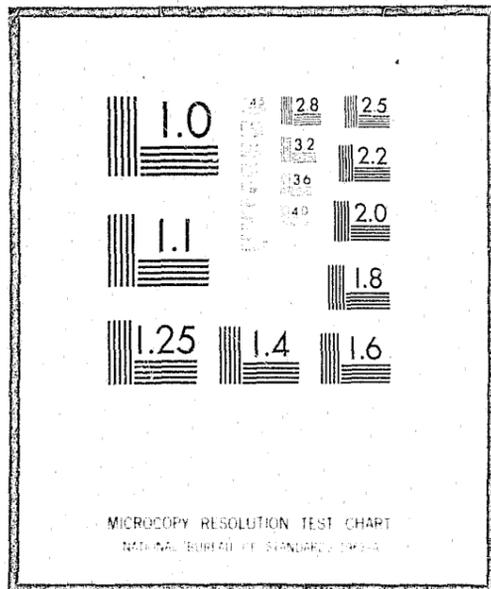


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FINAL EVALUATION REPORT

MODEL CLASSIFICATION AT PHILADELPHIA PRISONS

No. PH-75-C-8B-5 378

NCJRS

MAR 25 1977

ACQUISITIONS

Submitted by
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July 31, 1976

40264

SECTION ONE

PROJECT EVALUATION UPDATE

The following information is an update of the interim and refunding evaluation reports. This first section deals with changes, or lack thereof, in the following aspects of the project: size and composition of staff as affected by E.E.O.C. guidelines, use of professional staff time, effects of staff shortages, use of information in classification, and administrative changes effected by the evaluation.

Personnel Size and Composition.

The prisons continue to have difficulty recruiting and holding staff in the social service units. Present staff complement includes: one (1) director, three (3) social work supervisors, twenty-two (22) social workers, four (4) clerk stenographers, four (4) clerk typists, and two (2) clerks. There are currently four (4) social worker I vacancies (two (2) of which are L.E.A.A. funded), two (2) clerk stenographer vacancies, one (1) records analyst vacancy, and one (1) psychologist will be lost this week (July 19, 1976).

Further, with regard to staff composition and compliance with E.E.O.C. guidelines, we find that to meet full compliance, approximately 59% of the staff should be minority members. As of July 8, 1976, 35% of the total staff was of

minority group membership; with 27% of the professional staff and 60% of the clerical staff being minority members. While the social service unit is not in full compliance with E.E.O.C. guidelines, it should be noted that when given the opportunity they will hire according to E.E.O.C. guidelines. For example, where possible the prisons have transferred correctional officers to social work trainee positions in compliance with E.E.O.C. guidelines.

City civil service regulations also interfere with E.E.O.C. guidelines being fulfilled. There is no guarantee that those who place high on the city civil service test will be minority members, or if they are, that they will want to work at the prisons. The prison has requested that social worker I positions be listed in civil service as correctional social work positions in an attempt to more easily recruit eligible candidates. While this change has been discussed for a lengthy period of time (over 1 year), the Civil Service Commission has not yet effected any change. The evaluators suggest that there be more active attempts by those responsible for hiring to remedy the staff shortages and to recruit a full complement of staff.

Use of Professional Staff Time

Since the interim report there have been major changes in the structuring of staff time at the Philadelphia Prisons.

As of May 17, 1976, a central intake unit has been established. This separate unit has a staff complement of five (5) social workers (drawn from existing social work staffs) and one (1) clerk. The central intake unit is designed to serve four functions: interview each new admission within 48 hours of arrival; screen admissions for critical problems e.g., medical or psychiatric problems and refer to appropriate testing or service; assign admissions to a housing unit; and compile a narrative social history on sentenced inmates so as to facilitate appropriate classification later. The unit has been set up although certain parts are not yet totally operational or operating at complete efficiency. Because of staff shortages, the unit is only operating during the day shift and is not yet performing the full range of activities that were originally planned for this unit.

Given the recent inception of the Central intake procedure, it is somewhat premature to evaluate the results. However, some comments about the operation would seem to be in order. First, medical information is now obtained during the initial interview. This information is being used to give immediate attention to medical problems. This was not done previously. Further, psychiatric problems are now brought to the attention of appropriate psychiatric

staff so that these problems might be more readily dealt with. With this centralized procedure, the treatment of these types of problems should occur on a routine basis. There are, however, a number of questions which can be addressed to this new unit, especially in terms of how the data collected in the social history intake is being used. At the present time the data is not forwarded to the Research and Evaluation unit, nor is it placed in any computerized system. This means that none of these data are being used for program planning or monitoring. At the present time, even if the data were sent to the Research and Evaluation unit, there are no technical facilities to adequately cope with this data. Further, while the information is to be used later in the classification of inmates to programs, there is still sporadic use of such information in the classification process. The lack of use of this information may be due partially to inadequate staff training in the Model Classification Program. The director is trying to remedy this situation by having weekly staff training meetings to train workers in how to use the information collected at intake for the classification of inmates. Whether this problem will be adequately solved so that programmatic classification will be possible remains to be seen.

Effects of Staff Shortages

In the refunding evaluation report, the outside-referral system was evaluated. As part of that evaluation, it was noted that the prisons were in the process of developing a system for determining the extent to which inmates actually show up at the outside agency upon release from the prison. This would require inmates having a letter of introduction which would be returned to the prison by the outside agency. The record analyst vacancy has resulted in this referral monitoring system becoming non-functional. Other tasks than those mentioned performed by the records analyst have either been taken over by the director and his staff, or assigned to other personnel. Thus, the director must perform certain tasks that should not be part of his formal responsibilities.

Use of Information in Classification

Since the evaluators last report, a number of changes have occurred to correct the piecemeal fashion with which information was used during the classification procedure. Incomplete team reviews are presently being conducted by social workers and psychologists for the assignment of sentenced inmates to the skills centers. Because the number of sentenced inmates wanting to go to the skill centers greatly outnumbers the number of slots available, it has become

necessary to screen prospective inmates before putting them on the waiting list. Further, there is now more review of cases prior to classification for all inmates. An attempt to insure this has been made by requiring all information, including a narrative social history, to be recorded and available at the time of classification.

Administrative Changes Effected by the Evaluation

Past evaluations have emphasized the need to consult the Director of the Model Classification Program concerning changes at the prisons which affect the program. Recent changes, especially with regard to the Central Intake Unit, suggest that the director is now more actively consulted with respect to planning for this program. Furthermore, it has been reported that the Board of Trustees has become more supportive of the program and its needs and goals.

Social Worker Role in Disciplinary Hearings

In reviewing the role of social workers in disciplinary hearings since the refunding report, we find that the situation has remained the same. The statement from that report follows:

The role of the Social Worker (with respect to disciplinary Hearings) places him in a difficult position with respect to Custody. They appear to be in adversary roles which

serves to accentuate the hostility between Social Service and Custody. In reviewing the total situation, it became apparent that the organization of the disciplinary hearings and the role of Custody and Social Service were never explained to new custody personnel during their training program. Second, it became clear that there was no feedback to the Custody individual writing up a particular case as to the outcome of the case and the reasons for the decision rendered. Third, it was generally assumed that the procedures originally designed were being followed, when, in actuality, the Administration wasn't sure this was a correct assumption. Observations have shown that this was not a correct assumption and important violations have taken place, e.g., custody participating in determining punishment or voting on guilt or innocence of inmate. And last, the Wardens have not systematically participated in the interpretation of staff roles to the older line staff.

Thus it has become clear that the Prison System needs to keep a closer look on the disciplinary hearings so that defined procedures are followed. In addition, the curriculum for the training of custody must include a more comprehensive explanation of the procedures including a clarification of the social worker's role in these hearings.

Third, information on the outcome of a given case should be fed back to the relevant personnel. Lastly, wardens need to take a more supportive posture toward the roles of all participants in the disciplinary hearings.

SECTION TWO

PROJECT IMPROVEMENT AND ONGOING PROBLEMS

The Model Classification Project at the Philadelphia Prisons has been in operation for four years. During each funding period the project has been evaluated. The evaluators feel that it is appropriate at this time to re-examine these past evaluations to determine the progress and problems that have occurred over these four years. What follows is a summary of project improvements and problems extending over this period.

Project Improvements

- 1) It has been reported to us that support has developed from the Board of Trustees for the program, its goals, objectives and problems which in the past had been lacking.
- 2) A full-time director for the Model Classification Program has been appointed. This has been particularly important in the area of program development where assessment and formulation of goals of the program have become more realistic.
- 3) At the present time, there are 960 program slots available at the prison. With the exception of the Prison

Industry shops institutional jobs, ABE, GED, there were few other program slots prior to the Model Classification Program.

- 4) A Central Intake unit has now been established and is in partial operation. This permits screening of medical and psychiatric problems and should permit more routine handling of these problems. For the month of June (1st month of CIU operation) the number of psychiatric referrals jumped from 27 in May to 37.
- 5) Exit interview procedures have been established. This situation permits contact with:
 - 1...The Philadelphia Prison Society
 - 2...The Department of Public Assistance
 - 3...State Employment Office
- 6) The Model Classification Program, is no longer responsible for the routine telephone calls which previously paralysed the system.
- 7) The prisons have finally completed an orientation and motivation film. Our initial reaction to the film was quite positive, however the film has not yet been shown to inmates or evaluated.
- 8) Partial team reviews of information on inmates is occurring for sentenced inmates prior to classification to skills centers.

Project Problems

- 1) Staff shortages are and have been critical in the functioning of the Model Classification Program. The problem of inappropriate City Civil Service regulations has been raised in every evaluation since 1973, yet remains unsolved.
- 2) Attempts to study the effectiveness of the outside-referral system have had to be stopped because of staff shortages; namely, the vacant records analyst position.
- 3) The provision of meaningful programs for detentioners, especially long term detentioners continues to be a major problem.
- 4) The prison system does not currently have a computer capability adequate for planning and program development, or the evaluation of ongoing programs.
- 5) Information is still frequently used in a piecemeal and sporadic fashion at classification. Further, counseling is done usually with information provided solely by the inmate at the time of the counseling session. And, with the exception of pre-sentence investigation data, no verified information on inmates is available.
- 6) Program opportunities continue to be under-utilized. At the present time, utilization is approximately 70%. This is an improvement over the past, but under-utilization needs to be corrected.

- 7) There has been a lack of initiative on the part of many social service workers who hesitate to track down information on inmates. However, it should also be noted that those who have been aggressive in the past have often been involved in conflicts with Custody and other personnel which have resulted in their becoming alienated and/or leaving the project.
- 8) Conflicts between custody and social service components of the institution continues to interfere with the functioning of the program. One continuing source of conflict is due to the lack of clarity as to the function and role of social service at disciplinary hearings.

SECTION THREE

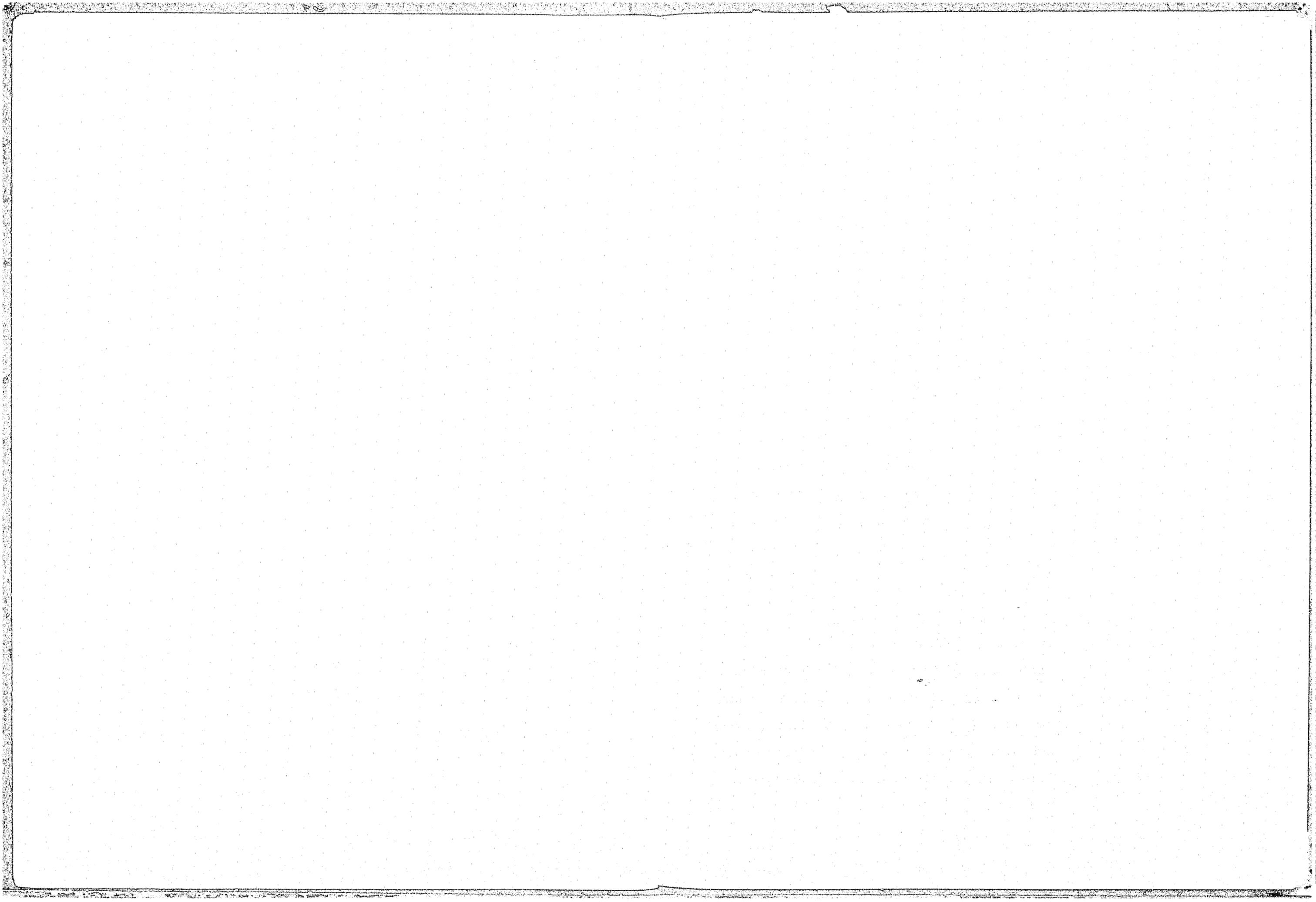
THE SURVEY

Introduction

Previous reports have consistently referred to hostility between various personnel groups who work at the prison which, it was alleged, lead to reduced effectiveness of the Model Classification Program. A series of explanations had been offered for the conflicts between these segments including 1) differences in basic value orientations; 2) differing views of what each group thought the jails could and should accomplish; 3) differing views on what each group defined as appropriate tasks of the others to be performing and the like.

To evaluate these various explanations a questionnaire was constructed and administered to a sampling of all institutional segments of the prisons--trustees, administration, correctional officers, social workers, and inmates. The questionnaire consisted of a series of items including:

- 1) demographic characteristics of respondents, e.g., age, education, length of time working at or incarcerated in the jails.
- 2) Conceptions of the functions that the jails should perform with emphasis on the relative weights given to custodial and social service functions.



of inmates. In all cases, participants were assured of the confidentiality of their responses and that their participation was voluntary. Questionnaires were administered individually to the trustees who agreed to participate, and to other segments of the institutions in small groups. In the sampling of correctional officers, there was a concerted attempt to obtain responses from all ranks of correctional staff, from all three shifts and from all three institutions. A quota sampling procedure was used which involved establishing a percentage of cases to be completed at each of the three institutions and from each of the three shifts. By and large, our projected quotas for each institution were realized for each of the groups. The numbers projected for inclusion and the number actually completing questionnaires are presented in Table 1.

The final sample consisted of three of the seven trustee members; the entire 10 members of the administration; 37 ranking correctional officers; 99 additional correctional officers; 26 social service workers; and 135 inmates of the institutions. For our purposes, the "administration" component included the following personnel: the Superintendent of the Prisons; the Deputy Superintendent; the three Wardens; the Director of Administrative Services; the Director of Inmate Services; the Director of the Research and Evaluation unit;

the Director of Personnel and the Director of the Model Classification Program. Ranking correctional officers included sergeants, lieutenants, captains and majors.

Findings

A major purpose of this survey was to determine whether the different segments of the institutional population differ in their views concerning the purposes and goals with which the Philadelphia Prisons should be concerned. In order to test for differences, respondents were asked two questions. Both of these questions presented the respondent with a list of ten (10) possible purposes or goals for the jails. The list of these ten possibilities is included in questions 9 through 12 of the questionnaire (which is attached). This list was designed to cover as wide a range of purposes as possible, including those that we felt would be important to social welfare and custody. In the first question, all respondents were asked to rank the five purposes that the jails "should be most concerned with." In the second question, the respondents were asked to check the purposes that they felt should not be the purposes of the jails. The rankings of these ten purposes for each of the institutional groups are presented in Tables 2 and 4. Spearman's Rho rank order correlation coefficients between each pairing of the four groups are shown in tables 3 and 5.

For the purpose of the present analysis, it is most instructive to observe the intercorrelation among the four groups. For the first question, (see Table 3) 2 of the 6 correlations are not statistically significant which means that the particular institutional segments involved differ in their opinions of what the goals and purposes of the institution should be. More specifically, the "trustees and administrators" differ very markedly from the "inmates," and the "correctional officers and their supervisors" also differ considerably from the inmates in the opinions about the purposes of the jails.

That differences exists between the institutional segments becomes more explicit when we look at the correlations for the second question. (See Table 5.) In this question, respondents were asked to place a check next to any item that they felt should not be a purpose of the prisons. Since the respondents tended to check fewer than five items (the number of items ranked in the previous question) the question is more sensitive than the first to differences between the groups. The correlation matrix for this question shows that there are no statistically significant correlations between any two groups. In other words, all four groups are very different from each other in what they believe should not be the prisons purposes.

As mentioned in the introduction, previous evaluation reports have referred to assumed differences between the personnel groups that work at the prisons. Explanations of these differences have most frequently suggested that members of the four institutional segments have very different basic value orientations. In other words, they are "very different sorts of people." To test this assumption, all respondents were asked to complete the Rokeach Value System Scale (item 13 in the questionnaire). This instrument is designed to assess the respondent's arrangement of 18 independent values relating to preferred modes of conduct and preferred states of being. The median rankings for each of these 18 values by each of the four institutional segments are given in Table 6. The correlation matrix is provided in Table 7. Again what is most germane to this analysis are the intercorrelations for the four institutional groups. While these intercorrelations do not point up several interesting similarities and differences between the groups, with respect to specific values, they do show that the four groups are similar to each other with regard to their overall systems of value orientations. These findings suggest that differences in what the purposes and goals of the jails should or should not be are not the result of differences in value orientation. In other words,

the "type of people" explanation would appear to be incorrect, whereas a "situationally specific" explanation of differences between the four institutional groups seems appropriate. In other words, the differences between the four groups seems to be a function of their position and responsibilities in the Philadelphia Prison System.

Thus far, we have been concerned with looking at the differences between the four groups from a global point of view. Given that there are differences that cannot be explained by a "type of people" theory, what then is the meaning of these differences, and are they important for understanding the functioning of the larger prison system in general, and the Model Classification Project in particular. Figure 1 shows a listing of the top three purposes that the respective institutional segments feel the prisons should be concerned with. This figure suggests to us four different approaches to the role of the prisons. The first appears to be a "traditional punitive" approach, in this case, characteristic of the correctional personnel and their supervisors. We call this approach "traditional punitive" because of the emphasis placed on punishment and the protection of society. The second appears to be an "individualistic, reform or liberal" approach, in this case, typical of the social service staff. This approach is characterized by the view of a need for individual counseling, job

Figure 1

THE THREE PURPOSES WITH WHICH THE JAILS SHOULD
BE MOST CONCERNED AS JUDGED BY THE
INSTITUTIONAL GROUPS

	Trustee Administration	Correctional Officers and Supervisors	Social Workers	Inmates
FIRST	Place for inmate to get himself together, to get counseling, help to solve personal and family problems	Punishment for breaking the law	Place for inmate to get himself together, to get counseling, help to solve personal and family problems	
SECOND	Hold for trial	Protect society from lawbreakers	Job training and education	
THIRD	Protect society from law breakers	Place for inmate to get himself together, to get counseling, help to solve personal and family problems	Punishment for breaking the law	Help to get legal aid and help in disciplinary problems.

training and education. The third, adhered to by the inmates, could be called the "self advancement and self-interest" approach. Inmates want the kinds of services that will get them out of the institution and will keep them out. And, the position of the Trustees and Administration may be called the "mediators" approach. It should be noted that it is the inmates whose views concerning the jails' purposes correspond most closely to the stated purposes and goals of the Model Classification Program. In sum, the data suggests that the four institutional groups studied are different not only with respect to the ordering of purposes but also with respect to the content of their preferred purposes.

Knowledge of the priorities held by these different groups can tell us little about the nature of the conflicts between these groups within the situational context of the prison, unless we also know who these groups see as performing these important functions. Or, for that matter, whether they feel that they can be accomplished at all. In order to determine whether the groups were similar in views about who should be responsible for various functions within the prisons, respondents were asked to indicate whether custody, social service, job training or the psychologist should be responsible for each of the ten possible purposes

for a jail. The data for this question shows that the four groups agree as to who should be performing the various functions at the prisons. This in itself does not appear to be an area of disagreement between the four groups.

However, since the four groups differ in the goals they feel the prisons should be most concerned with, it is useful to look at who the four groups feel should be performing the most important tasks (from each of their group's point of view). Figure 2 provides this information. The data show that the trustees and administration do not see the responsibilities of the social service staffs to include performing any of the three most important functions (to them) of the jails. Custody personnel see the social service staffs as performing the lowest of the three important functions (to them) with their own functions being the two most important ones. The members of social service see themselves as being centrally important to helping the inmates "to get themselves together." They see the second and third most important functions (to them) as outside their responsibilities. These findings have important program implications particularly since they do not see "job training and education" as part of their duties yet they are supposed to be part of the classification program. It is only the inmates, who apparently see social service as

Figure 2

WHO SHOULD BE RESPONSIBLE FOR THE MOST IMPORTANT
FUNCTIONS OF JAILS AS SEEN BY EACH OF
THE FOUR INSTITUTIONAL GROUPS

	Trustees Administration	Correctional Officers and Supervisors	Social Workers	Inmates
<u>ctions</u>				
FIRST	Job Training	Custody	Social Worker	Social Worker
SECOND	Custody	Custody	Job Training	Job Training
THIRD	Custody	Social Worker	Custody	Social Worker

centrally important to fulfilling the purposes of the institution. They say that the social workers perform two of the three most important functions (to them) of the jails. Clearly, with the exception of inmates, social workers are not seen as important agents within the prisons.

Each respondent was also asked if they thought it was possible for the prisons to accomplish each of the ten possible goals or purposes the way the prisons were currently operating. The major differences between the four institutional groups can be summarized as follows: in comparison with the other three groups, the trustees and administration are more likely to feel that the goals are actually being accomplished; custody personnel, in comparison with the other three groups, tend to be the most pessimistic group, often feeling that it is not possible for these purposes or goals to be accomplished at all; and finally, social workers and inmates see the need for changes in the way the jails are currently operating before the purposes can be accomplished. Figure 3 presents the modal responses to the question of "whether each purpose can really be carried out or accomplished in the way the jails operate at the present time," with respect to the four groups top three choices of goals.

The data provides a number of interesting findings. First, the only functions that the four groups see as actually

Figure 3

PERCEPTION OF THE DEGREE TO WHICH THE VARIOUS
PURPOSES OF EACH GROUP CAN BE ACCOMPLISHED

	Trustees Administration	Correctional Officers and Supervisors	Prison Clerks	Inmate
<u>Purpose</u>				
100% Changes Necessary (58.3%)	Changes Necessary (56%)	Changes Necessary (64%)	Changes Necessary (47.4%)	Changes Necessary (47.4%)
80% Being Done (100%)	Being Done (44.7%)	Being Done (68.4%)	Being Done (77.4%)	Being Done (77.4%)
60% Being Done (63.6%)	Changes Necessary (56.4%) Can't Be Done (30.4%)	Being Done (78.2%)	Changes Necessary (79.3%)	Changes Necessary (79.3%)

being accomplished are custodial functions. Secondly, functions that are not custodial in nature are seen as possible only if changes are made in the way the jails are operating. Even social workers feel they can't accomplish their own responsibilities in the current organization of the jails. Thirdly, correctional personnel, more so than any other group, see the social workers functions of counseling and helping with personal and family problems as impossible within the context of the prisons.

One of the original purposes of this survey was to determine the reasons for the hostility between personnel groups that have apparently reduced the effectiveness of the Model Classification Program. In an attempt to determine the extent of perceived hostility at the prisons, all respondents were asked whether there was hostility between social service and custody. The results of this question are reported in Table 8. Clearly, the majority of all four groups perceived at least some hostility at the prisons. However, it is also important to note that trustees and administrators tend to perceive the least hostility of the four groups. The fact that they perceive little hostility is extremely important because they are the only ones in the prisons who can address this problem. If they don't see hostility in the institution when everyone else does, little will be done about

it. Further, they are the group held most accountable for internal hostility by outsiders. At the same time, it can be seen that as one moves from the correctional group to the social workers to the inmates, the percent seeing a "great deal of hostility" increases.

Since there are differences in perceived hostility among the groups, to what might it be attributed? By comparing Table 8 with Figure 3, it becomes apparent that the perception of hostility increases as one sees the major goals and purposes of the jails unobtainable. Put in more concrete terms, trustees and administrators see custody functions as important and being achieved, therefore they do not perceive hostility. At the other extreme, inmates, who value purposes which are unobtainable unless changes are made in the prisons, see a great deal of hostility stemming from conflicting goals within the institution. The frustrations and conflicts experienced by the personnel of the Model Classification Program become especially meaningful in light of this information. They are attempting to achieve goals which are not perceived as very important by certain segments of the institution, nor as being generally possible to accomplish at all by others. This climate of opinion creates in the social workers defeatism and pessimism, and the desire for changes in the institution that would make their goals realizable.

Summary of Findings

Our findings can be briefly summarized as follows: the four institutional segments studied differ in the goals they see as being important for the prisons; these differences are not the result of basic value-system differences; the functions which are generally seen as important for the prisons are not social worker functions; only custodial functions are seen as being accomplished with other purposes and goals either requiring changes in the system or not obtainable at all; the level of perceived hostility between social service and custody increases with the realization that one's goals can not be accomplished without changes in the prison system.

Implications and Future Recommendations

Our findings raise questions about the possibility for the success of the Model Classification Project. These findings do help to explain a number of problems that the project has experienced in the past (i.e., lack of support from the board of trustees, conflicts with correctional officers, internal lack of morale, etc.). To date, we have made the administration aware of our findings, and discussed their implications. They have expressed a basic agreement with our findings and will begin to map out strategies to deal with some of the problems that are made obvious by this report. This report includes the analysis of only a small

portion of the data available to us through the larger study we have completed. As further analysis is completed, appropriate prison personnel will be informed of the findings and implications. Further, there are a number of specific recommendations that we are prepared to make relative to the day to day conflicts experienced by the Model Classification Project personnel. However, since these are only symptomatic of the larger issues which are addressed in this report, we feel that it is necessary to begin to deal with these larger issues first.

APPENDIX I

Table 1. Survey Completion Rate

	Trustees ^a	Administration	Ranking Correctional Officers	Correctional ^b Officers	Social ^c Service	Inmates ^d	TOTAL
Proposed	7	10	25	150	20	150	362
Completed	3	10	25	111	26	135	310

^aNumber completed is small because of unavailability of the other Board members

^bNumber completed is smaller due to small complement of available guards at the Detention Center.

^cNumber is larger because detox social workers were also interviewed

^dNumber is smaller because of 15 unusable questionnaires

Table 2. Opinions of What Should be the Main Purposes of the Philadelphia Prison System by Position and Status in the System*

	<u>Trustees-Admn.</u> (Ranking)	<u>CO Supv + CO</u> (Ranking)	<u>Social Wkrs</u> (Ranking)	<u>Inmates</u> (Ranking)
Punishment for Breaking the Law	5	1	3	5
To Get It Together. . .	1	3	1	1
Hold for Trial	2	4	5	7
Legal Aid and Disciplinary Problems	9	5	8	3
Protect Society	3	2	4	6
Recreation and Rest	10	9	10	9
Job Training and Education	4	6	2	2
Control Hostility	6	7	6.5	8
Get Job on Outside	7	8	6.5	4
Dryout and Detox	8	10	9	10

*The lower the number, the more the particular group feels the specific purpose should be a main purpose of the jails.

Table 3. Extent to Which the Four Study Samples Share the Same Opinions About the Main Purposes of the Jails* (using "rho" as the measure of agreement)

	<u>Trustees-Admn.</u>	<u>CO Supv + CO</u>	<u>Social Wkrs</u>	<u>Inmates</u>
Trustees-Admn.		.69	.88	.44 (NS)
CO Supv + CO			.74	.50 (NS)
Social Wkrs				.71

* The larger the number, the greater the agreement between the paired groups on their evaluation of the jails' purposes. The symbol (NS) means that the correlation is "not statistically significant" indicating that the paired groups have very different opinions.

Table 4. Opinion of What Should Not be the Main Purposes of the Philadelphia Prison System by Position and Status in the System*

	<u>Trustees-Admn.</u> (Ranking)	<u>CO Supv + CO</u> (Ranking)	<u>Social Wkrs</u> (Ranking)	<u>Inmates</u> (Ranking)
Punishment for Breaking the Law	2	9	7	2
To Get It Together. . .	6	4	7	7
Hold for Trial	8	8	4	1
Legal Aid and Disciplinary Problems	3	5	4	4
Protect Society	9.5	10.0	10.0	4
Recreation and Rest	1	1	1	3
Job Training and Education	9.5	7	7	9
Control Hostility	6	6	4	7
Get Job on Outside	6	3	9	10
Dryout and Detox	4	2	2	5

*The lower the number, the more strongly the specific group feels that the particular, "purpose" should not be a main purpose of the jails.

Table 5. Extent to Which the Four Study Samples Share the Same Opinions About What Should Not be the Main Purposes of the Jails* (using "rho" as the measure of agreement)

	<u>Trustees-Admn.</u>	<u>CO Supv + CO</u>	<u>Social Wkrs</u>	<u>Inmates</u>
Trustees-Admn.		.59 (NS)	.58 (NS)	.36 (NS)
CO Supv + CO			.57 (NS)	-.29 (NS)
Social Wkrs				.39 (NS)

*The larger the number, the greater the agreement between the paired groups on their evaluation of the jails' purposes. The symbol (NS) means that the correlation is "not statistically significant" indicating that the paired groups have very different opinions.

Table 6. Value Systems by Position and Status in the Philadelphia Prison System*

VALUES	Trustees-Admn.		CO Supv + CO		Social Wkrs		Inmates	
	Mdn	Rank/Mdn	Mdn	Rank/Mdn	Mdn	Rank/Mdn	Mdn	Rank/Mdn
Comfortable life	12.0	13.5	6.2	5.0	10.0	11.0	6.8	4.0
Exciting life	11.0	11.5	13.8	16.0	11.5	13.0	12.7	14.5
Sense of Accomplishment	3.5	1.0	6.1	3.5	4.9	2.0	8.8	9.0
World at Peace	7.5	7.0	11.4	12.0	9.6	10.0	8.4	8.0
World of Beauty	12.0	13.5	14.3	17.5	13.0	15.0	13.7	17.0
Equality	4.5	2.0	6.1	3.5	8.5	9.0	6.0	3.0
Family Security	6.5	5.0	2.5	1.0	4.7	1.0	4.3	1.0
Individual Freedom	5.0	3.0	6.6	6.5	6.8	5.5	7.2	5.0
Happiness	10.0	10.0	6.6	6.5	7.5	7.0	8.1	7.0
Inner Harmony	7.5	7.0	9.7	9.0	6.8	5.5	8.9	10.0
Mature Love	13.5	15.0	10.4	10.0	8.0	8.0	10.4	11.0
National Security	11.0	11.5	14.3	17.5	16.3	17.0	14.8	18.0
Pleasure	14.5	16.5	12.6	14.0	13.5	16.0	12.3	13.0
Salvation	16.5	18.0	13.7	15.0	17.0	18.0	13.0	16.0
Self-Respect	8.5	9.0	7.0	8.0	6.0	3.0	7.8	6.0
Social Recognition	14.5	16.5	12.4	13.0	11.8	14.0	12.7	14.5
True Friendship	7.5	7.0	11.2	11.0	11.0	12.0	11.0	12.0
Wisdom	5.7	4.0	6.0	2.0	6.5	4.0	4.4	2.0

*The lower the number, the more important the specific value.

Table 7. Extent to Which the Four Study Samples Share Similar Value Systems*
(using "rho" as the measure of agreement)

	<u>Trustees-Admn.</u>	<u>CO Supv + CO</u>	<u>Social Wkrs</u>	<u>Inmates</u>
Trustees-Admn.		.69	.74	.66
CO Supv + CO			.85	.93
Social Wkrs				.79

*The larger the number, the greater the agreement between the paired groups on their value systems. All of the figures are statistically significant which means that all the groups have similar systems.

Table 8. Perception of Hostility Between Social Service and Custody by Position and Status in the Prison System

	<u>Trustees-Admn</u> %	<u>CO Supv + CO</u> %	<u>Social Wkrs</u> %	<u>Inmates</u> %
Yes, there is a great deal of hostility		11	22	33
Yes, there is some hostility	83	66	78	52
No, there is no hostility	17	24		15
n =	12	132	27	119

APPENDIX II

INTV# _____
DATE _____
TIME _____
UNIT: DC _____
 HC _____
 HLG _____

CONFIDENTIAL

Introduction

The questionnaire that we are asking you to fill out is part of a study to determine the opinions and views of people who administer the Philadelphia Prison System, work at the System, or are inmates at the prisons. We are particularly interested in those opinions and attitudes that influence the way in which they see the prisons and the kinds of services that should be provided by the Model Classification or Social Services program.

Your responses to this questionnaire will be completely confidential. That is, no one in the jails will know who answered this questionnaire.

PLEASE NOTE: When the word "jail" is used herein, we are referring to your institution.

1. How old are you? _____ (in years)

2. What racial group do you belong to?
(Please circle the correct number)

- 1 - White
- 2 - Black
- 3 - Other
- 4 - None

3. How much education have you had?
(Please circle the highest grade or year completed)

Elementary School	1	2	3	4	5	6	7	8
High School	9	10	11	12				
College	1	2	3	4				
Major interest								
Graduate School	1	2	3+					
Field								

4. What is your position at the institution?

- 1. Board of Trustees _____
Number of years _____
- 2. Administration _____
Job Title _____
- 3. Custody Officer _____
Rank _____
Shift _____
- 4. Social Service _____
Job Title _____
- 5. Inmate _____
Sentenced _____
Detentioner _____

5. What is your marital status at the present time?
(Please circle the appropriate number)

- 1 - Single
- 2 - Married
- 3 - Widowed
- 4 - Divorced
- 5 - Separated (not due to imprisonment)

6. (If staff member) How long have you been in your present position? (in years) _____

7. (If staff member) How long have you been at the institution? (in years) _____

8. (If staff member) What was your major reason for taking your position at the time you started working here?
(Circle the number that applies)

- 1 - the work appealed to me
- 2 - Only job available at the time
- 3 - Economic security and benefits
- 4 - Work similar to what I always wanted to do
- 5 - Chance for advancement
- 6 - Other (Please specify) _____

9. We have listed below ten different purposes for a jail. Please rank the five that you think the jails should be most concerned with. For example, place a "1" next to the one that you think the jails should be most concerned with; a "2" next to the one which should be second most important a "3" next to the one that the jails should be third most concerned with, and so on.

- a. Punishment for breaking the law _____
- b. Place for the inmate to get himself (or herself) together, to get counseling, help to solve personal and family problems _____
- c. Hold for trial _____
- d. Help to get legal aid and help in disciplinary problems _____
- e. Protect society from lawbreakers _____
- f. Recreation and rest for the inmate _____
- g. Job training and education _____
- h. Control hostility and aggression of inmates _____
- i. To help the inmate get a job on the outside _____
- j. Drying out and detoxification _____
- k. Other (Please specify) _____

10. We have listed below the same ten purposes for a jail listed in the previous question. In this question, however, put a check next to each of those that you personally feel should not be a purpose for the jails at all.

- a. Punishment for breaking the law _____
- b. Place for the inmate to get himself (or herself) together, to get counseling, help to solve personal and family problems _____

- c. Hold for trial _____
- d. Help to get legal aid and help in disciplinary problems _____
- e. Protect society from lawbreakers _____
- f. Recreation and rest for the inmate _____
- g. Job training and education _____
- h. Control hostility and aggression of inmates _____
- i. To help the inmate get a job on the outside _____
- j. Drying out and detoxification _____

11. Again, we have listed ten different purposes for a jail. In this question, we would like you to consider whether each purpose can really be carried out or accomplished in the way the jail operates at the present time. Put a:

- "1" if you don't think that it is possible at all.
- "2" if you think that it could be done if certain changes were made in the way jails are operating
- "3" if you think that it can be done the way jails are operating

Be sure to put a number next to each of the listed purposes.

- a. Punishment for breaking the law _____
- b. Place for inmate to get himself together, to get counseling, help to solve personal and family problems _____
- c. Hold for trial _____
- d. Help to get legal aid and help in disciplinary problems _____
- e. Protect society from lawbreakers _____
- f. Recreation and rest for inmate _____
- g. Job training and education _____
- h. Control hostility and aggression of inmates _____
- i. To get a job on the outside _____
- j. Drying out and detoxification _____

13.

INSTRUCTIONS

Below are 18 values listed in alphabetical order. Your task is to arrange them in order of importance to YOU, as guiding principles of YOUR life.

Study the list carefully and pick out the one value that is most important to YOU. Put a "1" in the box to the left of this value. Then pick out the value which is second most important to YOU. Again, put a "2" in the box to the left of it. Do the same for each of the remaining values. The value which is least important to you should be numbered "18."

Work slowly and think carefully. If you change your mind, feel free to change your answer.

	A COMFORTABLE LIFE a prosperous life
	AN EXCITING LIFE a stimulating, active life
	A SENSE OF ACCOMPLISHMENT lasting contribution
	A WORLD AT PEACE free of war and conflict
	A WORLD OF BEAUTY beauty of nature and the arts
	EQUALITY brotherhood, equal opportunity for all
	FAMILY SECURITY taking care of loved ones
	FREEDOM independence, free choice
	HAPPINESS contentedness
	INNER HARMONY freedom from inner conflict
	MATURE LOVE sexual and spiritual intimacy
	NATIONAL SECURITY protection from attack
	PLEASURE an enjoyable, leisurely life
	SALVATION saved, eternal life
	SELF-RESPECT self-esteem
	SOCIAL RECOGNITION respect, admiration
	TRUE FRIENDSHIP close companionship
	WISDOM a mature understanding of life

14. Which of the following two statements do you agree with most? (Please circle the number before the statement you agree with.)
- 1 - Hard work is how to get ahead.
 - 2 - Luck and "pull" determines who gets ahead.
15. In general, to what extent do you believe that the jails should be concerned with the rehabilitation of the inmate? (circle your choice)
- 1 - Should not be concerned at all
 - 2 - Should be concerned wherever possible
 - 3 - Should be its main purpose
16. In general, do you think that it is possible to rehabilitate an inmate in the jails? (circle your choice)
- 1 - Yes
 - 2 - Yes, if there were more programs
 - 3 - No, rehabilitation is irrelevant to jails
 - 4 - No, basically people can't change
 - 5 - No, jails can't perform this purpose
17. (If employee of the jails) To what extent are you satisfied with your job or position at the jails? (Circle appropriate choice)
- 1 - Very satisfied
 - 2 - Somewhat satisfied
 - 3 - Not very satisfied
 - 4 - Not satisfied at all
18. In America, success is often measured in terms of economic or monetary worth. Why in America, do some people have so much wealth or money? (circle your choice)
- 1 - They are usually born wealthy or with money, and their position in society usually permits them to remain so.
 - 2 - They have a good education and other kinds of preparation (training, etc.) necessary for advancement.
 - 3 - They are ambitious, striving people who are successful because of their drive.

Conversely, why are people poor, in America?

- 1 - They are born poor, and do not have much influence.
- 2 - They do not have the education or job training for advancement.
- 3 - They are not ambitious and do not try to become a success.

NOW WE ARE GOING TO ASK YOU SOME QUESTIONS ABOUT YOURSELF. Please indicate whether you agree or disagree by circling the appropriate number.

19. I feel that I have a lot of good qualities.

1 - Agree 2 - Disagree 3 - Don't know

20. I feel that I am a failure.

1 - Agree 2 - Disagree 3 - Don't know

21. I can do things as good as anybody else.

1 - Agree 2 - Disagree 3 - Don't know

22. I don't have much to be proud of.

1 - Agree 2 - Disagree 3 - Don't know

23. In general, I'm satisfied about myself.

1 - Agree 2 - Disagree 3 - Don't know

24. I need to respect myself more.

1 - Agree 2 - Disagree 3 - Don't know

WE WOULD LIKE TO ASK YOU TO CHOOSE BETWEEN A NUMBER OF ALTERNATIVES RELATIVE TO ACTIVITIES AT THE JAIL. PLEASE CIRCLE THE NUMBER BEFORE THE STATEMENT WHICH YOU THINK IS MOST IMPORTANT.

25. It is more important

- 1 - To have tight requirements for work outside the institution so that fewer people might try to escape.
- 2 - To have the social worker determine requirements for work outside the institution on an individual basis.

26. It is more important

- 1 - To have an accurate head count in the morning.
- 2 - For inmates to be on time for G.E.D. classes.

27. It is more important

- 1 - For an inmate to see his lawyer or public defender to help prepare an appeal
- 2 - For an inmate to see his social worker to get his time straightened out.

CONTINUED

1 OF 2

28. It is more important
- 1 - For an inmate to be on time for G.E.D. classes.
 - 2 - For an inmate to see his social worker on time.
29. It is more important
- 1 - For the inmate to be at his job (as a block worker) when he is supposed to be.
 - 2 - For the inmate to see his lawyer or public defender to help prepare an appeal.
30. It is more important
- 1 - To have an accurate head count in the morning.
 - 2 - For an inmate to see his social worker on time.
31. It is more important
- 1 - To have tight requirements for work outside the institution so that fewer people might try to escape.
 - 2 - To loosen requirements for work outside the institution so that many people can get job experience.
32. It is more important
- 1 - To keep an inmate with a write-up in the hole to protect himself and others.
 - 2 - To permit the inmate to discuss with his social worker why he got into trouble in the first place.
33. It is more important
- 1 - For an inmate to be at his job (as a block worker) when he is supposed to be.
 - 2 - For an inmate to see his social worker to get his time straightened out.
34. It is more important
- 1 - To keep an inmate with a write-up in the hole to protect himself and others.
 - 2 - To permit an inmate to go to previously scheduled psychological testing.
35. It is more important
- 1 - To permit an inmate (with a write-up) to go to previously scheduled psychological testing.
 - 2 - To permit the inmate to discuss with his social worker why he got into trouble in the first place.

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

JECT: Model Classification Program CONTINUATION
NO.: PH-76-C-8B-5-476

WARRANTEE: City of Philadelphia/Philadelphia Prisons CURRENT NO.: PH-75-C-8B-5-378

ATION CONDUCTED BY: NAME: Marge Zahn, Ph.D. and Robert Kleiner, Ph.D.

ESS: 326 S. 19th Street, Philadelphia, PA 19103

ATION OF PROJECT: July 14, 1975 TO: June 30, 1976

ATION OF EVALUATION: December 10, 1975 TO: June 30, 1976

OF REFUNDING REPORT: March 1, 1976

NCJRS
MAR 25 1977
ACQUISITIONS

RECEIVED MAR-02 1976
EVALUATION & MONITORING UNIT
OF GOVERNOR'S JUSTICE COMMISSION

REFUNDING EVALUATION REPORT

MODEL CLASSIFICATION AT PHILADELPHIA PRISONS

No. PH-75-C-8B-5 378

Submitted by

Robert J. Kleiner, Ph.D.

Margaret A. Zahn, Ph.D.

March 1, 1976

INTRODUCTION

The Model Classification Project, which is part of a continuation grant, involves the whole social service component at the Philadelphia Detention Center, House of Correction and Holmesburg Prison. This re-funding evaluation report is concerned with the period July 15, 1975 through March 1, 1976 during which time a set of observations and extensive interviewing were conducted at the three facilities. In all instances, the institutions and their staffs have been very cooperative, candid, and helpful in providing access to information needed to carry out this evaluation effort.

This report includes a description of project and evaluation goals, evaluation of conditions of grant set by the Governor's Justice Commission, activities and results of evaluation, and program recommendations.

SECTION ONE

EXECUTIVE SUMMARY

MODEL CLASSIFICATION PROGRAM AT THE PHILADELPHIA PRISONS

The Model Classification Project, which is part of a continuation grant, involves the whole social service component at the Philadelphia Detention Center, House of Correction and Holmesburg Prison. This evaluation report is concerned with the period July 15, 1975 through March 1, 1976, during which time a set of observations and extensive interviewing were conducted at the three facilities. In all instances, the institutions and their staffs have been very cooperative, candid, and helpful in providing access to information needed to carry out this evaluation effort.

The major goals of the Model Classification Project that were analyzed included: the extent to which data collected by the Model Classification Project is analyzed and systematically utilized in counseling, classification and program development; and the functioning of the social service departments in terms of: A) recognizing the differential needs of short term vs. long term prisoners, B) the effectiveness of the referral system and C) the development of a system of exit interviews and follow-up. In addition to these goals, we were also asked by the Governor's Justice Commission to evaluate steps taken by the Model Classification Program to comply with E.E.O.C. guidelines; to insure appropriate use of professional staff time; and to institute and use voluntary consent forms for inmates.

Evaluation Activities and Data Base for Findings

To evaluate the above mentioned goals and conditions, the following data were used: monthly statistical referral reports which summarize information on caseworkers' activity; on-going interviews with the Superintendent, the Director of Inmate Services, the Director of Model Classification, Director of Research and Evaluation, Social Work Supervisors, social workers and inmates at each of the three institutions. In addition, observations were made of orientation, classification, disciplinary hearings and exit interviews. To determine compliance of the project with conditions set for the grant, separate studies were done including analysis of the

consent form signing procedure, and collection of the data on number of phone calls made by social workers at each of the three institutions. Extent of compliance with E.E.O.C. guidelines was determined through interviews with the above mentioned individuals. Lastly, preparation was completed for the conduct of the survey of values perspectives of various institutional groups. Results of this survey will be included in the final report.

Findings and Recommendations

At the present time, the E.E.O.C. guidelines, based on the affirmative action program, have not been met by the Model Classification Program. The breakdown of the professionals and non-professionals is as follows: professional--eleven blacks and twenty-two whites; non-professional--seven blacks and six whites. There are also two social work openings that have been vacant for some time. Investigation of the situation indicated that city civil service procedures impose regulations that interfere with E.E.O.C. guidelines being fulfilled. For example, the applicants on the top of the list, which the prisons must use, are usually ineligible according to E.E.O.C. guidelines or do not desire to work in the prisons. These procedures might be changed by creating job titles and correspondent exams appropriate to the needs of the correctional institution. It should be added that the prison system has shown that when they have the opportunity they will hire according to the E.E.O.C. guidelines.

Regarding use of professional social workers time, especially in making non-social work related calls for inmates, an assessment was made of a number of calls made by social workers in the three institutions. Data revealed that the number of such calls has dropped substantially, especially at the Detention Center. The Project has essentially solved the "telephone problem."

Review of inmate signing consent forms shows that procedures have been instituted. At the present time all inmates are signing such forms. Periodic review of voluntary consent form procedures are necessary to insure continued success.

Analysis of data collected by the Model Classification Project for use in program development, counseling and classification revealed a number of problems. One, with regard to program development and evaluation, it is clear that the institution does not have computer and data facilities adapted

to meet the requirements of good social service program development. In particular, the Philadelphia Prisons do not, at the present time, have a computer capability capable of meeting the following needs:

- a. evaluation of the utilization of Social Service and other inmate programs
- b. evaluation of inmate needs and planning appropriate new programs
- c. prediction and identification of short and long-term detentioners.

It is an absolute must that the prison system develop this capability. One way of the prison system developing this capability might be by developing a small data processing system within the institution.

In attempting to assess the efficiency of the data processing system, it became evident that data gathering procedures, which are not the responsibility of social service, are inefficient. For example, data thought to be routinely collected was not so collected. Furthermore, the data collected was not routinely keypunched; therefore, inaccessible to use. These gaps in the data need to be eliminated.

With regard to use of information in counseling and classification, our observations are that the classification procedure still seems to be operating without the use of information, or with information used in a piecemeal manner. Although more information is currently reviewed prior to classification, team reviews of a total profile prior to classification need to be initiated. Also, there needs to be closer communication and coordination between the work release program and the classification board so that more inmates are readily and quickly assigned to work release.

In counseling, social workers indicate that the percentage of cases seen for in-depth counseling is a relatively small part of their caseload. The extent to which information collected on the inmates is used, or useful, in these sessions is relatively minimal. At times information collected by other parts of the criminal justice system, e.g., presentence investigation reports, could be of benefit. They are not always available, however, sometimes because of lack of coordination and cooperation from relevant parts of the system. Attempts at increased coordination would seem helpful.

Data on program utilization and the provision of exit interviews and referrals were also examined. Preliminary data indicate that on any given day a large number of available program slots are unfilled. Data are sketchy and since there is no systematic computer capability to provide totally accurate and complete information, the following information is primarily estimated. It is estimated that if all programs were operating at one time, programs could accommodate 960 different individuals. As of February 24, 1976, 669 slots were being used, or they were functioning at 70% capacity. There are many reasons for this, including lack of cooperation from custodial services. It is important that the institution determine reasons for this under utilization and work toward correcting the situation.

Finally, exit interview procedures have been instituted. The exit interview usually involves group information dissemination sessions, and are limited to sentenced inmates for whom a minimum date is available. Exit interviews, then, are only conducted with a small proportion of individuals who might benefit from such service. The referral system operates independently of the exit interviews. The absolute number of referrals made is small. For the period from July 1, 1975 to December 31, 1975, a total of 525 referrals were made. Of these 525, 208 or 39.6% were referrals in which a social worker secured acceptance into a program of the inmate about to be released from the prison. Relative to the size of the population being served, the percentage of inmates for whom referrals are made is small. If all inmates in the system are included 5% of the population are referred. If the number of released sentenced inmates is used as the baseline figure, however, the percentage of inmates served by referral jumps to 57.5%. Since the major emphasis of the current referral system is for sentenced inmates about to be released, use of this baseline figure seems more appropriate. Extension of referral service to other parts of the population would seem indicated. There is currently no systematic follow-up of these referrals although such a procedure is being considered.

In sum, the Model Classification Project has only met its objectives in a very limited way. Additional support in the form of relevant data processing capacity and cooperation from other segments of the system remain crucial if their objectives are to be obtained in any maximal way.

Addendum: Computation of the E.E.O.C. disparity ratio indicates that the program is out of compliance by 22%.

SECTION TWO

PROJECT AND EVALUATION GOALS

The goals of this evaluation were to analyze specific selected objectives of the Model Classification Project. In particular the goals included: analysis of the varying value perspectives within the prison setting, the extent to which data collected by the Model Classification Project is analyzed and systematically utilized in counseling, classification and program development; and the functioning of the social service departments in terms of: A) recognizing the differential needs of short term vs. long term prisoners, B) the effectiveness of the referral system and C) the development of a system of exit interviews and follow-up. In addition to these goals, we were also asked by the Governor's Justice Commission to evaluate steps taken by the Model Classification Program to comply with E.E.O.C. guidelines; to insure appropriate use of professional staff time; and to institute and use voluntary consent forms for inmates.

The evaluation activity has proceeded according to the original evaluation plan without any substantial modification. Results of the evaluation included in this report addresses each of the project and evaluation goals listed above.

SECTION THREE
EVALUATION ACTIVITIES

I. Evaluation of Conditions of Grant Set by the Governor's Justice Commission.

A. Assessment of compliance to E.E.O.C. guidelines.

Data concerning compliance to E.E.O.C. guidelines was collected through interviews with the Superintendent, Director of Inmate Services, Director of Social Services, and Director of Research and Evaluation. In addition data has been collected on actual personnel breakdown. The issue of E.E.O.C. compliance has been previously addressed during this granting period (see letter to Governor's Justice Commission dated 10/14/75 and Interim Evaluation Report dated 1/1/76). There have been no changes in the personnel disparity which was previously reported. Furthermore, it was reported that city civil service procedures impose regulations which interfere with E.E.O.C. guidelines being fulfilled. To date, new job titles and corresponding exams have not been created to help alleviate this situation.

B. Assessment of appropriate use of staff time.

After discussion with all levels of administrative personnel and review of telephone usage data it was

reported (see letter to Governor's Justice Commission dated 10/14/75) that the social service departments were out of the "telephone business." This situation has not regressed.

C. Examination of status of voluntary consent forms.

Data has been collected concerning the status of voluntary consent forms by reviewing random samples of existing files. During our initial investigation we found a great deal of "slippage" in the signing of consent forms. A major source of slippage was identified, namely, the lack of consent forms for persons in certain drug programs. Once this problem was identified procedures were instituted to solve it. Subsequent investigation showed that the problem has been solved. At the present time, forms are being signed by 100% of the population.

II. Study of Varying Value Perspectives within Prison Setting

In preparation for this phase of the evaluation, it was indicated in the "Interim Evaluation Report" that we had obtained institutional approval and had agreed on the groups from the institutional personnel and resident population to be sampled. Since that date, plans have advanced considerably. More specifically, the total procedure for collecting the data from the various groups has been defined. This

procedure includes the precise specifications for the sampling design. The groups to be sampled include: Trustees, Administration, Custody, Social Service, sentenced inmates and detentioners. The data gathering instrument has been constructed; completion of the form will be voluntary. All the data will be confidential. The projected date for completion of the data gathering is April 15, 1976.

The questionnaire deals with the following kinds of data. Demographic characteristics of respondents including such items as age, education, length of time working at or incarcerated in the institution; differential conceptions of functions that the jails should perform, with emphasis on the relative weight given to custodial and social service functions. Basic value perspectives of each surveyed group will be determined by the Rokeach Value System Scale; general attitudes toward rehabilitation and descriptions of relations between custody and social service workers. Parenthetically, the Rokeach Value Scale is an instrument designed to assess a respondent's arrangement of 18 different values relating to preferred modes of conduct and preferred states of being. It has been used previously on a variety of populations which allows us to compare our groups to more general populations.

III. Program Utilization

In this aspect of the evaluation, we were interested in determining the extent of program utilization and the degree to which a given inmate participates in more than one program, that is multiple utilization. To carry out the first part of this task, we used the following programs as a basis for consideration:

Psychodrama	Skill Center:
Drama Workshop	Auto Repair
Library Services	Welding
Art Classes	Small Household Appliances
Work Release	Small Motors
Dry Cleaning	Tutorial Services
C.C. - TV	A.B.E.
Pennypack School	G.E.D.
Music	Community College

The main problem with making accurate estimates is that the prison system doesn't have any systematic computer capability to provide such information. Thus, the estimates provided can only be taken to be rough at this time. If all programs were operating at one time, these programs could accommodate 960 different individuals. As of February 24, 1976, 669 slots were being used, or they were functioning at 70% capacity. It should be clear that the figure 669 doesn't mean different individuals because we know that a good number of individuals participate in more than one program. If

we use the total census on that day (i.e., 2217) and assume for the moment that the 669 includes different individuals, then 30% of the inmates might be involved in programs but we know this is a high figure. This is why greater computer capabilities are crucial for the prison system.

We also sought to estimate the utilization of programs that met every day. Such programs have a capacity for 620 individuals, of which only 285 slots are used, or functioning at a 46% level of utilization. Again, we can't determine how many different individuals use these slots.

Lastly, we wanted to determine the extent to which sentenced inmates are making use of these programs. Using January 31, 1976 as a typical day, it was determined that there were 502 men and 9 women in the sentenced population. But again it was not possible to determine the extent to which this population makes use of existing programs. On the other hand, we were able to estimate with some confidence the extent to which sentenced inmates making use of at least one program also make use of others. Fifty-one individuals in selected programs were interviewed. The following table summarizes the data:

# of Programs Utilized	# of Respondents	% of Sampling	# of Slots Used
1	29	57	29
2	11	22	22
3	7	13	21
4	4	8	16

Sum 88
Mean utilization/inmate 1.6

The problems with such figures is twofold. First they do not consider the effects on program utilization of programs that differ in the time and intensity demands they make on the inmate. And second, it is assumed that the sample we interviewed is representative of all inmates using the programs offered by the prisons. Clearly, increased computer capabilities would allow us to carry analyses to more definitive and reliable conclusions.

Finally, in reviewing these figures, we are impressed with the proportion of program opportunities that are not being utilized, and with the need to determine why this situation exists. In a previous evaluation report, the question was raised as to whether or not the prerequisites for rules for participation in such programs are too demanding, having the effect of excluding a very large number of inmates from available programs. In addition, the problems with the procedures by which inmates are familiarized with the programs and motivated to participate have been discussed as well. Lastly, these figures impress us with the tremendous amount of "dead time" there is for the inmates, that is, the number of inmates that are inactive or have nothing to do with the time they spend in the prisons.

IV. Programs for Long-Term and Short-Term Detentioners

Although the figure for those that are released from the prison system within one or two weeks are impressive, we are impressed with the large number of long term detentioners (i.e., those who are detained for more than one month and unsentenced) for whom there are almost no available special programs. These are the residents for whom "dead time" is a major problem. In the "Interim Evaluation Report," it was mentioned that we had met with key staff to sharpen their awareness of the needs of long-term detentioners. A central issue in separating out the long-term and short-term detentioners is defining what characteristics of the resident, at the time of incarceration, would predict time of detention. The Social service supervisors proposed a number of possible "predictors" but there was little systematic evidence to support these judgments. One reason for this gap in information was that the issue was never raised. It was irrelevant to the operation of the Model Classification Program.

The "Administration" and "Research and Development" unit sought to determine if the data routinely processed by the computer would allow for such a study. It has been determined that the data routinely processed does not allow for answering the question at all. It was also shown that the

data presumably processed routinely was not fully collected on all those incarcerated. There were enormous gaps in the information collected. In addition, it was found that there was no clear way of identifying individuals and evaluating the individual's cumulative experience in the prison system. It became clear that adding new information to the computer capability would have to wait until the procedures, for guaranteeing that all required data is in fact gathered, are developed. This requires a retraining of institutional staff responsible for collecting the information at intake. The institution has begun to deal with this task. An assessment of its effectiveness will be made about March 15, 1976.

If a system for separating the long-term and short-term detentioners could be developed, it would also be possible to determine the kinds of programs that need to be developed for the long-term detentioner, and the effectiveness of such programs. The information that is routinely collected relates to charges, disposition, dates of commitment, minimum and maximum terms, etc. It seems highly problematic to the evaluators that such data is relevant to the problems being discussed.

In discussing the problem of programs for long-term detentioners, one suggestion proposed for consideration was

using the production facilities for training programs during the hours after such facilities have been used for production. This seems to be a very constructive proposal if feasible.

V. Use of Information in Classification and Counseling

One of the objectives of the evaluation plan was to determine the extent to which data collected is used in classification, counseling and program development. The use of data in counseling and classification was determined by observations of classification, by interviews with the Director of Model Classification, and with a large percentage of social work staff. In the interviews we asked "where do you get the information you use in counseling, what kinds of information do you find most useful in counseling and the like." These interviews revealed that most of the information used is secured from the inmate during the actual counseling session. Further, there is little use of medical, psychiatric or pre-sentence investigation reports. The reasons for the lack of use of these information sources are variable. First, pre-sentence reports are obviously not always done. When they are done it is the responsibility of the judge to see that the reports are sent to the jail. This isn't always done. Further, when the report is sent to the jail, it is received by the registrar's office. This

office does not always cooperate in making the data available to the social work staff. These reports would be, we're told, useful primarily because they represent one of the few sources which contains independently verified information. In terms of psychiatric and medical information, there are somewhat contradictory reports about the availability of such information to the workers. On the one hand, the Director of Model Classification has sent memos to his entire social work staff indicating that medical and psychiatric information is available to them upon request. Yet some workers report that when they actually request data, they are told it is confidential. While we cannot be definitive on this point, there seem to be two reasons such data is not passed on: 1) lack of cooperation from relevant parts of the system; and, 2) lack of initiative on the part of some social workers in requesting data. It should be added here that no one sees this as a major (or even minor) problem for, by in large, the social workers do not consider such information as particularly necessary or useful to their counseling activities. The data they find most useful is that secured directly from the inmate at the time they are working with him/her, as well as data which must be secured from other sources on available programs, eligibility requirements for programs, and the like.

It should be added here that social workers indicate that the percentage of cases seen for in-depth counseling is a relatively small part of their caseload. And the extent to which information collected on the inmate is used (or useful) is also minimal.

The use of information in classification has some of the same problems as that in counseling. The problems specific to classification have been dealt with in the interim report and other previous materials. Reader should refer to these earlier materials.

VI. Evaluation of Outside--Referral System and Exit Interviews

Data concerning the evaluation of the current outside referral system has been obtained by examining the monthly Social Service Referral Reports and interviews conducted with the Director of the Model Classification Program. An examination of the statistical reports suggests the following:

1. the absolute number of referrals made is small. For the period from July 1, 1975 to December 31, 1975, a total of 525 referrals were made. Of these 525, 208 or 39.6% were referrals in which the social worker secured acceptance into a program of the inmate about to be released from the prison. Relative to the size of the population being served, the percentage of inmates for whom referrals are made is small. The ratio of referrals to all

inmates released for the July 1, 1975 to December 31, 1975 period shows that referrals are made for only 5% of the population. This percentage is deflated by the fact that the baseline figure includes all individuals released; including, detentioners and sentenced men. If the number of released sentenced inmates is used as a baseline figure, the percentage of inmates served by referral jumps to 57.5%. Since the major emphasis of the current referral system is for sentenced inmates, use of this baseline figure seems more appropriate. The 57.5% figure is inflated however, by the fact that referrals are also made for long-term detentioners.

2. there is little spread in the nature and types of referrals. Most referrals are to agencies such as; D.P.A., Legal Aid Society, Philadelphia Prison Society, Salvation Army, etc. These agencies usually provide emergency services for the inmate. These services include; providing emergency relief checks, providing home addresses so inmates can be released, etc.
3. presently, there is no systematic follow-up of referrals. The statistical reports give figures on the number of released inmates enrolled in programs external to the prison. These figures only mean that the particular agency has agreed to accept the inmate into their program after release. They are not an

indication of an inmate's actual participation in the agencies' programs.

The prison is currently attempting to develop a system for following-up referrals by providing inmates with a letter of introduction which would be returned to the prison by the outside agency. Such a procedure is problematic however, since the prison, in most cases, does not know ahead of time when an inmate will be leaving their custody. For example, the bulk of the population are detentioners for whom date of release is unknown.

Data concerning exit interviews was collected by observing interview sessions as well as through interviews with the Director of the Model Classification Program and the social workers responsible for the operation of this activity.

At present, the exit interview and referral procedures operate independently of one another. Referrals are being made by the individual social worker and not occurring as a result of the exit interview. Furthermore, exit interviews are conducted only for those inmates who are sentenced and for whom a minimum date is available. Hence, exit interviews can only be conducted with a small proportion of those individuals who might benefit from such service.

Presently, the exit interview consists of a group information dissemination session. Information is provided by representatives of the following organizations:

1. the Philadelphia Prison Society--who provides information as to services available through the society.
2. the Department of Public Assistance--who makes sure that everyone who is leaving the next month has made arrangements for an emergency check.
3. the State Employment Office--who informs the inmates as to what offices they can go to for service, as well as provide information concerning the completion of skill center training programs on outside the institution.

While not part of the exit interview process, the representatives of the Philadelphia Prison Society and the Department of Public Assistance do see inmates individually before they leave the institution. However, no data is kept as to referrals that may result from these contacts.

VII. Role of Social Service in Disciplinary

In the "Interim Evaluation Report," it was pointed out in meetings with Administration and Social Service that the role of the Social Worker places him in a difficult

position with respect to Custody. They appear to be in adversary roles which serves to accentuate the hostility between Social Service and Custody. In reviewing the total situation, it became apparent that the organization of the disciplinary hearings and the role of Custody and Social Service were never explained to new custody personnel during their training program. Second, it became clear that there was no feedback to the Custody individual writing up a particular case as to the outcome of the case and the reasons for the decision rendered. Third, it was generally assumed that the procedures originally designed were being followed, when, in actuality, the Administration wasn't sure this was a correct assumption. Observations have shown that this was not a correct assumption and important violations have taken place, e.g., custody participating in determining punishment or voting on guilt or innocence of inmate. And last, the Wardens have not systematically participated in the interpretation of staff roles to the older line staff.

Thus it has become clear that the Prison System needs to keep a closer look on the disciplinary hearings so that defined procedures are followed. In addition, the curriculum for the training of custody must include a more comprehensive explanation of the procedures including

a clarification of the social worker's role in these hearings. Third, information on the outcome of a given case should be fed back to the relevant personnel. Lastly, wardens need to take a more supportive posture toward the roles of all participants in the disciplinary hearings.

VIII. Feedback and the on-going effects of the evaluation

During the evaluation period the evaluators have brought about the following changes:

1. in the process of meeting regularly with the administration, social work supervisors in the three institutions were included in such meetings to obtain their views on issues relating to their departments.
2. short-comings and weaknesses in the computer capability of the prisons were demonstrated. This has led to a more critical examination of this capability by the prison administration.
3. the evaluation activities have sharpened the awareness of the administration of gaps in relevant data gathering procedures. At present, the administration is working on eliminating these gaps.

4. the evaluation activities have sharpened the awareness of the administration of the need for programs for long-term detentioners.
5. observation of disciplinary hearings showed that these hearings were not operating according to prescribed procedures. The administration was made aware of discrepancies. It was further discovered that these procedures were never incorporated into custodial staff training procedures. At present, the administration is meeting with the wardens to insure that hearing procedures are followed. Consideration is also being given to adding information concerning disciplinary hearings to custodial staff training sessions.

SECTION FOUR

RECOMMENDATIONS

I. At the present time, the Philadelphia Prisons do not have a computer capability capable of meeting the following needs:

1. evaluation of the utilization of Social Service and other programs,
2. evaluation of inmate needs and for planning appropriate new programs to satisfy these needs,
3. prediction and identification of short and long-term detentioners.

It is an absolute must that the prison system develop this capability. One way of developing this capability might be by setting up a small data processing system within the institution.

II. In attempting to assess the efficiency of the data processing system, it became evident that data gathering procedures, which are not the responsibility of social service, are inefficient. For example, data thought to be routinely collected was not so collected. Furthermore, the data collected was not routinely keypunched; thereby making it inaccessible to use. These gaps in the data need to be eliminated.

- III. Attempts to investigate the exit interview, referral, and follow-up systems were frustrated because information was sparse, or not kept at all. For example, currently there is no follow-up system. This data needs to be collected.
- IV. Preliminary figures on Social Service and other program utilization suggest that a large number of available program slots are unfilled. It is important that the institution determine why this is so.
- V. City civil service procedures impose regulations that interfere with E.E.O.C. guidelines being fulfilled. These procedures might be changed by creating job titles and correspondent exams appropriate to the needs of the correctional institution.
- VI. It seems that the institutions have introduced changes in the telephone system that have reduced pressures on social service, freeing them for more appropriate responsibilities. The institutions should not regress.
- VII. Periodic review of voluntary consent form signing procedures are necessary to insure continued elimination of "slippage."
- VIII. The classification procedure still seems to be operating without the use of information, or information used in a piecemeal manner. Although more information is

currently being reviewed prior to classification, team reviews of a total profile are needed prior to classification.

IX. Programs for long-term detentioners need to be developed.

X. The structure and function of disciplinary hearings and the role of the social worker in these needs to be included in the training and on-going supervision of custodial staff. In addition, the decisions and reasons for these decisions, need to be communicated to the custodial staff involved in each disciplinary hearing. These measures should affect the development of adversarial roles that have existed in this situation in the past. A more consistent monitoring of disciplinary hearings is necessary to insure that appropriate procedures are being followed.

XI. There needs to be closer communication and coordination between the work release program and the classification board so that more inmates are readily and quickly assigned to work release.

END

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