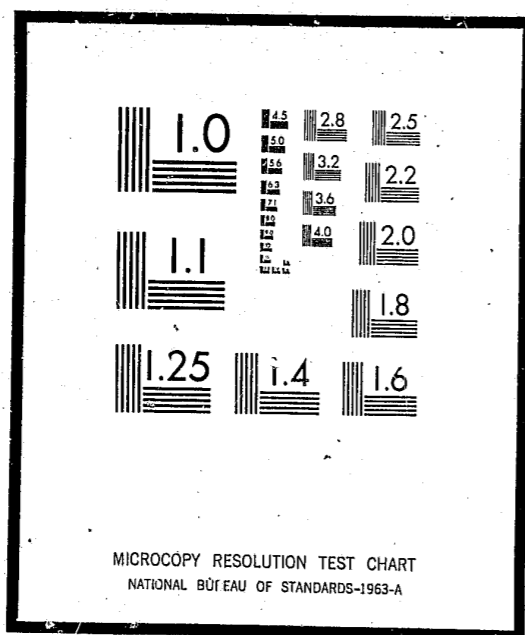


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Evaluation

Philadelphia -
PPWGO? - Final Evaluation Report
Services for Women Offenders (#PH-163-73A)

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March 8, 1974

Submitted to: Kenneth J. Reichstein, PhD
Chief - Eastern Office
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Governor's Justice Commission

Section I. Summary of Evaluation Report

1. Objectives and major activities of the project:

A. Objectives:

Major objectives are to reduce crime; expand community treatment and manpower resources; and provide information, policy and program consultation to specialized agencies in the field.

B. Activities:

Providing direct social services to individuals and groups of women in the Philadelphia House of Corrections, the State Correctional Institution at Muncie, and in the community. This also include taking conditional release women under ROR.

Developing consultative services to agencies providing services to women offenders.

Training community persons to work with women offenders.

Developing and disseminating reliable quantitative data on women offenders through a data bank.

Articulating all these activities with other state-wide and regional activities, often in conjunction with the CEA (Community Education and Action) arm of the overall PPWGO organization.

2. Summary of major results, findings and recommendations:

A. Results, Findings:

Based on the evaluator's close contact with the project, written records, monitoring of requests for PPWGO information, and above all, a strikingly favorable and positive survey of agency and community persons worked with by PPWGO staff (see Appendix III for details of this survey) the results are:

The development of new services for women in the House of Corrections as well as some developing research on women offenders at Muncie are results in excess of original projections.

Other direct services to women along with the community and agency consultation-education activities of this project both indicate a high degree of effectiveness in terms of enhancing

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client well-being; providing agencies and persons with needed information; and in terms of general education about the problems of women offenders.

Overall, PPWGO emerges as a unique, competent, vitally necessary agency which provides an integrated balance of direct social services to women offenders; freedom to experiment with new programs; resources for generating policy proposals; and able to provide direct educational-informational consultation along with organized citizen activity in conjunction with its CEA arm. The non-credentialed, para-professional staff, several of whom were themselves once women offenders, have developed measureably over the past three years of this project in terms of their own effectiveness as well as competencies.

Projected results in terms of developing and training community persons to provide resources for women offenders did not eventuate. Discussion on this is found later in this report.

The data bank and ROR thrusts of the have thus far been stalled due to legal conditions beyond the project's control.

B. Recommendations:

That PPWGO continue its focus on direct service activities. One of the areas of greatest needs is in providing the vital link between incarcerated women and their families and other community connections.

That PPWGO continue to be available and also initiate informational-consultative activities with its wide-ranging community and agency constituency.

That PPWGO develop ongoing educational programs focused in specific on high school and college students.

That PPWGO begin to consider whether a future direction might not include an expanded diversion program for women offenders.

That PPWGO take steps to focus on three areas of internal organization-operation which require improvement for the sake of more effective project functioning:

- better internal coordination and communication among project staff
- better liaison and communication with other criminal justice agencies with whom they work on an ongoing basis.
- better case record keeping system.

Section II. Project Activities

1. Original goals, objectives and problem focus of the project:

The original goals included provision of community treatment for women; development of manpower and resources for that purpose; and work towards crime prevention and reduction among women offenders and women at risk.

The problems focused on included the inadequacy of programs, manpower and resources for women offenders; the lack of community involvement; and the need for information and program guidance to those specialized agencies already dealing with women offenders.

2. Project Activities:

Development of a data bank to provide reliable quantitative information on women offenders in the criminal justice system.

Direct social services to women clients already classified as offenders within the criminal justice system. Such services are provided at the Philadelphia House of Corrections and the State Correctional Institution at Muncie as well as in the community. In addition, the project provides social services for self-referred women not classified as offenders.

Recruitment and training of community persons as a means of developing community resources for women offenders.

Consultation to specialized agencies as a means of providing information and program guidance to such agencies.

General information, policy, and program consultation (in conjunction with the CEA arm of PPWGO) throughout the state and beyond to individuals, agencies and organizations with an interest in women offenders.

Section III. Evaluation Activities

1. Nature, extent and timing of evaluation activities:

Continuous discussion with project staff, singly and in groups; formally and informally; in person and by telephone throughout the project year. Such discussion have averaged at least once a week by telephone and 2-3 times per month in person.

Continuous monitoring of all written materials, both internal and external throughout the project year. This has occurred on a monthly basis.

Review of case record materials prepared by project staff. This has occurred three times; in July and October, 1973, and in February, 1974.

Contact with Dr. Clorinda Margolis, Jefferson Hospital consultant to the project to gain background information and to plan evaluation activities for staff. Such contacts occurred monthly from October, 1973 through February, 1974.

Leadership (along with Dr. Margolis) of problem-solving sessions with project staff focused on internal problems of administration, coordination, communication. Two such sessions were held in January and February, 1974.

Design of a retrospective study intended to produce outcome data on women worked with by PPWGO. This study which was implemented by Ms. Nancy Renner, Project research person, has not yet been completed due to slowness in data from the City of Philadelphia Probation Department. (see Appendix I for Ms. Renner's report on the status of this project).

Discussion at monthly intervals with Ms. Renner of the plans for the Data Bank. A legal restriction on data access has thus far held up this part of the project. (see Appendix II for Ms. Renner's report on the status of this activity).

Analysis of requests for PPWGO informational materials provided by project staff in February, 1974.

Design of site-visitation and group evaluation by Dr. Margolis' staff during December and January, 1974. This activity was not carried due to communication problems between the evaluator from Dr. Margolis' staff and project staff persons.

Design of group evaluation reports to be completed by project staff in consultation with Dr. Margolis. Such reports have not been completed by staff.

A telephone and on-site survey of agency and community persons with whom project staff had consultative contact from September through December, 1973. The survey was undertaken by the evaluator and a research assistant during February, 1974.

2. Data and information used in this evaluation:

The results of the telephone and on-site survey are to be found in Appendix III of this report. Inasmuch as 25 of 33 possible respondents were contacted and responded with complete data this survey is presented as reflective of the community and agency impact of the PPWGO program and staff.

The evaluator's impressions and judgments based on his close and continuous observation and participation with staff. This data constitutes participant-observer information which gains from close informed contact and is limited by elements of subjectivity and involvement. In this case the evaluator suggests that the positive results of such field study outweighs any elements of subjectivity.

Reports by service staff on direct individual and group services to women offenders and self-referred women, both in the House of Corrections and Muncie institutions and in the community. This data is limited by inconsistent case record keeping procedures, incomplete reports, and lack of validation from an independent source. At the same time the data does provide useful insights into the range of service.

Monthly time and efforts sheets of staff indicates staff activity and focus. Within its limits it is valid data.

An historical sense of the program development over a three year period through reading past evaluation reports. This is useful data for the development of a perspective of the project process over time.

Overview of PPWGO informational materials and requests for same. This data, within its limits, is valid.

3. Limitations of the evaluation effort:

Data bearing on the nature and impact of casework and group work services leave much to be desired. The limitations stem from three factors: inadequate record keeping and reports from project staff; the non completion of the design for a retrospective study mentioned above; and the fact that both on-site evaluation to be done by Dr. Margolis' staff as well as group evaluations by project staff did not take place.

In the remaining time, from April through June, 1974, the evaluator will move to develop better data in this area through redesign and implementation of evaluation activities which will not be held up by previous problems noted just above.

4. Recommendations for future evaluation efforts:

Evaluation of case work and group work services in the next project year will require revamping and developing of an adequate case record keeping system which is consistent for all project staff. Helping staff set up such a system will constitute a priority task for the evaluator.

In the future the evaluator will need to hold control of all evaluation activities. The attempt to develop such with the help of the outside agency referred to above was not successful.

In all other respects the project staff were a model of cooperation, responsiveness and openness to the evaluation effort.

Section IV. Project Results

1. Results, and any differences from the "Anticipated Results" outlined in the Subgrant Application:

A. Several Project activities did not result in a level of activity outlined in the subgrant application:

The data bank did not materialize.

The goal of training 45 community leaders was not realized. In fact, only a few women in one group were contacted.

The goal of 5 women a month to be approved for ROR status through conditional release to PPWGO was not achieved. A total of 5 women for the entire year were approved for ROR.

B. Several other Project activities resulted at a level roughly commensurate with the subgrant application:

The objective of providing consultation and contact with 10 agencies and about 30 professional persons was realized.

The objective of providing individual services to 140 women and group services to 70 women was, without any precise accounting, achieved. The lack of precision here is due to several factors. The first is that PPWGO staff provide the only liaison for many institutionalized women and therefore respond with numerous one-time services. The total number of such contacts far exceeds the 140 figure. At the same time continuing service in depth may not achieve the figures. Additionally, the development of comprehensive interviewing for educational, ROR, and skills training programs at the House of Corrections (in both individual interviews and through groups) since late Fall provides services beyond those originally anticipated.

C. And, finally, several activities exceeded the levels anticipated in the subgrant application.

The original subgrant application did not project the high level of activity and service at the House of Corrections which comprises a newly developed program which moves well beyond the subgrant application.

The development of a large-scale study of women at Muncie over a 15 year period (see Appendix IV for the project researcher's report on this) constitutes another result which exceeds original subgrant projections.

2. What factors led to results other than those anticipated?

A. Factors external to the Project and its operations:

Where the data bank was concerned a Supreme Court Ruling made the necessary data legally unavailable.

Where the ROR program was concerned the client population simply could not fit the stated conditions for inclusion in an ROR project.

Where training of community leaders is concerned there is probably less community interest and more community resistance to involvement with women offenders than was anticipated originally.

Additionally, the fact that the service staff are para-professionals may not make their services as legitimate in the eyes of some persons accustomed to working with professionally credentialed people.

B. Factors internal to the Project:

Staff could probably make good use of further skill training in community organization in order to reinforce its already active community and agency out-reach and consultation.

To the extent that both quality of services to women given directly as well as work with specialized agencies suffers from inadequate coordination and communication within PPWGO the project needs to take remedial action. As indicated in the Summary Findings above the evaluator suggests that better accountability and coordination of services is needed.

To the extent that accountability and coordination are weakened by inadequate record keeping the project, as indicated above, needs to upgrade its case record keeping system.

To the extent that community work can be enhanced, better working arrangements between service staff and CEA staff are needed.

3. Impact of the results of the project:

A. The problem as outlined in the "Problem" section of the Subgrant Application:

There has been high impact in terms of information and program guidance to specialized agencies working with women offenders. In addition, there has been high impact in terms of sensitizing agency personnel to the problems of women offenders.

There has been high impact in terms of direct services to women in the Muncie and House of Corrections programs specifically. The liaison function between prisoners and families and development of community resources for prisoners soon to be released receive high praise from respondents.

There has been some beginning impact in terms of general community interest. Although the target goal of training community persons was not achieved the recently developed educational programs for high school students have had impact.

B. The criminal justice system and/or crime reduction:

It seems clear that to the extent that maintaining contact with their families and ongoing community life is helpful to institutionalized women PPWGO has impact on the rehabilitative objectives of the criminal justice system.

In addition, to the extent that the existence of a well informed, flexible, service-based organization such as PPWGO provided needed information, consultation and action throughout the state there is a long-run impact on crime to be expected.

4. Do the results of the project clearly indicate success or failure?

A. Results which clearly indicate success:

The direct services to institutionalized women and the program development at the House of Corrections are clearly successful.

PPWGO staff's role as expert, responsive persons to the community at large and to specialized agencies working with women offenders indicates considerable success.

B. Results which clearly indicate failure:

The program for training of community persons to work with and provide resources for women offenders is a failure.

C. Results for which no firm conclusions are possible.

Both the ROR program and the Data Bank project can not be evaluated as either success or failure due to the fact that circumstances beyond the project's control intervened. Where the Data Bank is concerned current research activities by the project researcher may well produce significant results by the end of the project year.

5. How do the results of this project compare with:

A. Results of other projects using a similar approach?

The evaluator is not in a position to answer this since he is not aware of any similar projects.

B. Results of other projects using a different approach?

In this evaluator's opinion PPWGO project results are superior to both conventional agencies as well as community action projects. The conventional agency is overwhelmed with demands for immediate service and is not in a position to foster imaginative, risk-taking, comprehensive programs. Community action groups, on the other hand, often can not legitimate their policy thrust in that they usually lack contact with the client group they seek to provide for.

PPWGO is unique in combining these two elements in a balanced integration of service, program development, community education, state-wide action, and regional and national out-reach.

On the other hand recent reports from the National Council on Crime and Delinquency indicate that diversion from the criminal justice system at the point of entry may be a highly impactful program direction with a known result of reduction in crime among those served.

C. The result which might have been expected in the absence of the project?

The answer is clear. Time after time respondents from both professional agency and community groups made such statements as: "I don't know what we would have done without her...I could use ten more like her" (referring to project staff work at the House of Corrections. Or, "her work is so important to the women". Or, "I really received an education from Ms. X's visit". The findings from the respondents as a group are overwhelmingly positive. (See Appendix III)

It is clear that without PPWGO many scores of women and their families would have supported even more cruel a deprivation than imprisonment as such has meant for them. On another level it is clear that there is no other agency other than PPWGO to whom professional workers, community people and students can turn to for advice, information, emergency service. And, finally, there is no other agency who can mount any kind of public information, social action, coordination and expert testimony about the problems of women offenders.

6. What were the unintended consequences of the project?

There were no known negative unanticipated consequences.

On the positive side the development of the ambitious House of Corrections program and the developing Muncie research project are noted. (see Appendix IV for a report on research now under way at Muncie).

7. Did the results justify the cost of the project?

To the extent that the PPWGO provides a unique and needed service in an effective fashion, and that the project has the impact suggested by this evaluation, it would appear that the cost of the project is justified.

Section V. Conclusions and Recommendations

1. Conclusions:

Although some projected results were not achieved this evaluation suggests a primarily active and effective project year. Looking back over three years of project activity one notes a steady upgrading of project personnel and their effectiveness. One notes also, be referring to past evaluations, how the project staff have diversified their programs and continued to put energy and imagination into their services.

PPWGO is a unique entity, as already suggested above, and one whose programs and projects merit continued support with public moneys.

2. Recommendations:

That PPWGO continue its range of activities in the general community as well as with those specialized agencies serving women offenders. Further, that PPWGO project staff continue their broad professional and out-reach activities on a regional and national level.

That direct services to women, especially those incarcerated, be continued.

That PPWGO undertake internal self-study towards the goal of such staff restructuring so as to provide better accountability, coordination and communication both within PPWGO and with those agencies whom PPWGO has close working relationships.

That the case-record keeping system be revamped so as to provide more consistent, comprehensive, and precise data on case work services.

That PPWGO consider special outreach to educational institutions, ranging from Junior High through High School to undergraduate college students as constituting a responsive and appropriate community.

That PPWGO begin planning towards a possible role in diversion of women from the criminal justice system in a comprehensive manner - perhaps utilizing the NCCD projects as a possible model. Demonstrating the effectiveness of such activity with women offenders might be a uniquely possible role for PPWGO.

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FINAL EVALUATION REPORT - PPWGO Project

Appendix I. Data Bank

1. In consultation with various officials at the Philadelphia County Prisons, information which PPWGO wished to obtain on detained and sentenced women - such as number of dependent children, educational level and marital status, were added to those items which are asked by intake interviewers at the prisons. When a new Records Analyst is hired, this information will be put on the COJINT computer system and additional social information will be collected and processed.

- II. Social census data is now being collected on nearly all persons who are arrested in Philadelphia County by interviewers for the ROR-Court Bail Program. This data is currently not available for research purposes because a Supreme Court decision restricted the release of such information as of September, 1973. PPWGO is attempting to have the release statement which arrested persons now sign, amended so that this information can be used for the data bank. Individuals would not be identified.

Appendix II. Evaluation of Services to PPWGO Clients

The purpose of this evaluation was to find out what outcome data is available on women serviced by PPWGO and known to the Philadelphia Probation Department, and to compare possible differences in the current life situations of women who were seen by PPWGO staff with a matched sample of Probation Department clients who were not seen by PPWGO staff.

A preliminary sample of PPWGO clients consisted of those women who had been contacted at least three times between February and June of 1973. Excluding those clients who were seen at the SCI for Women at Muncy and are therefore known to the State Parole Board, this sample numbered 69 women. Women who could not be identified by Police Photo number (32), were eliminated from the sample because of the difficulty in identifying them in Probation Department files. The remaining women (37) were seen by PPWGO staff from 3 to 43 times during the five month period. Services provided included employment, drug, housing and emotional problem counseling.

Researchers at the Probation Department agreed to select a matched sample of their female clients using the criteria of age, race, educational level, work history, use of drugs, mother of children and past criminal history. Because of the legal problems in the use of Probation Department files by outside agencies, their researchers also agreed to analyze the outcomes of both samples. This work has not been completed.

Appendix III - Final Evaluation Report - PPWGO

Findings of a telephone and site survey of community and agency respondents with whom PPWGO has had contact Sept - Dec., 1973:

1. Purpose: To elicit data from community and agency persons with whom PPWGO staff had contact in order to assess impact and effectiveness of PPWGO staff's direct services, consultation, education activities.

2. Population studied: An attempt was made to secure data from the entire universe of persons through personal interviews and telephone interviews.

The population was divided into two-subgroups: (1) those professional persons most directly involved with the direct services of PPWGO (all respondents were from either the City Probation Department or the Philadelphia Prisons) and (2) those community and professional persons with whom PPWGO had consultative and planning or informational contacts.

3. Rate of Return:

- (1) For subgroup (1) 8 of 10 persons responded
- (2) For subgroup (2) 17 of 25 persons responded.

For the entire survey we have 25 of 35 possible respondents for a response rate of 71%.

4. Results of the Survey:

(1) This subgroup of eight professional persons were asked to circle responses on a standard response scale for nine items. In addition, they were asked several open-ended questions and were interviewed around any leads derived from the standard items.

In response to three items focusing directly on quality of service to clients by PPWGO staff and estimates of professional behavior on the part of PPWGO staff the following are the responses.

Item: "The clients I have referred to PPWGO have received:

Excellent Service	$\frac{N}{2}$
Good Service	3
Fair Service	1
Poor Service	1
Very Poor Service	1

Item: "In my contacts with PPWGO staff I have found them to be":

Very helpful	$\frac{N}{2}$
Helpful	2
Sometimes helpful, sometimes not	3
Not helpful	1
Problematic	

item: "In my opinion, the PPWGO staff have been:"

	N
Extremely reliable	4
Reliable	4
Sometimes reliable, sometimes not	1
Unreliable	2
Extremely unreliable	2
No answer	1

Discussion: It would appear that as far as service to clients is concerned the PPWGO services receive high marks. However, where relationships with other staff are concerned there appears to be somewhat lesser satisfaction. Further exploration found some comments from number of respondents that they perceived problems around PPWGO staff checking in, replying to messages, and following up. This would appear to be symptomatic of possible problems in coordination.

The following items are displayed as follows:

Items	Responses- N = 8					Don't Know
	Defi Yes	Yes	Neither Yes/No	Defi. No	No	
*PPWGO performs a valuable service in the community	1	4	1	1	1	1
I would like to see the services of PPWGO expanded	3	4		1		
The quality of my service to clients is enhanced by work with PPWGO	1	4	1	1	1	
I have gained insights into the problems of women offenders from my contacts with PPWGO staff	1	2	1	2	2	
I would like to continue working with PPWGO staff	1	4	1	1	1	
Total Across All Items	7	18	4	5	5	1

Discussion: Dropping neutral responses ("Neither yes nor no") and the one don't know answer and grouping both responses at either end of the scale we note; Definitely yes + Yes = 25
Definitely no + No = 10

That is, about 71% of all responses indicate a favorable or positive attitude towards PPWGO on the part of the respondents.

In examining the items we note some differences - where services are concerned PPWGO receives the highest vote of confidence. Where the professional persons' own work and understanding is concerned there is a somewhat lower positive response. It is noteworthy to this evaluator that even on the item relating to "gaining insight" 3 of 8 professionals acknowledge that the

non-credentialed para-professional PPWGO staff contributed to their understanding.

Even more remarkable 5 of 8 professionals indicated that contact with PPWGO staff enhanced their own work with clients.

In summation, it would appear that this group of professionals in a position to monitor the service-giving ability of PPWGO come away with a positive estimate and evaluation of their competency and the worthwhileness of PPWGO staff and program.

(2) This subgroup of 17 persons representing the following sources: criminal justice agencies, N = 5
other agencies N = 7
community persons/groups N = 5

were asked eight standard items by a telephone interviewer who, however, used a variety of approaches and ordering of items according to the responses and resistances of the respondents. In this subgroup the responses are so overwhelmingly positive as to not only confirm, but extend the high positive findings from the previous professional subgroup.

In the display below responses of the total of 17 persons are divided into two or three responses per item:

"Was this contact useful/helpful to you in your programs?" Helpful, N = 14; Not Helpful, N = 1; NA, N = 2

"Would you work with PPWGO staff again?" Yes, N = 16; No, N = 1

"Did you learn any new information or gain insight about women and girl offenders?" Yes, N = 10; No, N = 5; NA, N = 2

"Have you made any changes in what you or your organization does as a result of contact with PPWGO?" Yes, N = 9; No, N = 7; NA, N = 1

"Do you have any criticism about the way PPWGO worked with you or your group/agency?" No criticism, N = 12; Negative comment, N = 3; Suggested improvement, N = 2

"What do you think of the PPWGO program and the things that they do?" Favorable, N = 13; Negative, N = 1; No Opinion, N = 3

Again we note that where the two most rigorous items are concerned; "any new information" and "have you made any changes", the greater number of responses indicate yes. This is extremely impressive, again considering that the point of reference is a para-professional staff who are for the most part relating to persons who often have more education, professional status and agency experience.

In this subgroup if we sum across items (omitting NA responses) we find 84 favorable and 18 unfavorable responses, or a favorable response rate of 80%.

iiii

Conclusions: The results of this survey would indicate quite clearly that PPWGO staff receive highly favorable evaluations from professional persons with whom they had the major contact among this study (20 of 25 respondents, or 80%) as well as community persons.

The favorable evaluations are somewhat higher where their consultation, education activities are concerned than where direct services are being evaluated (80% against 71%).

One of the paradoxes is that many of the agency and community contacts of PPWGO staff had little or no result. That is, many projects and program objectives did not eventuate. In spite of this PPWGO staff do have a generalized impact on those with whom they work. They are seen for the most part as competent, helpful, knowledgeable and persuasive.

The only patterned criticism, confined primarily to evaluation of direct services, relates to possible problems in coordination and organization of PPWGO services in terms of the internal working arrangements of the PPWGO project.

Addendum: Some of the flavor of respondents' open-ended statements can be gained from the following: (all verbatim): "Generally have been helpful to the women"; "We really love Miss X, just a great worker, wish we had 10 like her"; "Best program for women we have"; "good, worth-while program"; "is only private agency geared to problems of women offenders - is well known even outside Pennsylvania"; "thinks it's wonderful - needs to be spread around"; "feels staff has genuine concern"; "makes extensive use of PPWGO manual".

Appendix IV. Muncy Research Project

Information is being collected from the files of those women who were released from the State Correctional Institution for Women at Muncy, Pennsylvania in 1957-58 and 1970-73. This consists of about 900 cases. The purpose of this study is to compare sentencing patterns in different parts of the state, time actually being served in prison by women, and types of crimes being committed by women for the two time periods.

This research will provide data to answer important questions such as: Is the rate of violent crimes committed by women really increasing and if so, by how much? It will also supply state-wide data on women for comparison with the Philadelphia County data bank information when that is obtained.

END