

Koba  
Associates,  
Inc.

2001 S Street, N.W. Suite 302 Washington, D.C. 20009 202/265-9111

SINGLE INSTITUTION EVALUATION DESIGN

PHASE I ASSESSMENT OF  
COEDUCATIONAL CORRECTIONS

CONTRACT #J-LEAA-009-77

NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
U.S. DEPARTMENT OF JUSTICE

September 23, 1977

44568  
comp

Prepared under contract number J-LEAA-009-77, awarded to the Small Business Administration, and Koba Associates, Inc., by the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U.S. Department of Justice. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official positions or policies of the U.S. Department of Justice.

SINGLE INSTITUTION EVALUATION DESIGN

PHASE I ASSESSMENT OF  
COEDUCATIONAL CORRECTIONS

For  
National Institute of Law Enforcement and Criminal Justice  
Law Enforcement Assistance Administration  
U.S. Department of Justice

Prepared by  
KOBA ASSOCIATES, INC.

J.G. Ross, Project Director  
E. Heffernan, Associate Project Director  
J.R. Sevick, Research Associate  
F.T. Johnson, Project Manager

September 23, 1977

## TABLE OF CONTENTS

I.	INTRODUCTION	1
II.	THE DESIGN OF EVALUATION RESEARCH	5
III.	CO-CORRECTIONAL OUTCOME EVALUATION	10
IV.	MEASUREMENT TECHNIQUES AND INSTRUMENTS	15
V.	CO-CORRECTIONAL PROCESS EVALUATION	17
VI.	CONCLUSION	21
	NOTES	22
	BIBLIOGRAPHY	24

## I. INTRODUCTION

The general NEP Phase I guidelines for the development of evaluation designs for individual projects stress that the evaluation design should be simple and specific. If the data collection can be kept to a minimum and the data analysis related to decision-making, it is anticipated that both the design can and will be implemented in existing projects and evaluation will be built into projected projects. The general intent of this product is to follow those guidelines.

However, when these guidelines are applied to co-corrections the first reaction is to question whether a common evaluation design is possible, since as noted in the earlier products of this study, a significant number of co-correctional institutions have moved into co-corrections for reasons unrelated to the consequences, as a program component itself, of the relationships of men and women together in a single institution. Generally, these decisions have been made in the context of population pressures, facility underutilization, or the availability of other correctional programs. Nevertheless, regardless of how a particular institution "got into co-corrections," or the reasons given for a certain jurisdiction's plans to open a new co-correctional facility or phase co-corrections into an existing prison, there are certain basic issues that are raised within every co-correctional program which require obtaining data to aid in their resolution. In turn, if a jurisdiction or an institution makes the decision to "get out of co-corrections," this needs to be done on the basis of some knowledge of the positive and negative human and fiscal consequences of the decisions both to enter into co-corrections and to phase it out. Therefore, a single evaluation design appears feasible.

One of the paradoxes of evaluation in co-corrections is that what makes evaluation so important is precisely what makes it so difficult. In any co-correctional facility,

regardless of why co-corrections is present, the focus is on human relationships, and in particular, on human sexual relationships. The "impact" of a co-correctional program cannot be evaluated in the same way as an employment, education or street lighting project in the criminal justice system, since the very question of the values or moral dimensions involved in both the objectives and the implementation of the program are key to the evaluation. And the moral questions or values of concern are centered in an area where there is a high level of resistance to data collection and a tendency toward complex, ambiguous, and inconsistent policy formation. What is a "normal" prison: single-sex or co-correctional? And what is "normal" sexual behavior: heterosexual or homosexual? The questions are difficult to answer, of course, because it is difficult to think of a time in history when all of the aspects of human sexual behavior were more a subject of controversy than they are now, or when the questions were more politicized, or more the subject of constant media coverage. The controversies over abortion and the multiplication of common law relationships illustrate the political and public nature of the issues. To confound the issue, not only are all these behaviors a point of controversy within as well as outside corrections, there are also additional dimensions unique to the correctional system.

The rather generally accepted assumptions within the American system of justice, that criminal conviction automatically implies the suspension of marital rights as a component of the punishment, and that the familial consequences of a conviction are not relevant to the question of "justice," have recently been seriously questioned. In addition, the whole issue of the "inevitability" of homosexual activity in single-sex institutions has become a more precise question of the presence, degree of participation, and level of coercion involved, and the degree to which inmates have a right to a more "normal" environment. At the same time, gay rights organizations have asserted a

complementary right to sexual options within the same prison environment. To complicate the question even more, sexual behavior is linked closely to power and status struggles. While these struggles exist, and may be intensified, in a single-sex institution, the presence of heterosexual relationships places the struggle in a different context. Both staff and inmates may react to interracial or inter-class heterosexual relationships more intensely than to their homosexual counterparts.

Parallel to, but not identical with the issues of sexual behavior, are those involving perceptions of appropriate sex-role behavior -- what it means to be a man or to be a woman -- and the related questions of sexual equality and equal employment and treatment opportunities.<sup>1</sup> And these questions, too, have their unique impact in the field of corrections.<sup>2</sup> In relation particularly to women, single-sex institutions may be viewed either as a form of segregation from the wider options available to the larger male inmate and staff population, or as an opportunity for women to assume the full range of institutional and relational roles. In a co-correctional facility, as in the larger correctional system, these roles tend to be apportioned informally, if not formally, within the context of traditional sex-role expectations.<sup>3</sup> As a consequence, when "going co-corrections" involves moving the single womens' institution to a co-correctional program it is significantly different conceptually from moving some male staff and inmates into a co-correctional setting.

In the light of the above discussion, it should be clear that any co-correctional program exists in a highly sensitive and politicized environment in which the inter-related attitudes, values and behaviors of staff, inmates, administrators, system-level decision-makers, legislators and the local and general public are critical to both the evaluation and the existence of the program.

It is in this context that an evaluation design may be developed which hopefully

focuses precisely on the co-correctional aspects of a given institutional program and assumes the presence of the basic managerial data which is necessary for the monitoring of any institution. In turn, the evaluation design outlined below is a specification of the more extensive measurement model developed in the Frameworks Paper of this project, which provides the basis for a more complete analysis of independent and dependent variables and their interrelations. The more extensive measurement model might be used in a more complete research design which might use the techniques of path analysis. Appendix A contains a copy of the flow diagram for the synthesized measurement model developed in the Frameworks Paper.

## II. THE DESIGN OF EVALUATION RESEARCH

In the development of an evaluation design there are several dimensions, or decisions as to the purposes of the evaluation, which have to be considered. While this design will provide guidelines for both types of evaluation, a distinction should be made between "outcome" and "process" evaluation.

The ability to evaluate the outcomes of a given program is dependent on:

- o The clarification of objectives;
- o The specification of desired outcomes; and
- o The development of measurements, preferably quantitative, to determine the degree to which the desired outcomes have occurred.

In management terminology, this is "cost-benefit" analysis. Cain and Hollister in their discussion of social action evaluation make it clear that the diversity of purposes, objectives, practices and anticipated outcomes that the co-correctional universe contains is not unique to the field:<sup>4</sup>

In the methodology of program evaluation which has been constructed, one of the principal tenets is that the first step in the analysis must be to specify the objectives of the program. Unfortunately, agreement on this principle has not facilitated its implementation, the problem being that few programs have a clearly defined single objective or even one dominant objective. . . There have been numerous cases in which months, and even years, have been taken up in arguments over what the program objectives 'really are' or how multiple objectives are to be 'weighted' to add up to some overall goal measure. . . . In the same vein, it must be recognized that there are some important social action programs for which it is necessary to observe what a program is doing and, in the process of observation, identify what the objectives are.

One important aspect in the consideration of the objectives to be chosen for the evaluation of a given correctional program, including co-corrections, is well illustrated in Adams' analysis of correctional research:<sup>5</sup>

Much of the current depreciation of the 'inefficacy' of correctional programs and correctional research derives from a perception of improved behavior as the focus of evaluative studies. The productivity or the efficacy of research appears in a better light when both system change and offender change are taken into account as objectives or goals.

In the later discussion of the development of an outcome evaluation design for co-corrections it is important to keep these two quotations in mind.

"Process" evaluation, on the other hand, involves the internal monitoring or evaluating of the strategies of a program, assuming certain objectives. In this form of evaluation, consideration is given to the degree a given policy or practice is functioning in relation to the objectives of the program and the points at which administrative changes in the operation of the program are advisable. Because the question of heterosexual contact and sex-role development appear to be critical areas in any co-correctional program, the policy and practices in these areas will be the focus of the process evaluation design presented in this paper, although other areas of consideration can be identified from an analysis of the measurement model in the Frameworks Paper.

In co-corrections, as in most social programs, what are needed are multiple measurements to reflect the multiplicity of value decisions which are usually involved in a policy decision. An illustration in co-corrections would be the evaluation of the level of sanctions needed to implement a given policy in regard to physical contact between inmates. The ramifications of changes in, or the continuation of, a given sanction level or contact policy involve staff and inmate morale, parole chances and population size, facility use, extra-institutional contacts in the case of transfer or criminal charges, medical and psychological services for birth control or pre-natal care, etc. The evaluation of this single policy would require a wide range of basic program and institutional data. In their discussion of evaluation research, Edwards, Guttentag and Snapper make the point from another perspective.<sup>6</sup>

If forced to choose between the experimentalist's and the baseball statistician's approaches to program evaluation, we will choose the latter almost every time. Fact gathering, however dull it may be, is indispensable to everything that comes after. And a reasonably exhaustive compendium of relevant facts about a program can, in principle and sometimes in practice, be interrogated by a decision-maker about whatever he really wants to know.

The previous quotation's distinction between the "experimentalist's" and the "baseball statistician's" approach to evaluation points up the other dimension which must be considered in evaluation, particularly in outcome evaluation. If we are to know whether "co-corrections makes a difference," then there is some necessity for a "control group." However, research literature is replete with warnings about the inadequacy of "experimental designs" in the real world of on-going programs.<sup>7</sup> The possibility of random choice and the control of independent variables, which are essential in the "classic" experimental design, are so seldom present that when the "quasi"-designs do not provide the expected results it is not clear whether the research design or the program itself is responsible.<sup>8</sup> Nevertheless, while realizing the numerous variables which will affect the value of the comparison, it is important to provide for comparative data from single-sex institutions, from other co-correctional facilities with significantly different strategies, or from before-after data within the institution, in at least those outcome areas considered as critical in a given jurisdiction or institution. Where possible, statistical techniques may provide some of the controls that random placement provides in the experimental design.

When the materials from the site-visits were analyzed in the process of developing the synthesized measurement model, seven variables were conceptualized as playing a critical role in the development of any given co-correctional program. As independent variables, they should be considered and controlled for in either cross-institutional or before-after comparisons within the institution. The seven variables, with their

relationships to some of the critical dependent variables, are as follows:

- o Capacity of the institution. This not only refers to the total rated capacity of the facility, but also the capacity of those buildings, lounges, libraries, floors, etc., which have been at any given time designated for the use of the male or female inmates. A particular capacity will not only affect the sex ratio, but also the extent of differential treatment (single rooms, dormitories, level of under-or over-utilization).
- o Sex ratio of both inmates and staff. Sex ratios become critical in the consideration of nature and level of inmates relationships and staff-inmate interaction, staff distribution and utilization, and in the development and utilization of programs.
- o Racial (and ethnic) ratios within and between the sexes. The effect of these ratios may be a function of both staff and inmate attitudes regarding the desirability of inter-racial heterosexual relationships, and the availability of a proportionate number of each racial or ethnic group of the opposite sex.
- o Size of staff and inmate population. The actual size of both the staff and the inmate population directly affects staff-inmate ratios, and may affect the availability and utilization of programs, the range of potential inter-relationships, per capita costs, and the levels and types of control to be developed, given their association with particular staff-inmate ratios.
- o Security levels. This variable not only includes the given security levels of the institution, which will affect access to furlough and community programming, and other programs, but also the possible presence of different ranges in security levels for male and female inmates within the institution. The conversion of the only women's institution within a correctional jurisdiction to co-corrections may result in the presence of differing security levels for women and men. Consequently, the level of restrictions may change, and the nature of given security levels may be redefined.
- o Age range. The range of ages within the total population, as well as the range within the population of a given sex, may affect, not only the nature of the relationships between the sexes within the institution, but also the proportion of inmates with marital and/or family relationships outside the institution.
- o Program types. The number and types of programs available in a given institution ranges partially as a function of the above listed variables. Program availability may affect inmate relationships in terms of time use, and income source, as well as in other more manifest functions. In addition, the absence of certain programs within the institution for either both sexes, or one sex, and their

availability in single-sex institutions within the jurisdiction, may also affect the effectiveness of sanction by transfer.

An additional variable to be considered when the measurement involves individual behavior changes are the basic demographic characteristics of the inmate population and/or the individual inmates. These include basic data such as the following: offense type, previous institutionalization, educational level, employment history, disciplinary record, marital status, time in sentence, drug and alcohol dependence, and, when available, salient factor or parole prediction scores.

### III. CO-CORRECTIONAL OUTCOME EVALUATION

The five "models" of co-corrections presented in the Summary Report, and more fully developed in the Frameworks Paper, represent an effort to develop in more systematic form the major sets of assumptions and anticipated program outcomes which were present and articulated in the ten institutions which constituted the research base.

The reintegration, institutional control and therapy models partially represent the three major approaches to general correctional practices as they are specified and implemented when co-corrections is considered as a program component in an institution. The two non-programmatic models -- surveillance and sanction, and alternate choice -- represent two institutional management approaches when co-corrections is perceived as a solution to population pressures, the need for regional facilities, for full space utilization, or for educational or work programs, but is not valued as a program on its own merits and is viewed instead as a management problem.

It has been emphasized that any given institution may be operating with several models and with varying degrees of explicitness. In some cases the models are a reflection of the viewpoints of persons with differing responsibilities within the institution who perceive different values -- or non-values -- in the co-correctional situation. The presence of a multiplicity of expected outcomes within an institution is not an insuperable research problem, although from an administrative viewpoint, when the obtaining of certain outcomes may jeopardize other possible outcomes, there may be a need to proceed with one of several approaches to the ranking of priorities.<sup>9</sup>

As an aid to clarifying possible outcomes which may be associated with co-correctional programs, a schematic chart of the five models with their descriptive objectives, anticipated outcomes, and some suggested sources of data which might be

TABLE I  
CO-CORRECTIONAL MODELS

Model and Descriptive Objectives	Anticipated Outcomes	Possible Measurements
<p>REINTEGRATION</p> <p>The use of the male-female interaction to "normalize" the institutional environment in order to ease the transition to the community after release.</p>	<ol style="list-style-type: none"> <li>1. Prisonization of first offenders lessened by the minimization of situational homosexuality</li> <li>2. Lower levels of predatory homosexuality and assaults</li> <li>3. Continuity or resumption of heterosexual options</li> <li>4. Improvement of appearance and grooming</li> <li>5. Maintained or increased self-worth</li> <li>6. Limited use of psychotropic medication</li> <li>7. Sexual options for protection cases</li> <li>8. Reduced post-release problems</li> <li>9. Reduced recidivism</li> </ol>	<ol style="list-style-type: none"> <li>1. Administration of the Wheeler prisonization items or the comparable scales in the Bureau of Prisons research design; homosexuality levels indicated also by use of a Bureau of Prisons instrument in the process of development.</li> <li>2. Disciplinary levels for assault and disciplinary actions related to aggressive sexual activity by sex, compared to rates in comparable single-sex institutions.</li> <li>3. Survey of inmate concepts of sex-roles and sexual behavior at arrival and release; number of disciplinaries related to violation of sexual contact regulations, with proportions for homosexual and heterosexual contact; questionnaire on time spent in interaction, level of interaction and number of interactions by age and sex, modified from the Wheeler research on prisonization; Cavior-Cohen Co-corrections Opinion Scale.</li> <li>4. Presence or absence of dress codes and disciplinary actions for dress; Cavior scale of physical appearance; codified descriptions by inmates and staff.</li> <li>5. Self-esteem scales administered at admission and release; MMPI data.</li> <li>6. Number and type of prescriptions for drugs, per capita by sex.</li> <li>7. As R-2 above.</li> <li>8. Parole data on the number of divorces and marriages; number of stable sexual relationships; and number of children living with parents.</li> <li>9. Recidivism rates determined either by the criteria of the National Advisory Commission standards or those used by the Bureau of Prisons for their research studies, controlled by predicted parole success for institution and control or comparative groups.</li> </ol>

Model and Descriptive Objectives	Anticipated Outcomes	Possible Measurements
<p><b>INSTITUTIONAL CONTROL</b></p> <p>The use of male-female interaction to "normalize" the institutional environment to reduce violence and predatory homosexuality, with the use of transfer for the control of heterosexual behavior.</p>	<ol style="list-style-type: none"> <li>1. Decreased prisonization and reduced staff-inmate distance</li> <li>2. Continuity or resumption of heterosexual options</li> <li>3. Low emotional involvement</li> <li>4. Low pregnancy rates</li> <li>5. Low levels of predatory homosexuality and assaults</li> </ol>	<ol style="list-style-type: none"> <li>1. See R-1 above, and proportion of disciplinaries for disrespect and/or disobeying staff orders, staff assault levels, number of staff volunteers and participation in programs; CIES administration.</li> <li>2. See R-2 above.</li> <li>3. Number of requests for marriage; perceived number and proportion of couples by staff and inmates; number of sex related assaults per capita by sex, as well as data from R-3 above.</li> <li>4. Number of pregnancies with presumed time and place of conception, with comparative data on women's single-sex institutions both correctional and other.</li> <li>5. See R-2 above.</li> </ol>
<p><b>THERAPY</b></p> <p>The use of male-female interaction to work with and correct "sexually abnormal" attitudes and behaviors to reduce post-release problems.</p>	<ol style="list-style-type: none"> <li>1. Changed appearance and sex-roles</li> <li>2. Heterosexual "coping" skills</li> <li>3. Increased self-acceptance</li> <li>4. Reduced sex-role stereotyping</li> <li>5. Reduced post-release adjustment problems</li> <li>6. Reduced recidivism</li> </ol>	<ol style="list-style-type: none"> <li>1. See R-3 and R-5 above.</li> <li>2. See R-3 above.</li> <li>3. See R-5 above.</li> <li>4. See R-3 above.</li> <li>5. See R-8 above.</li> <li>6. See R-9 above.</li> </ol>
<p><b>SURVEILLANCE AND SANCTION</b></p> <p>The provision of a high level of internal control of male-female relationships in order to ensure the fulfillment of the correctional system needs which required the adoption of co-corrections.</p>	<ol style="list-style-type: none"> <li>1. Low pregnancy rates</li> <li>2. Low sexual and sex-related assaults</li> <li>3. Low emotional involvement</li> <li>4. Specific system needs fulfilled: <ol style="list-style-type: none"> <li>a. Lower per capita cost</li> <li>b. Full facility utilization</li> <li>c. Increased program availability</li> </ol> </li> </ol>	<ol style="list-style-type: none"> <li>1. See IC-4 above.</li> <li>2. See R-2 above.</li> <li>3. See IC-3 above.</li> <li>4. For a given system objective: <ol style="list-style-type: none"> <li>a. Comparative cost pre- and post co-corrections; budget items for facility modification, staff increases, and program development related to the presence of co-corrections;</li> <li>b. Ratio of space utilization by having both sexes to estimated use by single sex; number of spaces available in housing restricted to one sex;</li> <li>c. Number and type of program, number integrated, number developed after co-corrections, number and sex of participants in the program in relation to the sex ratio in the total population.</li> </ol> </li> </ol>

Model and Descriptive Objectives	Anticipated Outcomes	Possible Measurements
<p><b>ALTERNATE CHOICE</b></p> <p>The presence of males and females within an institution to serve correctional system needs with limited external control of sexual relations through the provision of alternate relationships and activities.</p>	<ol style="list-style-type: none"> <li>1. Low pregnancy rates</li> <li>2. Low sexual and sex-related assaults</li> <li>3. Low emotional involvement</li> <li>4. Higher staff and inmate morale</li>   <li>5. Specific system needs fulfilled;               <ol style="list-style-type: none"> <li>a. Lower per capita costs</li> <li>b. Full facility utilization</li> <li>c. Increased program availability</li> </ol> </li> </ol>	<ol style="list-style-type: none"> <li>1. See IC-4 above.</li> <li>2. See R-2 above.</li> <li>3. See IC-3 above.</li> <li>4. Staff resignations by sex, transfer requests by sex, number of staff, sick leaves per capita by sex; administration of morale scales; CIES administration for inmates, or Cavior-Cohen Co-corrections Opinion Scale.</li> <li>5. See SS-4 above.</li> </ol>

used in their measurement, is provided in Table 1. It should be clear that terms like "lower" or "low" require the setting of desired outcome levels or the provision of comparative data, either from other institutions or from before-after measurements. In discussion of possible measurements, reference is made to measurements given in previously considered models by use of the initials R (Reintegration), IC (Institutional Control) and SS (Surveillance and Sanctions).

The schematic presentation in Table 1 makes clear that many of the anticipated outcomes are similar among the five models, and many of their measurements identical. However, the relationships of the outcomes to each other would vary in regard to their priority from institution to institution, and the definitions of "high," "low," and "lower" would be determined by the objectives of the co-correctional program. It is intended that the chart be useful in clarifying the objectives, specifying the outcomes, and developing the measurements for any given institution.

#### IV. MEASUREMENT TECHNIQUES AND INSTRUMENTS

In expanding on the question of the development of measures, it should be noted that some of the recommended measurements involve scales and questionnaires. If their administration occurs in the course of orientation and pre-release programs and are administered anonymously, except in cases where data is specifically needed for a given inmate or staff member, then the development of a data bank can occur without the research being either disruptive or obtrusive.

Some of the most basic data required, including disciplinarys, program participation, and other standard institutional information, is almost always routinely gathered. However, realistically, this data is often scattered in various offices, not gathered in a standard way, and generally not available for retrieval and use in combination with other variables. It is suggested that persons interested in developing information systems obtain a copy of the Bureau of Prisons co-correctional research design from the Director of the Research Office in Washington, D.C. and examine Appendix A, which contains data-collection instructions and coding procedures for twenty-two items.<sup>10</sup> While coding procedures would need to be modified for particular state and institutional data-keeping operations, the availability of translatable data from other jurisdictions for evaluation purposes would be invaluable.

Among the recommended scales and measurements, the work by Wheeler on prisonization and inmate relationships, with appropriate modifications to include co-correctional relationships, would be useful in measuring involvement levels and the degree to which there have been changes in the "prison environment." The CIES (Correctional Institutions Environment Scales) have been used by the Bureau of Prisons as a management measurement, and as a result, comparative data is available for both

single-sex and co-correctional facilities. The Co-corrections Opinion Scale has also been administered to both staff and inmates in selected Bureau of Prisons single-sex and co-correctional institutions, and provides a valuable source of comparative data on staff and inmate perceptions of co-correctional programs. The Bureau is also developing an instrument to determine the levels of homosexuality present in a given facility. The use of these instruments and the provision of comparative data can be arranged through direct communication with the Bureau of Prisons.<sup>11</sup>

The measurement of both staff and inmates attitudes in regard to normative sexual behavior and sex-role expectations is both critical and difficult. With certain adaptations, the social and political inventory used in Cottle, Edwards and Pleck's study of sex-role identity could be used to explore staff and inmate views on sexual morality, birth control, abortion and interracial marriages.<sup>12</sup> A study by Williams and Best, using Gough and Heilbrun's adjective check list, provides a list of the key adjectives related to male and female stereotypes which might be adapted to probe inmate and staff self-perceptions, as well as their perceptions of the characteristic differences in male and female staff and inmates.<sup>13</sup>

As frequently noted, these scales should always be used in a setting which assures the anonymity of the persons responding, since the sensitivity of the issues are such that both the question of privacy and the validity of responses are central to the research.

## V. CO-CORRECTIONAL PROCESS EVALUATION

Much of the above discussion in regard to measurement for co-correctional outcome evaluation is equally applicable to questions of process evaluation. In fact, some of the measures noted above are more critical and more useful for process evaluation than for the evaluation of outcomes.

As noted in Chapter I, by its nature co-corrections deals with the highly controversial and highly politicized area of sexual behavior and sex-role expectations. From the experience of the site visits, it is possible to conclude that there are a series of key policy decisions which must be made in every co-correctional institution regardless of the objectives of the institution, and which should be the regular object of evaluation. The reasons why these policy positions have been highlighted for process evaluation are that not only do they represent the most sensitive areas in co-correctional practice, but also, because it is clear from administrative interview data that the policies are often developed in an ad hoc manner. Sometimes they are formulated in response to a single occurrence, or based on an estimation of public, staff, or inmate attitudes, without a data source to check the accuracy of the estimation.

The key policy decisions are as follows:

- o Policy in regard to the amount of interaction, including times and places, which will occur between male and female inmates.
- o Policy in regard to the degree of physical contact allowable, with both the opposite sex and the same sex.
- o Policy in regard to the level of sanctions applied to prohibited inmate heterosexual and homosexual relationships in relation to sanctions in other areas of institutional life.
- o The development of differential policies in any area of the institution in regard to male and female inmates and/or staff.

- o Policy in regard to the availability of birth control, and guidelines for pregnancy including pre-natal care, child placement, and abortion, as well as the presence or absence of differential sanctions for women.
- o Policy in regard to existing marital relationships between inmates as well as inmate marriages.

These policies are critical in the functioning of the institution, since the maintenance, for example, of a particular policy in regard to the level of physical contact may require not only increased use of staff time for its implementation, but also modification of the use of facilities or the integration of work programs, which may affect budget items and program utilization, as well as influence both staff and inmate morale.

An awareness of the consequences of a given policy may develop when significant changes in disciplinary rates, program participation, program and staff costs, inmate transfers and staff turnover occur. However, often the particular policy is perceived as a "given" because of either assumptions in regard to the sex-role behavior of men and women, or the presence or absence of certain norms in regard to sexual behavior among the staff, inmates or the general public. In some cases, because of the ad hoc nature of the policy-making, there may be limited consistency between policies. For example, there may be stress on the absence of differential policies for men and women, but restrictions on movement or contact may result in the effective exclusion of one sex from an institutional program. The presence of inconsistency may in itself have considerable effect on the implementation of other related policies and the desired objectives of either the co-correctional or general institutional program.

While it may be more difficult in an on-going institutional program to modify existing policy, there should be careful consideration in the planning of a co-correctional institution in regard to initial policy in each of the above areas, based as far as possible on their consistency with the objectives of the co-correctional program. While it is

recognized that the policy will be modified as a result of specific circumstances that flow from the interaction of staff, inmates, larger system policies, and local community reactions, it is precisely because of the close relationship between policy formation and these factors that it is important to monitor, for both the on-going administration of a co-correctional institution and for institutional planning, the following areas:

- o Staff attitudes, which may vary significantly with position, sex and background, on specific policies and acceptable sexual behavior and sex-role expectations;
- o Inmate attitudes, which may also vary significantly by age, sex, offense and previous institutional experience, in regard to policy, sexual behavior and differential sex-role expectations;
- o Policy formulation in parallel areas within other co-correctional institutions and single-sex institutions inside and outside the correctional jurisdiction;
- o "Public" opinion, including the local and state communities, other criminal justice agencies, and the state or federal legislatures and policy-making bodies.

As noted above, the measures of sex-role expectations and attitudes toward sexual behavior can be modified and used to determine staff and inmate positions and to indicate the degree to which there is unanimity or diversity within and between the staff and inmates. Reactions to specific policy formulations can determine the degree to which a policy can be implemented or modified, or the need to develop staff and/or inmate orientation.

The monitoring of policies in other institutions can aid in determining the presence and potential consequences of alternative policy positions in a given area. The probing of public opinion is a more difficult process, but neighboring educational institutions, or national groups may occasionally conduct opinion surveys. The formation or use of an advisory committee from the area which would represent a range of community leadership, including the media, would be valuable in estimating the degree of local or

state support or opposition to a policy formulation or change in particularly sensitive or controversial areas.

While the above discussion of possible monitoring measures is limited, it is hoped that it provides some guidelines for the development of process evaluation within co-correctional programs.

## VI. CONCLUSIONS

At the beginning of this paper it was mentioned that the NEP guidelines for the development of evaluation standards for individual projects recommend that the evaluation design be simple and specific. One difficulty which should be obvious as this discussion draws to a close, is that the consequences of the introduction of co-corrections within an institution are not simple, whether viewed from the perspective of the inmates, the staff or the correctional system itself. However, in this paper there has been an effort to make the design of outcome and progress evaluations as general as possible with the intention that the resources of the larger NEP study of co-corrections may serve to supplement and support a given program evaluation. In addition, the bibliography in the Summary Report includes present and projected research in the area of co-corrections which should be suggestive in the development of a research design.

In conclusion, it is important to stress that precisely because the consequences -- positive and negative -- of co-corrections are important to the correctional system, evaluation should occur.

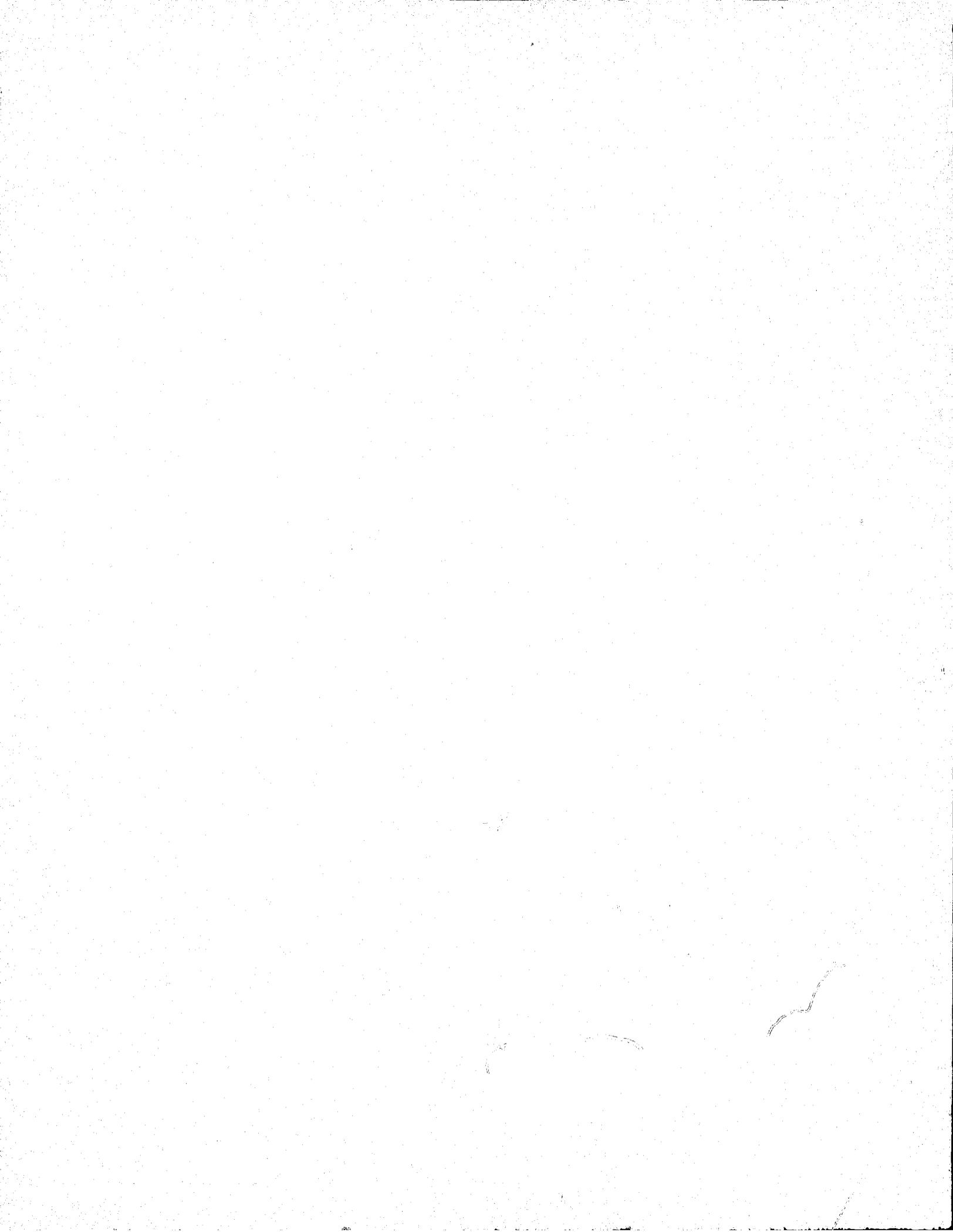
## NOTES

1. Helene S. Astin, Sex roles: a research bibliography, (Rockville, Maryland: National Institute for Mental Health, 1975).
2. Ralph R. Arditi, Frederick Goldberg, M. Martha Hartle, John H. Peters, and William R. Phelps, "The sexual segregation of American prisons," Yale Law Journal, 1973, 82, pp. 1229-1273.
3. Esther Heffernan, "Interim report on research: Fort Worth FCI," unpublished paper, U.S. Bureau of Prisons, April, 1974. Esther Heffernan and Elizabeth Krippel, "Final report on research: Fort Worth FCI," unpublished report, U.S. Bureau of Prisons, March, 1975. Joellen Lambiotte, "Sex role differentiation in a co-correctional setting," unpublished master's thesis, University of California at Santa Barbara, January, 1977.
4. Glen C. Cain and Robinson G. Hollister, "The methodology of evaluating social action programs," pp. 112, 114, in Peter H. Rossi and Walter Williams (Eds.), Evaluating social programs, (New York: Seminar Press, 1972).
5. Stuart Adams, Evaluation research in corrections: a practical guide, (Washington, D.C.: Law Enforcement Assistance Administration, 1975), p. 105.
6. Ward Edwards, Marcia Guttentag and Kurt Snapper, "A decision-theoretic approach to evaluation research," p. 147, in Elmer L. Streuning and Marcia Guttentag (Eds.), Handbook of evaluation research, Vol. I, (Beverly Hills: Sage Publications, 1975).
7. Stuart Adams, op. cit.; Ward Edwards, et al., op. cit.; Peter H. Rossi, "Testing for success and failure in social action," pp. 11-49, in Peter H. Rossi and Walter Williams, op. cit.; Julian C. Stanley, "Controlled field experiments as a model for evaluation," pp. 67-71, in Peter H. Rossi and Walter Williams, op. cit.; David Twain, "Developing and Implementing a research strategy," pp. 27-51, in Elmer L. Streuning and Marcia Guttentag, op. cit.
8. Donald Campbell and Julian C. Stanley, Experimental and quasi-experimental designs for research, (Chicago: Rand-McNally, 1966).
9. Ward Edwards, et al., op. cit.
10. John Burkhead, Helene E. Cavior and Jerome Mabli, "A comparison of two approaches to incarceration: co-correctional and single-sex institutions," unpublished research proposal, U. S. Bureau of Prisons, May, 1977.
11. The Bureau of Prisons should be contacted by communication with: Director of Research, U.S. Bureau of Prisons, 320 First Street N.W., Washington, D.C. 20534.
12. Thomas J. Cottle, Carl N. Edwards and Joseph Pleck, "The relationship of sex role identity and social and political attitudes," Journal of Personality, 1970, 38, pp. 435-452.

13. John E. Williams and Deborah L. Best, "Sex stereotypes and trait favorability on the adjective check list," Educational and psychological Measurement, 1977, 37, pp. 101-110.

## BIBLIOGRAPHY

- Adams, S. Evaluation research in corrections: a practical guide. Washington, D.C.: Law Enforcement Assistance Administration, March 1975.
- Arditi, R.R., Goldberg, F., Hartle, M.M., Peters, J.H., and Phelps, W.R. The sexual segregation of American prisons. Yale Law Journal, 1973, 82, 1229-1273.
- Astin, H.S. Sex roles: a research bibliography. Rockville, Maryland: National Institute for Mental Health, 1975.
- Bem, S.S. The measurement of psychological androgyny. Journal of Consulting and Clinical Psychology, 1974, 42, 155-162.
- Bem, S.S., and Lenney, E. Sex typing and the avoidance of cross-sex behavior. Journal of Personality and Social Psychology, 1976, 33, 48-54.
- Burkhead, J.D., Cavior, H.E., and Mabli, J. A comparison of two approaches to incarceration: co-correctional and single-sex institutions. Unpublished research proposal, Research Division, U.S. Bureau of Prisons, 1977.
- Cain, G.C., and Hollister, R.G. The methodology of evaluating social action programs. In P.H. Rossi and W. Williams (Eds.), Evaluating social programs. New York: Seminar Press, 1972.
- Campbell, D.T. and Stanley, J.C. Experimental and quasi-experimental designs for research. Chicago: Rand McNally, 1966.
- Cottle, T.J., Edwards, C.N., and Pleck, J. The relationship of sex role identity and social and political attitudes. Journal of personality, 1970, 38, 435-452.
- Edwards, W., Guttentag, M., and Snapper, K. A decision-theoretic approach to evaluation research. In E. L. Streuning and M. Guttentag (Eds.), Handbook of evaluation research. Vol. 1. Beverly Hills: Sage Publications, 1975.
- Rossi, P.H. Testing for success and failure in social action. In P.H. Rossi and W. Williams (Eds.) Evaluating social programs. New York: Seminar Press, 1972.
- Stanley, J.C. Controlled field experiments as a model for evaluation. In P.H. Rossi and W. Williams (Eds.), Evaluating social programs. New York: Seminar Press, 1972.
- Twain, D. Developing and implementing a research strategy. In E.L. Streuning and M. Guttentag (Eds.), Handbook of evaluation research, Vol. 1, Beverly Hills: Sage Publications, 1975.
- Williams, J.E. and Best, D.L. Sex stereotypes and trait favorability on the adjective check list. Educational and Psychological Measurement, 1977, 37, 101-110.



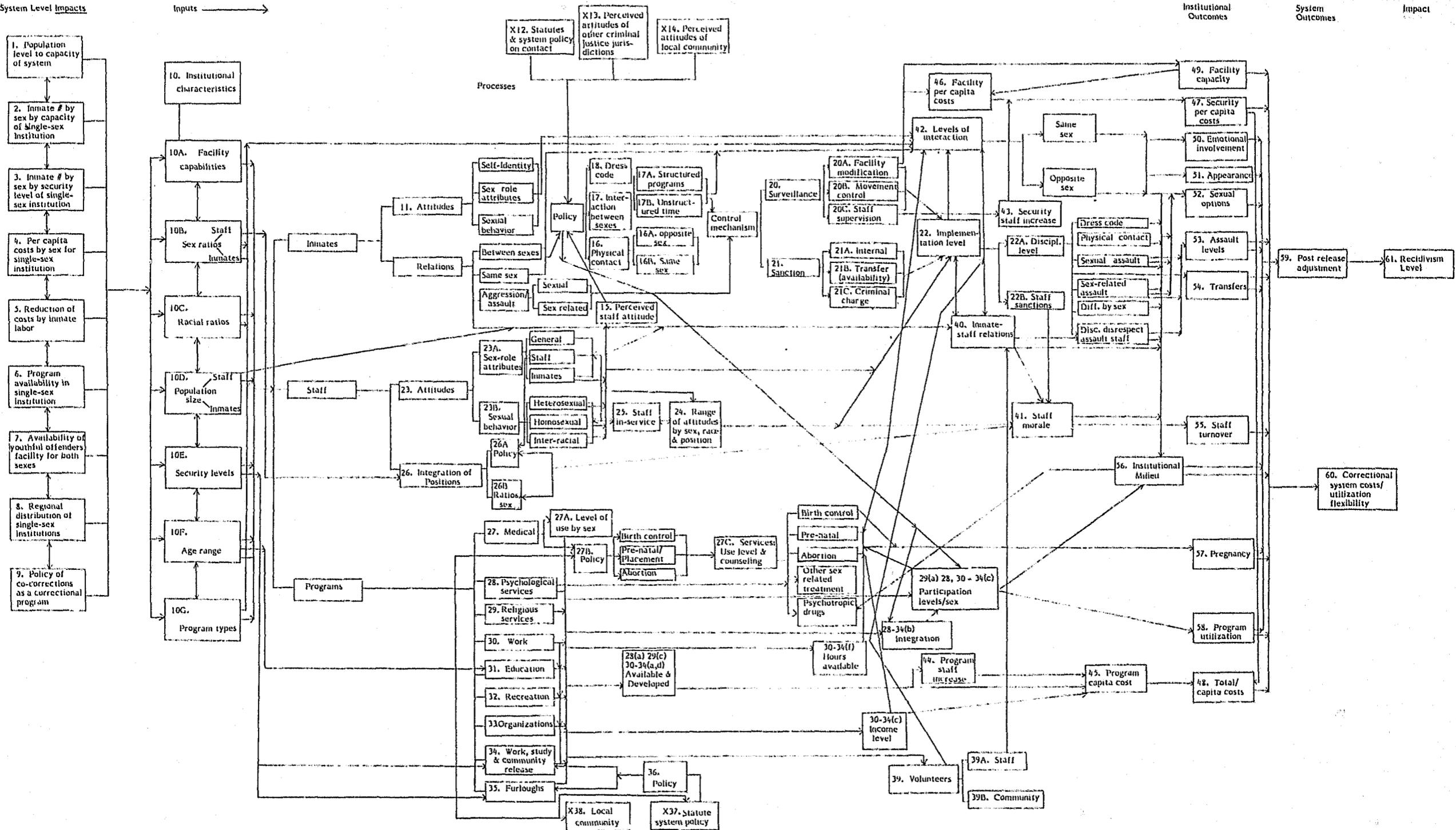
System Level Impacts

Inputs

Institutional Outcomes

System Outcomes

Impact



APPENDIX A: SYNTHESIZED MEASUREMENT MODEL



**END**