

May 74

CLEVELAND -
COMPREHENSIVE CORRECTIONS UNIT - EVALUATION
REPORT, MAY 1974

NCJRS

SEP 17 1976

ACQUISITION

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SECTION I

INTRODUCTION AND BACKGROUND

1.1 OPERATING PROGRAM OVERVIEW

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

Figure 1-1 depicts the hierarchical program structure and indicates the projects which are operational. The figure also shows the various projects as they relate to the Performance Management System structure of the ultimate goal, four sublevel goals, five Operating Programs, and 35 projects. The PMS structure was developed to permit reliable and accurate evaluative measurement of program/project effectiveness and efficiency

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

ULTIMATE GOAL

REDUCE STRANGER-TO-STRANGER CRIME AND BURGLARY
5" IN 2 YEARS
20" IN 5 YEARS

SUB-LEVEL PROGRAM GOALS

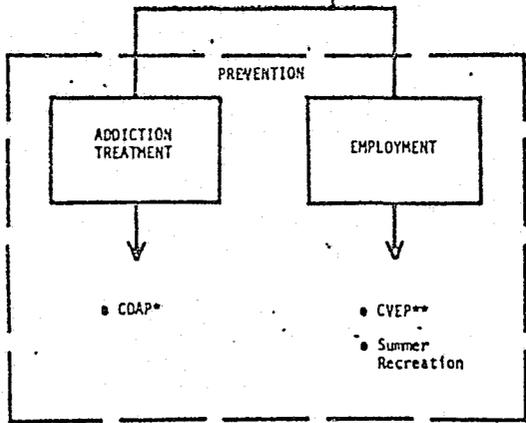
MINIMIZE NEED TO COMMIT CRIME

MINIMIZE DESIRE TO COMMIT CRIME

MINIMIZE OPPORTUNITY TO COMMIT CRIME

MAXIMIZE RISK FOR OFFENDERS

OPERATING PROGRAMS



DIVERSION AND REHABILITATION

DETERRENCE, DETECTION AND APPREHENSION

ADJUDICATION

PROJECTS AND/OR ACTIVITIES

- YOUTH PROJECTS
- Alternative Education (Street Academy)
 - Youth Service Coordinators
 - Youth Outreach
 - Intervention and Developmental Centers
 - Police Athletic League
 - Cleveland Youth Assistance
 - Juvenile Court Development
 - Juvenile Delinquency Treatment***

- CORRECTIONAL PROJECTS
- Comprehensive Corrections Unit
 - Group Homes
 - Community-Based Probation
 - Adult Parole Post-Release (Seven Step)
 - Institutional Post-Release Aftercare
 - Probationary Post-Release
 - Community-Based Supplemental Services
 - Boys' Club Post-Release
 - Big Brothers/Project Friendship Post-Release Follow-Up
 - Cleveland Pre-Trial

- Concentrated Crime Patrol
- Upgrading of Narcotics Related & Felony Investigative Procedures
- Auxiliary Police Training and Equipment
- Expansion of Police Outreach Centers
- Public Information
- Cleveland IMPACT Neighborhood Patrol
- IMPACT Response Time Reduction
- IMPACT Security Patrol for the Elderly
- IMPACT Streetlighting
- IMPACT Awareness

- PRE-TRIAL DELAY:
 - Visiting Judges
 - Prosecutor's Office
 - Counsel for Indigents
- POST-ADJUDICATION DELAY:
 - Pre-Sentence Investigation
 - Diagnostic Treatment Profile
- Cleveland Offender Rehabilitation Project

FIGURE 1-1

CLEVELAND IMPACT CITIES PROGRAM STRUCTURE

*Cleveland Drug Abuse Program
 **Cleveland Vocational Educational Program
 ***Note: A grant application has been submitted and LEAA approval is pending.

with reference to the ultimate goal, the sublevel program goals, and specific project objectives. All of these measures and objectives were set forth in detail in the Cleveland IMPACT Cities Program EVALUATION COMPONENT, a technical document published in June 1973.

The Diversion and Rehabilitation Operating Program was established to minimize the desire to commit crime among key groups within the overall IMPACT target population, specifically pre-delinquent and delinquent youths* and adjudicated offenders. The overall measure of successful performance of this Operating Program is a reduction in the number of juvenile and adult first offenders and recidivists.**

The structure of the Diversion and Rehabilitation Operating Program is complex insofar as the 16 projects, currently funded and operational

*For example, the IMPACT MASTER PLAN noted that "according to the FBI Uniform Crime Report statistics, almost half of the serious crimes are committed by juveniles. In Cleveland, 57 percent of the IMPACT target crimes of robbery and burglary are committed by males under the age of 20." See IMPACT PROGRAM MASTER PLAN - 1972, p. 5-6, Office of the Mayor, IMPACT Anti-Crime Program (1972).

**According to the definition of the National Advisory Commission on Criminal Justice Standards and Goals, "recidivism is measured by (1) criminal acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous three years, and by (2) technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status." See National Advisory Commission on Criminal Justice Standards and Goals, REPORT ON CORRECTIONS, p. 513, Washington: GPO (1973). Where practicable, this definition of recidivism will be used to measure the performance of Diversion and Rehabilitation Operating Program projects. However, inherent data limitations with respect to certain projects may require substitution of a less restrictive definition such as "rearrest recidivism" without complete information concerning subsequent longitudinal judicial and correctional dispositions.

under it, were planned and implemented to respond to a wide variety of social problems and needs, ranging from projects designed to better utilize Cleveland's educational and recreational facilities to projects designed to focus on the behavior of individual offenders attempting to reintegrate themselves into local communities during the post-release phases of correctional sanction. This multi-faceted approach to the minimization of the desire to commit crime imposes special constraints upon IMPACT Program evaluators attempting to apply the full rigor of the Performance Management System (PMS) to the Diversion and Rehabilitation Operating Program.

As a planning and evaluation tool, PMS is a method designed to permit quantitative and qualitative measurement of program effectiveness in terms of a hierarchy of explicitly defined goals and objectives. The initial steps in applying the PMS methodology involve definition of an ultimate program goal (which for IMPACT is the reduction of stranger-to-stranger crime and burglary by five percent in two years, and 20 percent in five years) and then "unpacking" the overall goal in a series of measurable sublevel program goals (such as the minimization of the desire to commit crime), Operating Program objectives, eventually down to the level of project-specific accomplishments. Because the IMPACT goal-setting concept under PMS was intended to be crime-specific, the IMPACT Planning and Evaluation staff assumed that each IMPACT Operating Program and project would contribute, however directly or

indirectly, to the overall goal of IMPACT crime reduction over (initially) a two-year period.

For some time, there has been a major concern that the fundamental assumptions underpinning evaluation of the Diversion and Rehabilitation Operating Program are not fully susceptible to the rigor of the PMS crime-specific program structure. The nature and scope of the Operating Program require a data base supported by sophisticated data collection schemes and data analysis routines. For example, all of the projects, at the time they were initially planned, were predicated on the assumption that baseline data would be available against which to compare project performance data. The comparison of the baseline and project data were intended as the basis for evaluative assessments of individual project effectiveness and efficiency. Over a year of operational experience has shown that while project data can be collected, often on an offender-specific, time-specific, and area-specific basis, commensurable baselines were impossible to develop for detailed evaluation of Diversion and Rehabilitation projects. Either the criminal justice and IMPACT implementing agencies, as part of their routine reporting procedures, did not gather such statistical breakdowns prior to the inception of IMPACT funding, or the projects themselves represented new institutional creations with no previous experience because they were innovative. The consequence has been that evaluation of several Diversion and Rehabilitation projects has been

very restricted in terms of commensurable "before" and "after" data comparisons. This problem is compounded by the inherently long-term nature of many of the projects. The performance results of these projects are not easily measured within two years' time, particularly where client-specific follow-up studies should be undertaken, after IMPACT's action funding has terminated, to determine the extent of project effectiveness.

This is not to say, however, that meaningful evaluations of Diversion and Rehabilitation projects are impossible. Federal experience in the management of large-scale social programs has demonstrated that evaluative rigor is possible if individual projects are evaluated according to the Management by Objective (MBO) approach. MBO is less ambitious than PMS as a management tool. MBO merely insists that each IMPACT implementing agency define its objectives in terms of measurable accomplishments and then monitor the project to insure that the agency indeed accomplished its objectives. MBO does not demand analysis of project alternatives to determine which one might meet agency objectives most effectively and efficiently.* It does, however, require rigorous monitoring of stated objectives. The performance analysis which follows employs both the PMS and MBO approaches, whichever is applicable to the available data.

This evaluation report concerns only one Diversion and Rehabilitation project among 16, the Comprehensive Corrections Unit (CCU) Project.

*For a detailed discussion of MBO, see Havemann, Joel, "Administrative Report/OMB Begins Major Program to Identify and Attain Presidential Goals," NATIONAL JOURNAL (June 2, 1973); and Brady, Rodney H., "MBO Goes to Work in the Public Sector," HARVARD BUSINESS REVIEW (March-April 1973).

The scope of the evaluation covers the first year of IMPACT funding through December 31, 1973. The grant was awarded on February 15, 1973, at which time funding became retroactive to the beginning of the year.

1.2 PROJECT OVERVIEW

The basic objective of the CCU project was to improve the rehabilitative supportive services within the institutional setting of the Cleveland House of Correction. The basis for this objective was that for those offenders who required the more controlled setting of a minimal security institution and hence could not be placed in a community-based correctional setting, rehabilitative efforts were inadequate, producing low rehabilitative potentials. Subsequently, the principal hypothesis of the project was that if improved rehabilitative services were provided within the institution to facilitate the successful reintegration of the offender into the community, then the incidence of criminal offenses committed by the target population would be reduced.

The project anticipated to serve approximately 1,500 inmates in a six-month period with a static clientele of 300 inmates, based on previous data concerning the House of Correction's population. Although the majority of individuals admitted to the House of Correction were last sentenced for misdemeanor offenses, many of the inmates had previously committed serious felonies. Other characteristics of the project's target population include:

- "poor employment stability" and unskilled employment capabilities,
- "moderate to high language skill deficiencies,"
- alcohol and/or drug abuse or addiction records, and
- low level of ability to cope with social and economic problems.

To achieve its main objective, the CCU project essentially was to improve the need assessment capabilities and treatment modalities of the institution, principally through staff supplements. Hence, the project was to focus on a prompt identification of the problem, and subsequently, strive to induce positive behavioral changes for positive rehabilitative results. Thereafter, the project was to initiate or maintain follow-up and referrals to existing rehabilitative community resources to facilitate minimal disruptive transitions from the institution to re-entry. The project's activities and services and the corresponding objectives to be accomplished are presented on Table 1-1.

During the course of the funding year, the project encountered many difficulties in the implementation of its proposed activities due to personnel problems. Limited active staff supervision during the initial months of funding hindered the implementation of CCU's operations. Although a Project Director was installed in July 1973, there were continued personnel problems with respect to the performance of staff job functions which restricted the full implementation of certain activities during the remainder of the year. Personnel shortages* during the entire funding

*The hiring procedures resulted in many needed project staff positions remaining open during the year.

TABLE 1-1

COMPREHENSIVE CORRECTIONS UNIT PROJECT

OBJECTIVES AND METHODS

OBJECTIVES	METHODS
<ul style="list-style-type: none"> • Reduce the number of IMPACT and non-IMPACT crimes committed by the clients; and reduce the recidivism rate of the clientele. • Increase evaluations of inmates to identify those with a high rehabilitative potential. • Increase classification of clients according to needs, and increase proper service planning for clients. 	<ul style="list-style-type: none"> • Establish improved rehabilitative supportive services within the Cleveland House of Correction. • Establish an Ingress Unit as a central intake unit: <ul style="list-style-type: none"> - develop Central Records System to compile a patient profile on all new admissions resulting in a gross screening for suitable project candidates; and - develop Pre-Admissions Screening for a more intensive evaluation of prospective project candidates. • Establish an Egress Unit for further assessment of needs of prospective clients: <ul style="list-style-type: none"> - develop a Central Admissions Committee to determine suitability of inmate for project admission, and subsequently, to outline a tentative treatment plan; and - develop psychological testing program for inmates.

OBJECTIVES

Increase effective services provided by the Service Units: Drug Liaison Unit, Alcohol Unit, Educational Unit, Vocational Unit, and Work-Release Unit.

Increase positive feelings of clients to promote behavioral change and smooth the transition from the institution to the community.

METHODS

- Refine Service Units through staff supplements to fully meet needs of clients:
 - refine Drug Liaison and Alcohol Units which were developed to address the needs of drug and alcohol abusing or addicted offenders;
 - refine Educational Unit which was developed to provide achievement testing, class and individual instruction in basic and remedial courses, GED preparation, art classes, and other courses related to vocational training, and to provide the means for clients to continue their education at a local high school or community college;
 - refine Vocational Unit which were developed to provide vocational guidance counseling, on-the-job training, and job referrals for future placements, and
 - refine Work-Release Unit which was developed to provide the means for offenders to continue previous employment or commence new employment.
- Establish re-entry and counseling services:
 - develop a Pre-Release Unit to provide reassessment of initial service plan, assistance in identifying problem areas and in the development of realistic post-release plans, and when feasible, to make arrangements with community resources, particularly with the IMPACT Institutional Post-Release Aftercare Project, to meet the needs of clients and to assist in the successful reintegration of clients into the community.
 - develop counseling services which would be provided both within and outside the Service Units.

OBJECTIVES

- Increase refinement of the project organizational structure.

METHODS

- Improve organizational structure for project activities:
 - develop ongoing in-service training of existing personnel and orientational training for new personnel; and
 - hire new administrative personnel for positions of Project Director, Intake Coordinator, and Security and Training Officer to maintain higher level of staff capability.

period compounded the preceding difficulties in implementation and limited an intensive level of service in certain areas.

Other administrative and supervisory problems occurred when another IMPACT project, the Institutional Post-Release Aftercare Project*, was physically moved to the Cleveland House of Correction. This project was to serve as the post-release counterpart to the CCU project. Inasmuch as the same individual functioned as Project Director for both projects, difficulties arose in separating the operations and staff of the two projects.

The foregoing difficulties and deficiencies encountered by the CCU project will be discussed to a greater extent in the following sections according to the affected project objectives.

*Both the CCU project and the Institutional Post-Release Aftercare Project were under the same implementing agency, the City of Cleveland Department of Health and Welfare.

SECTION II
PERFORMANCE RESULTS

2.1 EVALUATION APPROACH

In order to evaluate the CCU project, performance measures were established in accordance with the stated objectives in the grant application. These measures included effectiveness measures to assess the results of the project and corresponding efficiency measures to assess how well IMPACT resources were utilized. These measures quantitatively assess project performance results by means of established equations. Two types of data are required for the effectiveness and efficiency measures, expected and actual. Expected data are derived from quantitative objectives listed in the grant application or may be baseline data; whereas, actual data are procured from the project through data collection forms.

Pursuant to the EVALUATION COMPONENT, referenced in Section I, all of the agencies currently implementing IMPACT Operating Programs and projects are requested to collect data concerning the target populations they are serving, the types of services they are delivering, the quality of the services, the resources associated with delivery, and the results of the services -- in short, data permitting measurement of the effectiveness and efficiency of each project. Much of the data which the IMPACT Planning and Evaluation staff intends to analyze is being collected by each project and recorded on a series of Data Collection Instruments (DCIs) specifically

designed for each project. The DCIs in many instances contain data elements which relate to information about offender or client socio-economic backgrounds, prior criminal histories, current legal status in the criminal justice system (if applicable), and client-specific operational data (such as the treatment modality of a drug abuser or the post-release status of a probationer).

A client-specific DCI was developed to gather the required data elements from the project on a quarterly basis. The data elements recorded on the DCI must be aggregated in accordance with the planned evaluative usage. The DCIs are formatted for keypunching onto 80-column batch cards requiring editing, sorting, and verification of data. The value of automation is that it provides eventual computerized storage and analysis of the data for final project evaluation. Due to the three-month interval between DCI data collection and the time required for data processing, a monthly Performance Status Report (PSR) was developed as a necessary supplement to the DCIs. Therefore, the PSR was designed to facilitate data reduction and summarization on a manual basis for interim project evaluation and for more frequent periodic management information purposes. Examples of the DCI and PSR for this project are presented in Appendices A and B, respectively.

Many difficulties were encountered by the CCU project in the proper documentation of project activities and services rendered to the clients. The

source of these difficulties might be attributed to various factors, including limited documentation prior to the installation of the Project Director, personnel not performing in accordance with project functions, confusion between the two IMPACT projects operating at the House of Correction,* and the unfilled statistical clerk position. The outcome was inconsistent, incomplete, and inaccurate data recorded on both the DCIs and the PSRs. These deficiencies were rectified by the project in conjunction with the IMPACT Evaluation staff to the fullest possible extent. The following analysis will be primarily supported by the data gathered on the PSRs.

2.2 PERFORMANCE ANALYSIS AND RESULTS

The performance analysis will be based on the effectiveness and efficiency measures established. The effectiveness of objectives relating to serviced inmates or clients will be assessed in accordance with the percentage of inmates or clients achieving or not achieving the specified objective, depending on data availability. Although no comparative data are available to assess how much of the objective was attained, some reliable judgments can still be made about project performance by taking the factors which affect the results into consideration, such as the target population. For the administrative objective, relevant absolute data will be presented for analysis. No judgments will be made about the project's efficiency in attaining its stated objectives since the necessary comparative cost data are not available. A per capita cost figure based on the total project cost

*When the project's DCIs were originally received, activity and client data from the Institutional Post-Release Aftercare Project were included in the submitted set.

for the first 12 months will be computed for each inmate- or client-related objective. Such a per capita cost figure will not reflect the precise cost per person since not all project funds were expended to achieve one objective.* However, it will reflect the relative cost of each inmate- or client-related objective and will allow for ready comparisons when commensurate cost data become available. Table 2-1 displays the relative effectiveness, absolute data, and cost figures as described above.

The following text presents each objective with a subsequent discussion on the effectiveness performance results. The overall objectives or those specifically relating to the IMPACT goal of crime reduction are presented concurrently.

Reduce the number of IMPACT and non-IMPACT crimes committed by clients; and reduce the recidivism rate of the clientele. No follow-up data are available with respect to the criminal activity of the clients upon release from the House of Correction. Therefore, this objective cannot be assessed for this evaluation. However, client-specific information from the DCIs may be utilized for a subsequent evaluation to determine the number of arrests and convictions experienced by the project's clientele

Increase evaluations of inmates to identify those with a high rehabilitative potential. The Ingress Unit or Central Intake Unit was responsible for initial evaluations of those entering the Cleveland House of Correction.

During the funding year, only one of its two components became operational

*A detailed programmatic cost analysis associating actual expended costs with each project activity and function would determine a precise per capita cost and would require a highly sophisticated fiscal programmatic data base. Such a detailed mathematical analysis was not within the scope of this evaluation.

TABLE 2-1

OBJECTIVE	RELATIVE EFFECTIVENESS	\$ COST PER CLIENT
	Number of Clients Served: 1,782	12 Month Project Cost: \$237,987

Overall:

- | | | |
|--|---------------|---------------|
| 1. Reduce the number of IMPACT and non-IMPACT crimes committed by clients; and reduce the recidivism of the clientele. | Not Available | Not Available |
|--|---------------|---------------|

Project-Specific:

- | | | |
|---|---|----------------|
| 2. Increase evaluations of inmates to identify those with a high rehabilitative potential. | 98% served
65% accepted | \$89
\$134 |
| 3. Increase classification of clients according to needs, and increase proper service planning for clients. | 100% classified | \$134 |
| 4. Increase effective services provided by Service Units:
Drug Liaison Unit,
Alcohol Unit,
Educational Unit,
Vocational Unit, and
Work-Release Unit. | 49% served | \$270 |
| 5. Increase positive feelings of clients to promote behavioral change, and increase smooth transition from the institution to the community. | Not Available | Not Available |
| 6. Increase refinement of the project organizational structure. | 16 training sessions.
1 new administrative personnel | Not Applicable |

due to personnel shortages. The Central Records System was to function as a gross screening activity prior to the more intensive evaluations compiled by the Pre-Admissions Screening. The former component was not implemented since its staff positions remained open during the year; however, the latter became operational in October when one staff position was filled. Inasmuch as only three months of data exist for the Ingress Unit and the Egress Unit was serving as the initial contact with the prospective client during most of the year, the analysis of this objective was based on the data from the Egress Unit. The Central Admissions Committee under the Egress Unit was subsequently performing initial evaluations and was the sole determinant of the suitability of prospective clients for project admission. Of the 2,742 individuals* entering the House of Correction, almost all were served by this component of the Egress Unit; 1,782 inmates who were considered to have a high rehabilitative potential were subsequently accepted into the project as clients.

Increase classification of clients according to needs, and increase proper service planning for clients. All of the 1,782 persons admitted to the project as clients were classified according to their needs by the Classification Unit. This unit was developed as another component of the Egress Unit to work in conjunction with the Central Admissions Committee. For 880 clients, the service plan which was developed included referral to and

*This number not only includes those sentenced to the Cleveland House of Correction, but also those individuals who volunteered to be admitted in order to receive certain institutional services such as those offender by the Alcohol Unit. All volunteers, totaling 229 persons during 1973, were admitted to CCU. Hereafter, the term inmates will refer to both inmates and volunteers.

subsequent receipt of services from the Service Units. The balance of the clientele was referred to other services, such as CCU counseling activities and/or institutional services.

Increase effective services provided by Service Units: Drug Liaison Unit, Alcohol Unit, Educational Unit, Vocational Unit, and Work-Release Unit.

As stated above, 880 clients were served by the Service Units. A brief discussion on the activities of each unit follows. The first two units are presented concurrently because of their interrelationship.

Drug Liaison and Alcohol Units. The project was to supplement the Drug Liaison and Alcohol Units with three additional staff positions. The Drug Liaison Unit was operating effectively under the Treatment Alternative to Street Crime (TASC) Program, locally known as the Cleveland IMPACT Drug Abuse Program, and did not demonstrate any need for additional personnel. In view of this and the difficulties encountered by CCU in hiring qualified staff, only the Alcohol Unit was supplemented with CCU project staff. However, both units served CCU clients as specified in the grant application. Three hundred and thirty-four clients received services from Drug Liaison and Alcohol Units: 94 were treated for drug abuse or addiction and 240 were treated for alcohol abuse or addiction. A significant number of clients, an average of 54 of the 70 enrolled in these units each month, had satisfactory experiences.

Educational Unit. The Educational Unit served 140 clients during the year. Achievement tests were completed on all clients and all clients received class instruction. About half the clients also received individual instructions in basic and remedial educational courses. In addition, eleven clients in this unit were involved in the educational-release program which allows the inmate to leave the House of Correction facility for the purpose of receiving instructions at the local high school or community college.

Vocational Unit. The Vocational Unit operated as a component of the Work-Release Unit and rendered services to almost half or 182 of the clients enrolled in the latter unit. The principal functions of the Vocational Unit were to provide vocational guidance counseling and on-the-job training. From the PSR data, it is impossible to determine the precise number of clients involved in these services. However, at least 126 and possibly all of the clients enrolled in this unit received guidance counseling, and at least 114 were provided on-the-job training.

Work-Release Unit. Twenty-three percent of the total project clientele or 406 inmates were served by the Work-Release Unit. This unit was primarily developed to allow the inmate to leave the facility to continue in his/her existing employment or in the employment obtained through the efforts of the unit. An average of one job referral was made per client needing employment placement each month. A considerable number of this unit's clientele, an average of 49 of the 60 enrolled in this unit each month, were employed. The remaining clients were receiving on-the-job

training or guidance counseling under the Vocational Unit.

The preceding activity data concerning the Service Units are indicative of an intensive level of services rendered to the CCU clients.

Increase positive feelings of clients to promote behavioral change, and increase smooth transitions from the institution to the community. To properly analyze this objective, qualitative reports on clients' personal feelings and on the facility of their reintegration would be needed; however, these reports are not available. Inasmuch as this objective was to be accomplished principally through counseling and the Pre-Release Unit, the amount of services provided to the clientele are presented for analysis.

Personal Counseling. Personal counseling was provided on an individual and group basis. From the PSR data, it is impossible to precisely determine how many of the total clients received counseling due to data overlap. However, on a monthly basis, the PSR data indicate that approximately 133 of the average 170 clients enrolled in the project received individual counseling and 96 clients were involved in group counseling. Of those clients who were rendered individual counseling, each was provided an average of four sessions lasting a total of almost 10 hours per month. The group counseling data indicate that each month, approximately every two clients rendered this service were provided with three sessions lasting almost five hours. The preceding data reflect an intensive level of effort by the project in personal counseling services.

Pre-Release Unit. The Pre-Release Unit's primary function was to assist

the client in a successful reintegration into the community, and a principal activity was to make referral arrangements with other community resources to continue needed services upon release. Four hundred clients who exited the CCU project were referred to another IMPACT project or community agency; and, 95 percent of these clients were referred to the post-release counterpart of CCU, the Institutional Post-Release Aftercare Project.

The status of clients who exited the project may be considered indicative of the project's effects on the client, including positive psychological and behavioral changes, and thus, should be taken into account in this discussion. Of the 1,675 clients who exited the project, 1,207 or 72 percent showed positive results, that is, a satisfactory completion of project activities or a referral to another community resource. This percentage represents a high success rate in project services.

Increase refinement of the project organizational structure. This objective was to be accomplished through ongoing training sessions and the installation of new administrative personnel. In-service and orientational training was not an ongoing process during the year. A total of 33 staff members received 16 sessions of training with each session lasting an average of one hour. Only one of the three proposed new administrative personnel was hired, the Project Director. The other two positions, Intake Coordinator and Security and Training Officer, remained open. Inasmuch as the Security and Training Officer was principally to function as the director of training, the lack of ongoing training might be attributed to this unfilled

position. The success in filling only one of the three positions is indicative of the overall personnel shortage experienced by the project.

Besides the foregoing explicitly stated project objectives, there is an implicit, fundamental objective underlying all other objectives for all projects, namely, to serve the defined target population. The project was to serve 1,500 inmates during a six-month period or 3,000 during one year, based on the 1971 population of the Cleveland House of Correction.* This number reflects that 54 percent of the institution's total population was anticipated to have a suitable rehabilitative potential to be admitted into the project. Although CCU served only 1,782 clients during the year, this number represents 65 percent of the 1973 population of the House of Correction, or an increase in client intake of 11 percent. This was a significant increase for the project considering its difficulties in the full implementation of its activities. The project's population was to consist of first and multiple IMPACT and non-IMPACT offenders. Two hundred and four IMPACT offenders were served as clients; the remaining clientele consisted of non-IMPACT offenders and the small number of volunteers previously mentioned. It should be noted that all IMPACT offenders entering the Cleveland House of Correction were admitted into the project as clients. Over half or 773 of the offender population were multiple offenders when enrolled into the project.

In summary, the project showed significant results for the objectives relating to the services which the project was to provide for the clientele.

*The number of persons entering the House of Correction in 1971 was reported by the CCU project to be 5,222.

The data indicate an intensive level of services for those enrolled in the Service Units and counseling activities and do not reflect any significant deficiencies as a result of the personnel shortage. The next section will conclude this evaluation by addressing the preceding performance results in terms of the PMS and MBO approaches.

SECTION III
CONCLUSION

A causal linkage between CCU activities and crime reduction was postulated by the project's principal hypothesis. Under the PMS approach for evaluation, this causal linkage would need to be confirmed. The establishment of such a causal linkage is not feasible for the reasons specified in Section I. First, it would require a highly sophisticated, client-specific data collection effort to determine the extent of contamination by outside influences. Second, baseline data from a control group composed of the same target population as CCU would be necessary to determine whether the project had an effect, if at all, on the target population.

By employing the MBO approach, the project can be simply evaluated by asking, "Did CCU achieve its project objectives?" Although no comparative data are available to rigorously answer this question, the project did show satisfactory results for the individual objectives which were susceptible to analysis. More significantly, the main objective of improving the rehabilitative capabilities of the House of Correction was attained.

Initial evaluations were completed by the Central Admissions Committee for 2,742 individuals; 1,782 were subsequently accepted into the project for direct service delivery, including classification and the development of service plans. As a result of classification and service planning, 880

clients were referred to and were rendered an intensive level of services by the Service Units. The remaining clients were referred to other treatment modalities within the scope of the project and/or institution. Referral arrangements for the continuation of supportive services after release were made for 400 clients who exited from the project with almost all being referred to the IMPACT Institutional Post-Release Aftercare Project. An additional 807 clients satisfactorily completed their project enrollment.

The reintegration of the offender into the community is a major area of need to be addressed by the Cleveland IMPACT Cities Program. CCU delivered services to 1,782 inmates who otherwise would not have received an adequate level of needed rehabilitative supportive services. In addition, the project demonstrated positive results in achieving its objectives despite the difficulties it experienced with respect to personnel and administration.

For the above-mentioned reasons, the CCU project merits continued IMPACT funding support, albeit under a certain condition which would facilitate future project operations and subsequently improve performance results. It is recommended that the CCU project be restructured to incorporate the functions and activities of its post-release counterpart, the Institutional Post-Release Aftercare Project. The same implementing agency and Project Director served both projects. Thus, the confusion caused by separating the two project staffs, activities, and clients would be eliminated, allowing the administrative staff to attend to the more immediate

problems of staff, the overall supervision of project operations, and insuring the installation of qualified individuals in open staff positions. Combining the two projects would also eliminate duplication of services, and subsequently, would allow for redefining the work organizational structure so project staff might be placed in the area of greatest need. Finally, this restructuring would benefit the clientele under both projects by allowing a more intensive level of services through coordination; and thus, more substantial positive results could be achieved.

APPENDIX A

DATA COLLECTION INSTRUMENT

SECTION III -A

PROJECT DATA COLLECTION INSTRUMENT

COMPREHENSIVE CORRECTIONS UNIT

CLIENT DATA

Client's Name: _____
 Last First Middle

3A-1 Project Sequence (1-7)

Card Number (8-11)

3A-2 Client's Date of Birth Month
 Day
 Year (12-17)

3A-3 Project Entry Date Month
 Day
 Year (18-23)

3A-4 Project Exit Date Month
 Day
 Year (24-29)

3A-5 Reporting Period Ending Month
 Day

3A-6

Length of Reporting Period
(in Calendar Days):

(right justify)

(36-38)

3A-7

Number of Scheduled or
Regular Contacts with
Client During this Reporting
Period

(39-40)

3A-8

Number of Unscheduled,
Informal, or Spontaneous
Contacts with Client During
this Period

(41-42)

A-9

Services Rendered to/for
this Client During this
Reporting Period:

	Number of Contacts	Total Hours Spent	
Individual Counseling	<input type="text"/>	<input type="text"/>	(43-47)
Group Sessions	<input type="text"/>	<input type="text"/>	(48-52)
Alcohol/Drug Counseling	<input type="text"/>	<input type="text"/>	(53-57)
Vocational/Educational	<input type="text"/>	<input type="text"/>	(58-62)
Other (specify): _____ _____ _____	<input type="text"/>	<input type="text"/>	(63-67)

3A-10

Number of Referrals of this Client During this Period to:

Other IMPACT Agencies

(68-69)

Other Community Agencies

(70-71)

3A-11

Client Status at the Conclusion of this Reporting Period

1 - YES

2 - NO

Rearrested

(72)

Employed

(73)

Involved in Vocational Training

(74)

Probation or Parole Violation, or Revocation

(75)

Institutionalized

(76)

Other (specify): _____

(77)

SECTION III-B

PROJECT DATA COLLECTION INSTRUMENT

COMPREHENSIVE CORRECTIONS UNIT

WORKER DATA

Worker's Name: _____
Last First Middle

- 3B-1 Project Sequence C C (1-7)
Card Number 0 0 0 7 (8-11)
- 3B-2 Worker's Status (12)
1 - Professional
2 - Paraprofessional
- 3B-3 Reporting Period Ending Month
 Day
 Year (20-25)
- 3B-4 Length of Reporting Period
(In Calendar Days): (26-28)
(right justify)

3B-5

Activities Performed During
this Reporting Period to all
Clients

	Number of Contacts		Total Hours Spent			
Individual/Group Counseling	<input type="checkbox"/>	(29-33)				
Profile Development	<input type="checkbox"/>	(34-38)				
Alcohol/Drug Counseling	<input type="checkbox"/>	(39-43)				
Vocational/Educational Counseling	<input type="checkbox"/>	(44-48)				
Intake Orientation/ Evaluation Activities	<input type="checkbox"/>	(49-53)				
Post-Release Plan Development	No. of Plans Written		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	(54-58)
Other (specify) _____	<input type="checkbox"/>	(59-63)				

3B-6

Number of Referrals Made
During this Reporting Period

<input type="checkbox"/>	<input type="checkbox"/>	(64-65)
--------------------------	--------------------------	---------

3B-7

Number of Clients Handled
During this Reporting Period

(66-68)

3B-8

Total Number of Rehabilitation
Predictions this Reporting
Period

(69-71)

3B-9

Total Number of Incorrect
Rehabilitation Predictions
During this Reporting Period

(72-73)

APPENDIX B

PERFORMANCE STATUS REPORT

**CLEVELAND IMPACT
PERFORMANCE STATUS REPORT**

Project: Comprehensive Corrections Unit Reporting Period (Month): _____

A. Client Intake Information

1) Central Records System activity during this period.

	IMPACT Crime	Other Felony	Misdemeanor	Other
Number served	_____	_____	_____	_____

2) Pre-admissions screening activity during this period.

	IMPACT Crime	Other Felony	Misdemeanor	Other
Number referred	_____	_____	_____	_____
Number served	_____	_____	_____	_____

3) Central Admissions Committee activity during this period.

	IMPACT Crime First App./Prior App.	Other Felony First/Prior	Misdemeanor First/Prior	Other
Number referred	_____/____	_____/____	_____/____	_____
Number served	_____/____	_____/____	_____/____	_____
Number accepted (new)	_____/____	_____/____	_____/____	_____
Number accepted (returned)	N.A./____	N.A./____	N.A./____	_____

4) Classification Unit activity during this period.

		Offender	Other
Number referred to:	Drug Liaison Unit	_____	_____
	Educational Unit	_____	_____
	Vocational Unit	_____	_____
	Work-Release Unit	_____	_____

5) Criminal status of "new" clients* admitted during this period.

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

6) Number of "new" clients admitted this period from:

Common Pleas Court _____ Municipal Court _____ Other _____

7) Number of clients enrolled at end of period: _____

8) Legal status of clients at end of period:

Sentence/Probation _____ Sentence _____ Probation _____ Other _____

9) Number of "returned" clients admitted this period with a new conviction of:

IMPACT Crime _____ Other Felony _____ Misdemeanor _____

*Those who are accepted and admitted into project.

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

10) Number of clients who exited this project during this period.

	Offender	Other
Satisfactory Completion	_____	_____
Dropped Out	_____	_____
Violation of Rules	_____	_____
Other Unsatisfactory Performance	_____	_____
Continuation in Institutional Post-Release	_____	_____
Referred to Another IMPACT Project	_____	_____
Referred to Community Agency/Project	_____	_____
Other (specify) _____	_____	_____

B. Worker Information

1) Number of project staff at end of period:

	Full-Time	Part-Time
Central Records System	_____	_____
Pre-admissions Screening	_____	_____
Central Admissions Committee	_____	_____
Classification Unit	_____	_____
Activity Units	_____	_____
Other Project Staff Members	_____	_____
Total Project Staff	_____	_____

2) Number of new project staff during this period: _____

3) In-service training of staff during this period:

Total number of staff in training _____
 Number of new staff in training _____
 Number of hours _____
 Number of sessions _____

C. Fiscal Information

1) Project funds expended during this period:

LEAA Funds _____ In-Kind Funds _____ Total Funds _____

D. Activity Information

1) Counseling activities during this period:

	No. of clients	No. of staff	No. of sessions	No. of hours
Drug Liaison Unit				
Drug-Individual	_____	_____	_____	_____
Drug-Group	_____	_____	_____	_____
Alcohol-Individual	_____	_____	_____	_____
Alcohol-Group	_____	_____	_____	_____
Educational Unit				
Individual	_____	_____	_____	_____
Group	_____	_____	_____	_____
Vocational Unit				
Individual	_____	_____	_____	_____
Group	_____	_____	_____	_____
Work-Release Unit				
Individual	_____	_____	_____	_____
Group	_____	_____	_____	_____
Overall				
Individual	_____	_____	_____	_____

2) Drug Liaison Unit activity during this period.

	Drug	Alcohol
Number of clients: IMPACT Crime	_____	_____
Other Felony	_____	_____
Misdemeanor	_____	_____
Other	<u>N.A.</u>	_____
Number of staff	_____	_____
Number of offender clients with satisfactory experience	_____	_____
Number of offender clients with unsatisfactory experience	_____	_____
Number of other clients with satisfactory experience	<u>N.A.</u>	_____
Number of other clients with unsatisfactory experience	<u>N.A.</u>	_____
Number of offender clients referred to CDAP	_____	_____
Number of other clients referred to CDAP	<u>N.A.</u>	_____

3) Educational Unit activities during this period.

Number of clients participating who were:

Referred by Work-Release Program _____

Referred by Alcohol & Drug Program _____

Other _____

Total number of staff in this Unit _____

	No. of clients	No. of staff	No. of sessions	No. of hours
Achievement Testing	_____	_____	_____	_____
Class Instructions***	_____	_____	_____	_____
Individual Instructions***	_____	_____	_____	_____
GED Preparation	_____	_____	_____	_____
Art Classes	_____	_____	_____	_____
Vocational Training Courses	_____	_____	_____	_____
Educational Release (High School)	_____	_____	_____	_____
Education Release (Community College)	_____	_____	_____	_____

Number of visits made by Educational Release Counselor to high school and community college _____

4) Vocational Unit activities during this period.

	No. of clients	No. of staff	No. of sessions	No. of hours
Vocational Guidance	_____	_____	_____	_____
On-the-job Training	_____	_____	_____	_____
Job Referrals	_____	_____	_____	_____

Number of staff in Vocational Unit _____

5) Work-Release activities during this period.

Number of clients needing employment _____

Number of job referrals made _____

Number of clients employed _____

Number of clients in this activity _____

Number of staff providing services for this activity _____

END

7 22/10/1964