philadelphia

FROM: Kenneth J. Reichstein, Ph.D.
 Chief, Eastern Office
 Evaluation and Monitoring Unit
 Governor's Justice Commission

I am writing as a follow-up to your selection as the independent evaluator for the Governor's Justice Commission. Because the success of the Commission's system of project evaluation depends heavily upon the quality of the work performed by the Commission's contracted evaluators, it is important that you fully understand the purpose and use of your evaluation as well as your responsibilities and the Commission's needs in the evaluation process.

PURPOSE:

The primary objectives of your evaluation are:

- to provide continuous feedback to the project staff concerning the progress and problems of the project as determined by your evaluation.
- to provide accurate, complete, and timely information to decision-makers concerning the operation and impact of the project, with recommendations for modifications.

REPORTING PROCEDURES:

The continuous feedback of findings to the project reflects our intent to have the evaluation meet the project's information needs as well as the Commission's, thereby effecting on-going improvements in the project rather than relying on the Commission to act on year-end recommendations when a decision concerning continuation funding is being made. Operationally, this will require regular meetings between yourself and the project staff to discuss your findings and recommendations.

The achievement of the second objective - to provide information to decision-makers -- will require close contact between you and the Commission staff. As the project you are evaluating nears the end of the project year, decisions will be made at several stages concerning whether, and in what form, the project will be continued during the next year. Your evaluation will be the primary source of information used in making these decisions.

The first, and perhaps the most important, decision to be made rests with the Regional Office of the Governor's Justice Commission and the Regional Planning Council. Their recommendations for approval and disapproval of specific projects greatly influence the ultimate decision of the Governor's Justice Commission. Therefore, since it is at this point that most evaluation recommendations will be incorporated as conditions of the project's continuance, it is vitally important that you maintain continuing contact with me. You should communicate with me regularly concerning your evaluation activities. I, in turn, will keep the Regional Director, Yvonne Haskins, informed. I will also notify you concerning the date when reports will be needed and when you should be available to present your findings to the Regional Planning Council.

Hopefully, most of your evaluation recommendations can be implemented either through direct negotiations between yourself, the Project Director, and the Regional Office or by action of the Regional Planning Council. However, in the event that valid findings remain unaddressed when an application for continuation funding is recommended for approval by the Regional Planning Council, these findings will be brought to the attention of the Executive Staff and the Governor's Justice Commission for consideration as conditions of the subgrant award. At this point, you may be requested to present your findings to the Commission in Harrisburg. More clearly defined guidelines for the reporting process are enclosed ("Guidelines Concerning Reporting Procedures & The Use of Evaluation Reports").

NATURE AND TIMING OF EVALUATION REPORTS:

Although I will contact you concerning the date when a Refunding Report will be needed, as a general rule the information will be required between the 8th and 10th month of the project. Copies of all evaluation reports should be submitted simultaneously to the project director and me. A FIRST QUARTERLY REPORT SHOULD BE COMPLETED AND DISTRIBUTED TO THE ABOVE PEOPLE BY THE END OF THE FIRST THREE MONTHS, AND AN INTERIM REPORT BY DECEMBER 20, 1974.

A description of the information and issues which should be presented in the reports is attached ("Guidelines For Evaluation Reports"). Please follow this format in organizing your reports. Of particular importance is the "Executive Summary" of the Refunding Report which should succinctly state the findings and recommendations of your evaluation. This will be reviewed by the Council and the Commission and, thus, should accurately reflect the results of the evaluation.

It is the responsibility of the Governor's Justice Commission to assess the performance of individual evaluators and the quality of the evaluations conducted. Our specific criteria for this assessment will be in the extent to which and the manner in which individual evaluators carry out their responsibilities as outlined in the attached statement ("Responsibilities of Project Evaluators"). Generally, we will be examining the following elements of the evaluation: (1) relevance and thoroughness of the methodology, (2) the conduct of evaluation activities, (3) the analysis and interpretation of data and information, (4) the accuracy and objectivity of the findings and recommendations, (5) the effective and timely presentation of findings and recommendations. The Regional Office staff and the project staff will be questioned concerning the nature and extent of their contact with evaluators to determine the extent of the cooperation they have received from specific evaluators. Through this assessment we hope to learn the kinds of evaluators and the level of evaluation best suited to specific projects and groups of projects. It will also provide us with better information upon which to base our selection of evaluators for the next year's projects.

We would also like your analysis of the problems you have encountered as a participant in this system and any suggestions for improvement which you might have.

Again, regular contact with the Project Director and Regional Office is an important element in ensuring the most effective use of evaluation.

Please excuse this lengthy letter, but I think that the guidelines outlined here should be helpful to you in conducting an effective evaluation.

If you have any questions, please contact my office.

NOTE: PLEASE INCLUDE THE SUBGRANT NUMBER IN ALL CORRESPONDENCE CONCERNING THE PROJECT YOU ARE EVALUATING.

Enclosures

IMPORTANT ADDENDUM

In addition to the performances outlined in your evaluation plan, the following should be carried out in all evaluations and reported on in your reports.

I. Critique of Project Budget:

A critique of the project budget should be made from the standpoint of whether or not there is programmatic justification for expenditures made from the project budget. Of concern here is to check for and report on unnecessary, unwarranted and excessive expenditures. This critique is not meant to be a fiscal audit of the project. That will be done by Governor's Justice Commission auditors. The following is a list of items to be considered in making this critique.

1. Are personnel hired by the project qualified to perform according to the project application, and are they in fact performing according to application requirements?
2. Are there any personnel positions in the budget which are unnecessary to project performance?
3. Are there positions provided in the project budget that have not been filled?
4. Are there any personnel salaries in the budget that are exorbitant?
5. Are other expenditures (e.g., travel, equipment) programmatically necessary for project performance and for reaching project objectives.
6. Where appropriate, the evaluation should include a simple cost-benefit analysis in which project expenditures for a given period are divided by particular units of project performance during that same period (e.g. clients treated, cases screened, volunteer hours rendered) to come up with particular unit costs (e.g., cost per client treated, cost per case screened, cost per volunteer hour rendered). To be sure, unit cost can be expected to be high where a project has just started. Consequently, to the extent possible, unit costs should not be figured over the startup period.

II. Monitor and Report on Project Compliance with Equal Employment Opportunity Commission Guidelines.

Such project monitoring will apply only to the following projects: Projects or project implementing agencies which have 50 or more employees and which have received subgrants of \$25,000 or more since the LEAA program started. Educational institutions, general hospitals and medical facilities and non-profit organizations (other than government agencies) are excluded.

1. Determine whether the project or the agency of which it is a part has an Equal Employment Opportunity Program Plan.
2. Determine the extent to which the project and the project agency is carrying out the E.E.O.P. plan.
3. Obtain a project breakdown by position level of project employment of Blacks, Spanish-surnamed persons, Asian Americans, and women. Determine the disparity level of the workforce. A significant disparity between minority representation in the service population and the minority representation in the agency workforce may be deemed to exist if the percentage of a minority group in the employment of the agency is not at least seventy (70) percent of the percentage of that minority in the service population. The relevant service population is determined as follows: For adult and juvenile correctional institutions, facilities, and programs (including probation and parole programs), the "service population" shall be the inmate or client population served by the institution, facility, or program during the preceding fiscal year. For all other recipient agencies (e.g., police and courts), the "service population" shall be the State population for state agencies, the county population for county agencies, and the municipal population for municipal agencies.

EXAMPLE

If any agency employs 1% Black population and the general population of Blacks is 25%, you take $70\% \times 25\% = .750$ or 17.5% and compare it with the 1% or .01. This denotes a disparity of 16.5% of the Black population on the agency employment rolls. The agency is not in compliance with the 42.302 section d, Subpart E. of the Rules and Regulations of the Federal Register.

The following instructions should be followed to the letter in preparing any and all evaluation reports:

1. Make sure that all reports are camera copy so that they are dark and clear enough for large quantity Xerox reproduction.
2. All evaluation reports should have a title page which contains all of the following information:
 - a. Name of Project and Project Number.
 - b. Whether the project is quarterly, interim, refunding, follow-up or progress report.
 - c. Evaluator name and affiliation.
 - d. Date
3. Where report summaries are needed or required, they should meet the following specifications. The summary should be located at the front rather than the rear of the report. It should be single spaced lines

two to three pages in length. It should be in specific language with considerable "meat" rather than a set of glittering generalities. Write simply and clearly, omitting jargon. The summary is the only part of the evaluation report the decision-makers will get to see, due to the costs of mailing and reproduction. So anything of significance you have to say must be said in the summary!

4. Due Dates for Evaluation Reports:

- a. First Quarterly Report: Due three months after the project started. If the evaluation began three months before December 20, 1974, no First Quarterly Report will be required. (see Interim Report due date below)
- b. Interim Report: Due December 20, 1974.
- c. Refunding Evaluation Report (Report which will accompany the project application for refunding. Previously, this report was called the "final" report): A firm date cannot be given for the following reasons. At this time we do not know when projects will be submitting applications for Fiscal Year 1976 funds. On the one hand, reports are needed on time to accompany the application for refunding. On the other hand, we want the most up-to-date information possible on the project so that the project cannot claim your report is dated. To meet both contingencies, YOUR REPORT SHOULD BE IN A STATE OF PREPARATION BY FEBRUARY 1st, 1975, SO THAT IT CAN BE TYPED, DELIVERED AND RECEIVED BY ALL PARTIES SUPPOSED TO RECEIVE THE REPORT IN TWO WEEKS IF NECESSARY. Evaluators should request that their projects inform them two months before they are going to submit an application for refunding. Projects will be informed by us that it behooves them to notify evaluators two months before they are going to submit an application of that fact or else processing of their application for technical review may be delayed pending the Refunding Evaluation Report on their project.

5. Parties to be sent evaluation reports directly:

- | | |
|--|---|
| <ul style="list-style-type: none"> (1) Dr. Kenneth J. Reichstein
Evaluation & Monitoring Unit
Governor's Justice Commission
21 South 12th Street, Room 218 (2) (Send 3 copies of Refunding & Follow-up Reports)
Chris Fossett, Director
Evaluation & Monitoring Unit
Governor's Justice Commission
P.O. Box 1167
Harrisburg, PA 17108 (3) Thomas C. Berard/Master File
P.O. Box 1167
Harrisburg, PA 17108 | <ul style="list-style-type: none"> (4) The Project (5) Yvonne Haskins, Regional Director
Philadelphia Regional Planning Council of the Governor's Justice Commission
21 South 12th St., Room 218
Philadelphia, PA 19107 (6) Richard Moore, Chief Planner
Philadelphia Regional Planning Council of the Governor's Justice Commission
21 South 12th Street
Philadelphia, PA 19107 |
|--|---|

6. Evaluators should not assume that because project personnel have agreed to collect data for them and because they (the evaluators) have created forms to data collection, that data is actually being collected by the project. Evaluators have to be sure that the data they need is actually being collected. If there is any difficulty in getting project cooperation with the evaluation, call Dr. Reichstein at LO 3-5510, if problems with the project cannot be resolved.
7. Projects are supposed to submit quarterly progress reports to the Governor's Justice Commission. Evaluators should request copies of these quarterly progress reports from the projects and should assess the validity of these reports. Substantial and significant disparities between information presented in these reports and the evaluator's knowledge of how the project is functioning should be reported to Dr. Reichstein.

WITHIN THREE WEEKS AFTER RECEIVING THIS MEMO, CALL DR. REICHSTEIN TO ACKNOWLEDGE RECEIPT OF THE MEMO AND TO DISCUSS EVALUATION PROGRESS. (LO 3-5510)



GOVERNOR'S JUSTICE COMMISSION
DEPARTMENT OF JUSTICE
COMMONWEALTH OF PENNSYLVANIA

John T. Snively, Esq.

Executive Director
(717) 787-2040

Milton J. Shapp
Governor

Israel Packel
Attorney General

GOVERNOR'S JUSTICE COMMISSION'S GUIDELINES
CONCERNING REPORTING PROCEDURES AND THE USE
OF EVALUATION REPORTS

Since the success and impact of the Governor's Justice Commission's project evaluation effort depends upon the extent to which evaluation findings and recommendations affect, and are incorporated in, the planning and funding decisions of the Governor's Justice Commission, the following guidelines should be followed to insure the most effective use of evaluation reports. These guidelines indicate responsibilities and specific actions, the objectives of which are to:

- ascertain and insure the accuracy and objectivity of the evaluation findings.
- provide the applicant with appropriate opportunities to respond to evaluation findings and recommendations.
- insure that actions are taken to incorporate and implement appropriate evaluation recommendations.

If you have any questions concerning these procedures, please contact Evaluation and Monitoring Unit, Governor's Justice Commission, P.O. Box 1167, Harrisburg, Pennsylvania 17120.

SUBMISSION OF REPORTS:

In almost all cases we are requesting that project evaluators submit four evaluation reports - (1) a brief First Quarterly Report, after approximately three months, describing initial progress; (2) an Interim Report, after approximately five months, describing the progress and problems of the evaluation and the project to date; (3) a Refunding Report with findings and recommendations, to be submitted when needed for a Regional Planning Council or Task Force decision concerning continual funding; and (4) a brief Follow-up Report, at the end of the subgrant to up-date the Refunding Report. Since the date for the Refunding Report varies between 8 and 10 months after the project has begun, it is the responsibility of the Regional Staff to notify the project evaluator of the date when it will be needed. The evaluator should be given advance notice of this date to allow him sufficient time to analyze results and compile a comprehensive report.

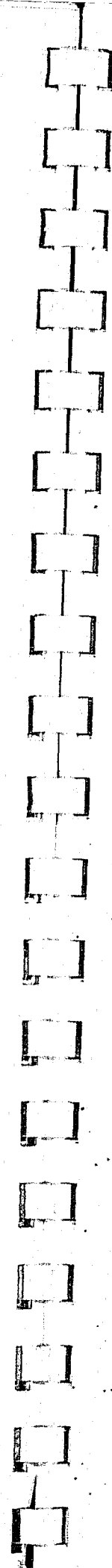
To facilitate an adequate review of evaluation findings and recommendations by decision makers (Regional Planning Council and Commission members), each evaluator is asked to prepare a brief and concise Executive Summary, listing major findings and recommendations of the evaluation.

To insure the objectivity and credibility of the evaluation, all evaluation reports must be submitted simultaneously to the Project Director and the Regional Director.

CORROBORATION OF FINDINGS:

Upon receiving a Refunding Evaluation Report, the Regional Staff must immediately contact the Project Director and request his response to the report. If significant disagreements exist, either (1) a monitoring team from the regional staff will meet with the Project Director and the Evaluator to reach an understanding concerning the evaluation findings and recommendations, or (2) an arbitrator will be selected by the Evaluation and Monitoring Unit to make a determination of the merits of the findings and recommendations. Hopefully, this fact-finding process will only be required in unusual circumstances and, when required, will be carried out with dispatch so as not to delay a decision on continuation funding for the project.

If the evaluator has been providing constructive feedback to the Project Director throughout the year, the Refunding Evaluation Report should contain no startling findings or surprises. Nevertheless, disagreements will occur and this process may be necessary to insure a fair resolution of differences and an accurate determination of appropriate evaluation recommendations.



RELEASE AND DISTRIBUTION OF EVALUATION REPORTS:

We are aware of the harm that could result from a misleading or inaccurate Evaluation Report. Therefore, it will be our policy to withhold the release of an Evaluation Report until the Project Director has had sufficient opportunity to respond to the Report (usually 10 days) and until the report (or summary) has been disseminated to Council or the Commission. Procedures for release of reports is covered in detail in the Evaluation and Monitoring Guidelines, Section II. F.4.g.

IMPLEMENTATION OF EVALUATION RECOMMENDATIONS:

The impact of the system of project evaluation will be measured by the extent to which it improves both the decision-making of the Regional Planning Councils and the Commission and the operation of the projects being evaluated. To affect the projects, evaluation findings and recommendations must regularly be brought to the attention of the project staff. This will be the continuing responsibility of the Evaluator. To affect the decision-making of the Commission and the Regional Planning Councils evaluation findings and recommendations should be brought to their attention before a decision is made concerning continuation funding or inclusion in the regional input to the Comprehensive Plan.

If evaluation recommendations have not been implemented when a request is made for continuation funding, there are several ways of incorporating the recommendations as part of the continuation grant:

1. By negotiation with the Project Director - It will be the responsibility of the Regional Staff to meet with the Project Director and the Evaluator to discuss whether, and how, to implement the evaluation recommendations. The application for continuation funding should specify what is being done to implement the evaluation recommendations. The Regional Staff should review the continuation application and note which evaluation recommendations are incorporated and which are not. If direct negotiation fails to resolve disagreements concerning certain recommendations, the issues should be presented to the Regional Planning Council.
2. As a condition of the Regional Planning Council's approval of the project - The Regional Staff will be responsible for presenting evaluation findings and recommendations to the Regional Planning Council and its Task Forces, noting which recommendations have been agreed upon and incorporated and which have not. At this point, the Regional Planning Council may recommend approval of the project conditional upon the implementation of the evaluation recommendations. If so, this fact should be noted on the Project Review Sheet or the Evaluation or Monitoring Summary sent to the Commission.

Both the Evaluator and the Project Director should be available if necessary at Regional Planning Council meetings to answer questions regarding the past progress of the project. Evaluators should maintain regular contact with the Regional Staff and inform them regularly of the progress and problems of the project.

3. As a recommendation of the Executive Staff - If certain recommendations remain inadequately addressed by the project, this should be noted at Executive Staff Review by the Regional Director. At this point, the Executive Staff may recommend approval of the project conditional upon the implementation of the evaluation recommendations.

4. As a condition of the Commission's approval of the project - The evaluator's Executive Summary will be distributed to the Commission. The evaluator must be present at the Commission meeting to respond to any questions about the Evaluation. The Commission may wish to conditionally approve the project and to require that the evaluation recommendations be implemented prior to granting final approval. This represents the last point at which evaluation recommendations may be incorporated in continuation grants.

We expect and hope that most evaluation recommendations will be incorporated in the project in the early stages of the refunding process either through direct negotiation between the Regional Staff and the Project Staff or by Regional Planning Council actions.

FOLLOW-UP OF EVALUATION RECOMMENDATIONS:

In most cases when evaluation recommendations have been included as conditions placed on the Councils' or the Commission's approval of a project, the evaluator will check the project to determine the extent to which the recommendations have been implemented. When an independent evaluator is not continued with the grant, the Regional Staff are responsible for monitoring the implementation of evaluation recommendations.

EVALUATION AND THE PLANNING PROCESS:

Evaluation reports should be helpful in determining whether, and in what form, continuation funding for specific projects should be included in regional input to the Comprehensive Plan.

However, since evaluation reports are submitted at intervals in the project year and are not tied to the development of the Comprehensive Plan, written evaluation reports may not be available when needed for planning purposes. If written reports are not available, it should be possible to arrange for evaluators to present their findings to the Councils or the Commission upon request.

In the future as the evaluation system begins to produce information regularly throughout the year, it should be possible to develop information to meet specific needs.



GOVERNOR'S JUSTICE COMMISSION
DEPARTMENT OF JUSTICE
COMMONWEALTH OF PENNSYLVANIA

John T. Snavely, Esq.
Executive Director
(717) 787-2040

Milton J. Shapp
Governor

Israel Packel
Attorney General

GUIDELINES FOR EVALUATION REPORTS

As a general rule, evaluators will be asked to submit six reports during the life of a project.

A very brief First Quarterly Report which may be in the form of a letter, should describe initial evaluation activities and indicate any project or evaluation problems which may require substantial modifications in the original Evaluation Plan. In the case of continuation projects, the First Quarterly Report will usually comprise a detailed analysis of compliance with previous evaluation recommendations and/or subgrant conditions. For these projects, Governor's Justice Commission evaluation staff will contact the evaluator to clarify the information which will be required.

A brief Interim Report midway in the project should indicate the progress and problems of the project and evaluation to date, while a more complete Refunding Evaluation Report will be required when the project is being considered for continuation funding. (Suggested outlines for these reports follow.)

At the end of the Project, a Follow-Up Report will be provided by the evaluator.

In some cases, fewer reports may be required. The dates for submission of reports will be determined by the Regional Evaluation Coordinator or the Evaluation and Monitoring Unit in accordance with the information needs of the Regional Councils and the Commission.

One copy of each report is to be submitted to the Project Director simultaneously with the submission of the remaining copies to the Governor's Justice Commission.

The kinds of information needed in these reports and a suggested order are outlined below. It is understood that all of the items below may not be relevant to all projects funded by the Commission. Also, evaluators should expand upon these items where necessary.

INTERIM EVALUATION REPORT

A. EVALUATION PROGRESS:

1. Describe evaluation activities to date.
2. Describe the progress and problems of data collection efforts. (Existence, availability and relevance of the data; cost of collection, etc.)

3. What problems have arisen in implementing the Evaluation Plan?
4. In what ways has the evaluation or the evaluator been of benefit to the project staff thus far?

B. PROJECT PROGRESS:

1. Summarize the project activities thus far.
2. Have any problems (administrative, staffing, coordination, etc.) arisen and how will they affect projected activities and time-tables.
3. Describe the results of the project thus far.
4. Interim recommendations. (These should be directed toward solving problems which have already arisen and anticipating future problems).

REFUNDING EVALUATION REPORT

SECTION I. EXECUTIVE SUMMARY OF EVALUATION REPORT. (MANDATORY)

(NOTE: This summary is of great importance since it will be used extensively by decision-makers. It should be self-sufficient and accurately reflect the findings of the evaluation within no more than two or three pages, single spaced).

1. Briefly describe the project's objectives and major activities.
2. Very briefly summarize the evaluation activities and project records which provided the basis for arriving at findings.
3. Summarize major results, findings, and recommendations.

(NOTE: The evaluator should make a clear distinction between the immediate, practical recommendations and those requiring a longer time and greater resources to implement. The evaluator should also be prepared to defend these recommendations before the Regional Planning Council and the Governor's Justice Commission.)

SECTION II. PROJECT ACTIVITIES.

1. Briefly describe the original goals and objectives of the project and the problem the project was to alleviate.
2. Describe the activities of the project.

SECTION III. EVALUATION ACTIVITIES

1. Describe the nature, extent, and timing of all evaluation activities upon which this report is based.
2. Describe the data and information used in this evaluation. (source, date, reliability, validity, limitations, method of collection, etc.)

3. Explain the scope and limitations of the evaluation effort.
4. Describe how and when feedback was given to the project and any modifications made as a result of that feedback.

SECTION IV. PROJECT RESULTS AND ANALYSIS.

In this section the evaluator should address the following questions:

1. What are the results of the project and how do they differ from the "Anticipated Results" as outlined in the Subgrant Application?
2. What factors led to results other than those anticipated?
 - a. the administrative structure of the project.
 - b. the operation and management of the project.
 - c. the personnel involved in the project.
 - d. the evaluation process.
 - e. the planning of the project.
 - f. the basic approach or method used to attack the problem.
 - g. level and timing of funding.
 - h. the allocation of resources or project activity.
 - i. external events beyond the control of the project.
 - j. other.
3. What impact have the results of this project had on:
 - a. the problem as outlined in the "PROBLEM" section of the Subgrant Application?
 - b. the relevant component of the criminal justice system and/or the reduction of crime?
4. Could these same results have been obtained more efficiently by a different allocation of resources or project activity?
5. Based on your experience in this field and your knowledge of the relevant literature, how do the results of this project compare with:
 - a. the results of other projects using a similar approach or method to solve the problem?
 - b. the results of other projects using different approaches and methods?
 - c. the results which might have been expected in the absence of the project?
6. Aside from the project-specific results, what was learned from this project that should be pursued further?
7. Analyze the results of the project in terms of its costs.

SECTION V. FINDINGS AND RECOMMENDATIONS.

1. State all findings and conclusions with specific reference to:
 - a. the extent to which project objectives were fulfilled.
 - b. the overall impact of the project on the problem it was intended to address.
 - c. the cost-effectiveness of the project.
 - d. the factors affecting the success of the project in achieving its objectives and the impact of the project.

2. State all recommendations concerning:
 - a. the appropriateness and practicality of project objectives.
 - b. the value of the basic method and approach used by the project to solve the problem.
 - c. the operation of the project (planning, staffing, project administration and operation, allocation of resources, etc.).
 - d. modifications in project objectives, methods and operations.
 - e. the cost of the project.
 - f. the continuation of the project.
 - g. the evaluation of this project.
 - h. other.

3. Discuss the implications of this project and your evaluation for Governor's Justice Commission policy in this area of criminal justice and law enforcement.

SHORT FORM FOR APPLICANT EEOC COMPLIANCE

Effective December 31, 1973, it will be necessary for applicants to comply with the Equal Employment Opportunity guidelines issued by LEAA in 28 C.F.R. 42.301 of seq., Subpart E (text reprinted in Appendix). Compliance with these guidelines is required only by applicants meeting the following criteria:

Each recipient of LEAA assistance within the criminal justice system (project implementing agency not overall unit of government) which has 50 or more employees and which has received subgrants of \$25,000 or more since enactment of the Safe Streets Act in 1968 and which has a service population with a minority representation of three percent or more.

For purpose of these guidelines, the relevant service population is determined as follows:

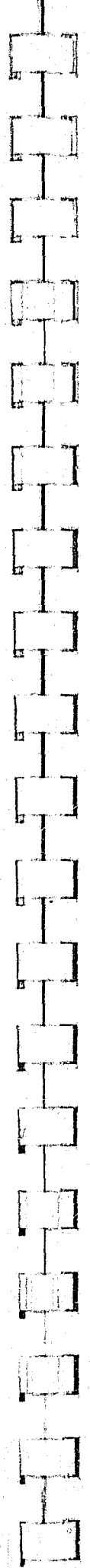
1. For adult and juvenile correctional institutions, facilities and programs (including probation and parole programs), the "service population" shall be the inmate or client population served by the institution, facility, or program during the preceding fiscal year.
2. For all other recipient agencies, (e.g. police and courts), the "service population" shall be the State population for state agencies, the county population for county agencies, and the municipal population for municipal agencies.

Applicants affected by these guidelines will be required to formulate, implement and maintain a written Equal Employment Opportunity Program (Affirmative Action Plan) relating to employment practices affecting minority persons and women. "Minority persons" shall include persons who are Black, Oriental, American-Indian, or Spanish-surnamed Americans. "Spanish-surnamed Americans" means those of Latin American, Cuban, Mexican, Puerto Rican or Spanish origin.

Equal Employment Opportunity Programs should include as a minimum:

1. An evaluation of the following factors cross classified by race, ethnicity and sex:
 - a. Analysis of present representation of women and minority persons in all job categories;
 - b. Analysis of all recruitment and employment selection procedures;
 - c. Analysis of seniority, promotion and transfer procedures;
 - d. Analysis of external factors such as available housing and transportation which may inhibit minority employment.
2. A written Program which includes:
 - a. A job classification table indicating numbers of employees in each classification cross classified by race, ethnicity and sex including rates of pay;
 - b. Disciplinary actions by race, ethnicity and sex, including sanctions imposed.

- c. Number of entrance applicants by race, ethnicity and sex and resulting in new hires by race, and sex;
- d. Number of transfer or promotion applicants by race, ethnicity and sex and number promoted or transferred by race, ethnicity and sex;
- e. Number of employees terminated by race, ethnicity and sex and identification of voluntary or involuntary terminations;
- f. Available labor market characteristics;
- g. Detailed narrative of existing employment policies, including:
 - (1) Necessary steps needed to be taken to assure full and equal employment opportunity.
 - (2) Recruitment program, if necessary.
- h. Plan for dissemination of EEO program.
- i. Designation of personnel for implementation and maintenance of the program.



APPENDIX C

INTERIM EVALUATION REPORT

Evaluation of the
Residential Community Center
Philadelphia Adult Probation
Department

(PH-74-C-F4-5-280)

INTERIM EVALUATION REPORT

Technical Report 1

MMI 108-74

Submitted to

Adult Probation Department
Philadelphia Court of Common Pleas
Frederick H. Downs, Jr., Chief Probation Officer

and

Philadelphia Regional Planning Council
Pennsylvania Governor's Justice Commission
Yvonne B. Haskins, Regional Director
Hon. Paul M. Chalfin, Judge and Council Chairman

MetaMetrics Inc.
3711 Macomb St., N.W.
Washington, D.C. 20016

December 27, 1974

TABLE OF CONTENTS

		<u>Page</u>
SECTION 1	EVALUATION PROGRESS	1.1
1.2	Evaluation Implementation	1.2
SECTION 2	PROJECT PROGRESS	2.1
	Table 2-1 Summary of Sources of Referral	2.2
	Table 2-2 Sources of Referral 1973	2.3
	Table 2-3 Sources of Referral 1974	2.4
	Table 2-4 Summ. of Reasons for Referral	2.5
	Table 2-5 Reasons for Referral 1973	2.6
	Table 2-6 Summ. of Charges and Offenses	2.7
	Table 2-7A Distribution of Offenses -1973	2.8
	Table 2-7B Distribution of Offenses -1974	2.9
	Table 2-8 Number of Clients Admitted	2.10
	Table 2-9 Number of Clients in Residence	2.11
	Table 2-9A No. of Clients Discharged	2.12
2.2	Project Results	2.14
	Table 2-10 Permanent Resident Employment Status on Admittance	2.15
	Table 2-11 Permanent Resident Employment Status in Program and Departure	2.15
	Table 2-12 Clients Admitted on Condition Release	2.17
2.3	Project Compliance with EEOC	2.18
	Table 2-13 Project Minority Representation	2.18
2.4	Project Budget Review	2.20
2.5	Interim Findings and Recommendations	2.21
2.5.1	Previous Evaluation Issues	2.21
2.5.2	Project Development and Funding	2.21
2.5.3	Project Effectiveness	2.22

SECTION 1

EVALUATION PROGRESS

The evaluation of the Residential Community Center (RCC) began on October 23, 1974. Initial meetings were held with the RCC Director, Chief Probation Officer, and the Eastern Office Chief of the Evaluation and Monitoring Unit of the Governor's Justice Commission.

Data Collection for the preparation of the Interim Evaluation Report consisted of selected interviews and the acquisition of basic data on RCC residents. Project interviews were conducted with selected staff and RCC residents. Projects identified as potential comparisons were interviewed and included Genesis II; Pretrial Services Division (Release on Recognizance, Ten Per Cent Bail and Conditional Release); Praxis House and Veritas; Alcohol Probation Unit and general probation.

RCC client data was organized and analyzed. Initial analysis was conducted on clients referred to RCC by the Pretrial Services Division. Analysis on project compliance with Equal Employment Commission guidelines was conducted.

1.1 DATA COLLECTION

The RCC maintains excellent information on clients and their program performance, in marked contrast to Praxis House and Veritas, Genesis II, and the Alcohol Probation Unit. Follow up information on RCC clients after leaving the Center is not maintained. The Pretrial Services Division

maintains trial appearance data that may be useful for performance comparisons.

1.2 EVALUATION IMPLEMENTATION

The evaluation is on schedule and no unusual problems have been encountered. Performance comparisons will be made on Pretrial Services Division referrals and general probation supervision referrals for the Refunding Evaluation Report. Budget analysis will also be performed. Interviews with individual project staff members will be conducted.

SECTION 2

PROJECT PROGRESS

The Philadelphia Adult Probation Department Residential Community Center was launched two years ago to serve as an alternative to incarceration for adult males processed through the criminal justice system. The first clients were admitted in November of 1972 and in December of 1974 a total of 250 permanent and temporary residents had been admitted.¹

2.1 PROJECT ACTIVITIES

Residents are referred to the Center from the Court, Prison, General Probation Supervision, Pretrial Services Division, Court Units, Defender's Office, Community Agencies and individuals (personal).

Table 2-1 indicates the changing composition of sources of referral. Pretrial Service became the second largest source in 1974 with General Probation Supervision remaining the largest, Addictive Service referrals declined markedly and other sources remained roughly constant.

The summary of offenses, Table 2-6, shows a slight shift to lesser crimes (other). The assaultive crimes, if robbery is included, constituted approximately the same proportion over the two year period.

¹Includes admittances of some residents for a second or third time.

TABLE 2-1

Summary of Sources of Referral, 1973 and 1974

Source	<u>1973</u>		<u>1974</u>	
	Number	%	Number	%
Court	13	12.6	16	10.9
Prison	13	12.6	16	10.9
Gen. Super.	33	32.0	52	35.4
Pretrial Services	1	1.0	36	24.5
Addictive Servs.	18	17.5	4	2.7
Court Units	15	14.6	10	6.8
Vol. Defenders	2	1.9	5	3.4
Community Agency	8	7.8	4	2.7
Personal	0	0.0	4	2.7
Total	103	100.0	147	100.0

TABLE 2-2
SOURCES OF REFERRAL
 1973

Year 1973	Jan. - Mar.				April - June				July - Sept.				Oct. - Dec.			
	1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission	
	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.
Referral Source*	A	5								1				5		2
	B	6			2		1		1					3		
	C	7			5				7				5	9		
	D1	1			3								2	2		
	2	11			1			1	3				2			
	3	2							1							
	4															
	5								1				1	1		
	6	1						1						1		
	7													1		
	8															
	9															
	10															
	11															
	12															
	E	1												1		
	F	2							1					4	1	
	G															
Total by Status		36				11		1	2	15			8	27	1	2
Quarterly Total			36				12				17				38	

Referral Source Code

- A = Court
- B = Prison
- C = General Supervision
- D = Court Unit
 - 1. Intake
 - 2. Addiction Services
 - 3. Employment
 - 4. Sex Offender
 - 5. Psychiatric
 - 6. PL/Court - private referral agency
- 9. Self help
- 10. ARD-Pretrial probation unit
- 11. Pre-sentence
- 12. Methodical External - private referral agency
- E = Voluntary Defender Office
- F = Community agency
- G = Personal

TABLE 2-3
SOURCES OF REFERRAL
 1974

Year 1974	Jan.-Mar.		April-June		July-Sept.		Oct.-Dec.									
	More than		More than		More than		More than									
	1st Admission	1st Admission	1st Admission	1st Admission	1st Admission	1st Admission	1st Admission	1st Admission								
Client	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.		
Referral Source*	A	1	8			1	3			1	3			1	1	
	B			1	1	3	6				1	1		4		
	C	9	5	1	1	5	8	1	1	4	7	1	1	2	7	
	D1		1													
	2	1							2	1						
	3									1						
	4				1											
	5															
	6		1			1				1						
	7		4			13		1		8				10		
	8	1														
	9		1													
	10															
	11					1										
	12					1										
	E		4			1										
	F	1	1		1					1						
	G							1		1	1				1	
Total by Status		13	25	1	2	7	29	2	3	7	28	2	1	3	23	1
Quarterly Total			41			41				38				27		

TABLE 2-4

Summary of Reasons for Referral

	<u>1973</u>		<u>1974</u>	
	Number	%	Number	%
Requires Residence	46	44.6	72	48.9
Requires support services	21	20.4	5	3.4
Alternative to incarceration	11	10.7	43	29.3
From incarceration	25	24.3	27	18.4
Total	<u>103</u>	<u>100.0</u>	<u>147</u>	<u>100.0</u>

1973

Month	Jan-Mar.				Apr.-June				July-Sept.				Oct.-Dec.			
Referral Reason	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D
Client Status																
1st Admission																
Temp.																
Perm.	13	7	4	12	6	1		4	6	6	1	2	8	7	6	6
More than 1 Admission																
Temp.																
Perm.																
TOTAL	13	7	4	12	6	1		5	8	6	1	2	19	7	6	6

1974

Month	Jan-Mar.				Apr.-June				July-Sept.				Oct.-Dec.			
Referral Reason*	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D
Client Status																
1st Admission																
Temp.	12		1		6			1	7				2		1	
Perm.	8	2	8	7	14		9	6	8	2	11	7	7		12	4
More than 1 Admission																
Temp.	1				1			1	1		1		1			
Perm.	1	1			2			1	1							
TOTAL	22	3	9	7	23		9	9	17	2	12	7	10		13	4

*Referral Sources

A = Requires physical residence
B = Required supportive structure

C = Alternative to incarceration
D = From incarceration

TABLE 2-6

Summary of Charges and Offenses

	<u>1973</u>		<u>1974</u>	
	Number	%	Number	%
Homicide	5	4.9	1	.7
Assault & Battery	14.	13.6	12	8.2
Robbery	12	11.7	33	22.5
Burglary	19	18.4	29	19.7
Larceny	17	16.5	13	8.8
Sex Offense	1	1.0	3	2.0
Narcotics	13	12.6	4	2.7
Wapons	2	1.9	10	6.8
RSG	6	5.8	8	5.4
Other	14	13.6	34	23.2
Totals	103	100.0	147	100.0

BL 7

DISTRIBUTION OF OFFENSES

Year 1973	Jan.-Mar.		April-June		July-Sept.		Oct.-Dec.		T O T A L		
	1st Admission	More than 1 Admission	1st Admission	More than 1 Admission	1st Admission	More than 1 Admission	1st Admission	More than 1 Admission			
Status	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	L
<u>Offense</u>											
Homicide	2			1		1			1		5
Robbery	6							1	5		12
A & B	4		2			1		3	3	1	14
Burglary	5		3			5		1	5		19
Larceny	10		3			2		1	1		17
Forgery						1					1
Sex Offense			1								1
Narcotics	6					3			4		13
Weapons Charge	1		1								2
RSG	2		1			1		1	1		6
Other						2	1	1	7		2 13
TOTAL	36		11	1	2	15		8	27	1	2 103
Quarterly Total	36		12			17		38			103

TABLE 2-7 (B)

DISTRIBUTION OF OFFENSES

Year 1974	Jan.-Mar.		April-June		July-Sept.		Oct.-Dec.	
	1st Admission	More than 1 Admission	1st Admission	More than 1 Admission	1st Admission	More than 1 Admission	1st Admission	More than 1 Admission
Client Status	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.
<u>Offense</u>								
Homicide			1					
Robbery	3	8	1	5	2	8	5	1
A & B		1		4		1	5	1
Burglary	1	9		2	5	1	1	2
Larceny	2	2	1		3		1	2
Forgery						1		
Sex Offense				2		1		
Narcotics		1		1	1		1	
Weapons Charge	2	2		2	1	1		1
RSG	2			2	1	2		1
Other	3	2	1	1	6	1	8	2
TOTAL	13	25	1	2	7	29	2	3
Quarterly Total		41		41		38		27

TABLE 2-8

NUMBER OF CLIENTS ADMITTED

By Quarter

Year 1973	Jan-Mar.				April-June				July-Sept.				Oct.-Dec.			
	1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission	
Client Status	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.
No. Admitted	0	36	0	0	0	11	0	1	2	15	0	0	8	27	1	2
Quarterly Total	36				12				17				38			
Cumulative Total	36				48				65				103			

Year 1974	1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission	
	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.
No. Admitted	13	25	1	2	8	28	2	3	7	28	2	1	3	23	1	0
Quarterly Total	41				41				38				27			
Cumulative Total	144				185				223				250			

TABLE 2-9

NUMBER OF CLIENTS IN RESIDENCE

By Quarter

Year 1973		Jan-Mar.				April-June				July-Sept.				Oct.-Dec.			
Client	Status	1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission	
		Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.
No. In Residence		0	21	0	0	0	21	0	1	0	20	0	0	0	21	0	2
Quarterly Total		21				22				20				23			

Year 1974		Jan-Mar.				April-June				July-Sept.				Oct.-Dec.			
Client	Status	1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission		1st Admission		More than 1 Admission	
		Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.	Temp.	Perm.
No. In Residence		0	20	0	2	1	23	0	1	2	19	0	0	4	28	0	0
Quarterly Total		22				25				21				32			

TABLE 2-9A

Number of Clients Discharged by Quarter and
Type of Discharge.¹

Client Status	Discharge Status*	1973								1974								Total																							
		Jan-Mar.		Apr.-June		July-Sept.		Oct.-Dec.		Jan.-Mar.		Apr.-June		July-Sept.		Oct.-Nov.																									
		PP	US	PP	US	PP	US	PP	US	PP	US	PP	US	PP	US	PP	US																								
		A	I	D	O	A	I	D	O	A	I	D	O	A	I	D	O																								
1st Admission	Temp.					1		1	7		1	11	1	1		5	2	5	1	1		37																			
	Perm.	3	2	3	6	1	4	3	3	1	7	2	5	2	19	3	2	1	1	11	6	5	3	1	19	4	2	18	6	5	1	2	9	2	1	2	165				
Entered Program More than once	Temp.								1			1				2			1	1					1										7						
	Perm.					1							1	1	2	1	1																			9					
Total by Quarterly discharge status		3	2	3	6	1	4	3	3	1	0	9	2	5	2	1	27	3	2	1	2	23	7	7	3	2	25	7	1	2	0	25	7	6	1	3	10	3	1	2	218
Total by Quarter		15		11		19		35		42		38		42		16																				218					
% learning program on preplanned basis (by Quarter)		20%		37%		47%		77%		55%		74%		60%																											
Total % leaving program on pre-planned basis		59.1%																																							

*Discharge Status
 PP = Preplanned
 US = Unscheduled
 A = AWOL
 I = Incarcerated
 D = Disruptive/undersirable
 O = Other

The RCC was initially proposed as a short-term residence program with a targeted limit of a 3 months stay per resident. Turnover estimates result in an average stay of six weeks for temporary and permanent residents and nine weeks for permanent residents.

2.2 PROJECT RESULTS

The Residential Community Center has been in actual operation for two full years. Staffing is complete. Clientele flow into the program is planned and the program functions at full capacity.

Programming consists of provision of a residence; individual counseling; group sessions; use of community resources for medical and recreational purposes; financial guidance and assistance; and employment development.

Thirteen residents were interviewed at their regularly scheduled evening group session. They were supportive of the Center program and cited the RCC as alternative to detention, the assistance in obtaining jobs, group cohesion, and assistance in obtaining DPA. Program regulations were seen as fair although some felt that visiting restrictions should be lifted.

The RCC has a full-time employment counselor and employment is considered important to the overall Center program. Of the 202 residents admitted to the program over the past two years, only 12 had jobs. The unemployment rate of this group was 94.1%. Of those 190 residents unemployed on entry, 119 were employed at some time during their stay in the Center. The following table indicates employment aspects over the past two years.

TABLE 2-10

Permanent Resident Employment Status on Admittance, By Quarter

	<u>Employed</u>	<u>Unemployed</u>	<u>Total</u>	<u>Unemployed as % of Total</u>
1973				
1st	2	34	36	94.4
2nd	2	10	12	83.3
3rd	0	15	15	100.00
4th	0	29	29	100.00
1974				
1st	0	27	27	100.00
2nd	4	27	31	87.1
3rd	1	28	29	96.6
4th	3	20	23	87.0

TABLE 2-11

Permanent Resident Employment Status in Program and Departure,
By Quarter¹

	<u>Not Employed upon Entry</u>	<u>Unemployed in Program</u>		<u>Unemployed upon Departure</u>	
		<u>Total</u>	<u>As % of Entry</u>	<u>Total</u>	<u>As % of Entry</u>
1973					
1st	34	8	23.5	15	44.1
2nd	10	3	30.0	6	60.0
3rd	15	8	53.3	10	66.6
4th	29	12	41.4	16	55.2
1974					
1st	27	13	48.1	24	88.9
2nd	31	13	41.9	21	67.7
3rd	29	7	24.1	18	62.1
4th	23	15	65.2	17	73.9

¹Some residents admitted in 3rd and 4th Quarter of 1974 are still in program and figures will change.

The relative effectiveness of employment placement by the Center could be ascertained by the placement rates of public employment agencies and employment oriented programs of the Department of Probation and the Pennsylvania Board of Probation and Parole. In the current absence of such rates, the Center does appear to be actively and successfully seeking employment for Center residents in a period of generally high overall unemployment.

Retention of jobs appears to be a problem. Of those placed in jobs, 43 again became unemployed and were unemployed upon departure from the program. An analysis of this phenomenon may point to programmatic changes to assist residents in retaining their jobs. Possible assistance may include job counselling, additional training and discussion of job difficulties in group sessions.

The Residential Community Center is accomplishing its objectives of providing adult offenders and detentioners a residence and services. Eventual impact on behavior and community performance of these residents is expected. In the final data collection, information on performance of probationers will be collected and analyzed. Since clients referred by the Pretrial Services Division (ROR) are becoming a substantial portion of the Center population, a preliminary review on their performance (appearance at court) was conducted. The following table shows appearances and failure to appear of clients admitted to the Center on conditional release.

TABLE 2-12

Clients Admitted on Conditional Release *

Client	No. of Charges	Appeared for Trial	Willfully Failed to Appear for Trial	Scheduled Trial Appearances
1	2	2	0	2
2	1	1	0	1
3	2	0	4	4
4	1	1	0	1
5	1	0	1	1
6	2	1	1	2
* 7	1	1	0	1
8	1	1	0	1
9	1	1	0	1
10	1	1	0	1
11	1	0	1	1
12	1	0	1	1
13	1	1	0	1
14	1	1	0	1
15	1	1	0	1
16	1	1	0	1
17	1	1	0	1
18	2	2	0	2
19	1	0	1	1
20	1	1	0	1
21	1	1	0	1
22	1	1	0	1
23	1	0	1	1
24	1	1	0	1
25	1	1	0	1
26	1	1	0	1
27	1	1	0	1
28	1	1	0	1
* 29	3	3	0	3
30	1	1	0	1
31	1	1	0	1
Total 31	37	29	10	39

*Five clients presently in the Center are excluded.

Of the 31 persons admitted on conditional release, 7 or 22.6% willfully missed a scheduled trial appearance. Analysis of this figure is complicated by the non-comparability of published data. The Pretrial Services Division releases information on willful failure to appear as a proportion of scheduled appearances. For calendar 1973 this ratio was 5.8%. The Center clients were scheduled for 39 appearances and, with 10 willful failures to appear, the ratio would be 25.6%. In addition, the clients referred to the Center constitute a grouping different from the total ROR clientele.

2.3 PROJECT COMPLIANCE WITH EEOC

The Adult Probation Department, as a component of the Common Pleas and Municipal Courts, is incorporated in the EEO program which is on file in the office of Court Administrator Personnel at 710 City Hall. According to staff and service population composition, the Residential Community Center is in compliance with employment guidelines.

TABLE 2-13

Project Minority Representation

Project Staff ¹	Black Male	Black Female	Spanish Surname	Total Minority	White Male	Total
Total	9	3	1	13	3	16
Distribution (%)	56.3	18.7	6.3	81.3	18.7	100.0
Service Population						
Fiscal Yr. 1974						
Total	79	0	2	81	56	137
Distribution (%)	57.6		1.5	59.1	40.9	100.0
1974 ²						
Total	121	0	10	131	16	147
Distribution (%)	82.3	0	6.8	89.1	10.9	100.0

¹Includes 3 part-time personnel

²Admittances to November 27, 1974

For Fiscal Year 1974, 70% of the percentage of the minority in the service population was 41.3%. The minority staffing of the project was 81.3%, almost double that of the required staffing proportion.

In 1974, the composition of the service population changed and proportionately more minority clients are being admitted. A consequence of this shift is that proportions of the staff and clientele are more nearly equal. The project is still substantially in compliance with guidelines with 70% of the percentage of the minority in the service population calculated at 62.4% as compared to minority staffing at 81.3%.

2.4 PROJECT BUDGET REVIEW

The total current budget for the Residential Community Center is \$260,360. With an average daily clientele of 25 for 1974, the cost per resident annually is \$10,414. The ratio of clients to full-time staff is approximately 2 to 1.

Two items, rent and food, constitute 30.4% of the budget. The rental for 5,000 sq. ft. is \$44,400, or \$8.88 per sq. ft. The net cost for food (excluding \$2,266 carryover in inventory) is \$20,444. Cooks' salaries total \$14,279. The cost per meal is estimated at \$1.50.

2.5 INTERIM FINDINGS AND RECOMMENDATIONS

The Residential Community Center is accomplishing its project objectives. Noteworthy are the cohesion of the residents, employment placement activities, community location and relationships, response to individual requirements of a diverse resident population, flexibility to meet referral agency needs and approach to utilization of community resources.

2.5.1 Previous Evaluation Issues

The previous evaluation raised questions regarding the adequacy of the YMCA and the possibility of the program being an alternative to probation rather than incarceration.

The cost of the facility at \$8.88 per sq. ft. may be excessive but would have to be weighed against residential alternatives and available neighborhood locations. Community acceptance would have to be won again with project relocation.

The summary of reasons for referral show alternatives to incarceration and from incarceration increasing. To the extent that Pretrial Services referrals increase, the Center is providing an alternative to detention.

2.5.2 Project Development and Funding

A concern of the project director is training and utilization of staff with emphasis on effectiveness of para-professionals. Interviews for preparation of the refunding evaluation report will address this question.

While cost of food is a large item, there may be additional benefits from the encouragement of group awareness that can result from the taking of meals. The alternative of meal tickets or allowances would approximate the estimated \$1.50 per meal.

The overall cost of the Center per annual resident may be high, but comparisons with similar community projects are required before conclusion can be drawn. This issue will also be pursued in the final phase of the evaluation. Funding decisions by the Adult Probation Department and the Regional Council may be affected by this analysis.

The RCC presently is limiting the number of conditional releases to 7 or 8. The increasing demand for Center capacity from the Pretrial Services Division indicates that a Center specializing in these referrals may be necessary. The proper agency for considering such an undertaking is the Adult Probation Department.

2.5.3 Project Effectiveness

Center residents feel that the RCC is providing a needed service and is affecting their life styles. The follow-up data collection and analysis of the evaluation will estimate the impact and extent of the Center on return to criminal behavior. Proposed comparison groups are general supervision probationers and Pretrial Services conditional releasees.

END