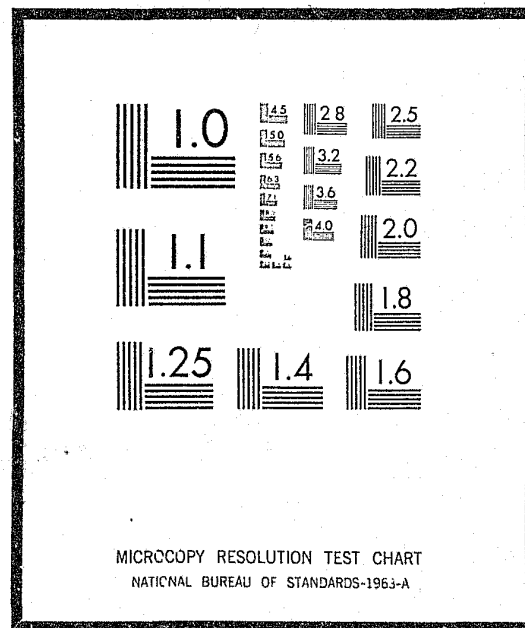


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FINAL REPORT
Establishment of a D.O. and Outreach
Centers in the Phila. Area for the
PBPP
Project Year 1974-75

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FINAL REPORT

Establishment of a District Office and Outreach
Centers in the Philadelphia Area for the
Pennsylvania Board of Probation and Parole

Project Year 1974-75

DS-75-E-9B-9-634

Submitted to

NCJRS

MAR 25 1977

Pennsylvania Board of Probation and Parole

ACQUISITIONS

Fred W. Jacobs, Chairman
William F. Butler, Board Member
Verdell Dean, Esquire, Board Member
Paul J. Descano, Board Member
John H. Jefferson, Board Member
Robert L. Johnson, Executive Director

and

Pennsylvania Governor's Justice Commission

Prepared by:

Research and Statistical Division
Bureau of Administrative Services
Pennsylvania Board of Probation and Parole

June 4, 1976

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I EXECUTIVE SUMMARY EVALUATION CONCLUSIONS

Project Synopsis

This summary has been prepared to provide an overview of evaluation findings and conclusions in an easily understandable manner. The Philadelphia Outreach LEAA Subgrant was in its fourth year of continuation funding during the evaluation period. The evaluation attempted to examine project concepts and goals, and measure the extent to which they are being accomplished. The final evaluation is partially an update of the interim analysis, with the important exceptions that a consideration of agent daily activity, caseload status, and most importantly, a cost-effectiveness analysis have been added. To minimize repetition, the final report excludes some analysis which was contained in the August, 1975 interim report. The interim report is attached for reference.

The goals and objectives of this project are:

1. To contribute to the maintenance and/or reduction of the percentage of cases under supervision in the Philadelphia Region which have been returned to prison annually.
2. To maintain effective supervisory surveillance so as to afford maximum protection to the community against possible violators of probation or parole.
3. To continue and develop the Board's policy of decentralized services which are closer to the communities they serve and provide less formal and more accessible offices, promote the use of community resources and foster integration into the Philadelphia, Delaware and Chester County communities.
4. To obtain maximum opportunity for employment among clients.
5. To provide effective supervisory treatment through modern therapeutic techniques in community based parole centers and promote referrals to community services so as to afford maximum opportunities for the offender's rehabilitation.
6. To maintain caseloads of no more than fifty clients per agent.
7. To minimize agent travel time so as to afford maximum time for client supervision.
8. To improve caseload management and minimize client transfers and agent turnover which are to the detriment of the successful completion of supervision.

The original intent and underlying philosophy of the Outreach grant was that small community based, neighborhood style sub-offices would bring supervision closer to the client and the community to produce more effective surveillance and client treatment. The Chester Office was created to decentralize Philadelphia workload responsibilities and reduce travel time for agents. Overall, the intent of the grant was to improve the quality of probation and parole supervision and consequently its rehabilitative effect, by the development of a more effective and efficient service delivery system.

The evaluation design focused on the program activities and resultant client accomplishments of the community parole center sub-offices and the Chester District Office in comparison with general caseload clientele being served in the Philadelphia District Office. Evaluation methodologies included both cross-sectional and time series reviews of probation and parole outcome measures, and on-site interviewing of outreach staff. Statistical measures of program performance and effectiveness were compiled and analyzed in the Central Office using the Board of Probation and Parole's statistical reporting system. Parole outcome measures selected for analysis were client recidivism defined as returns to prison, unconvicted violations, client arrests, caseload reporting status, and client employment. To develop comparable study populations, SRS caseloads and special narcotics units' cases were excluded from the study. On the less quantitative side, interviews were conducted among Outreach agents and managerial personnel to gain insight into qualitative aspects of grant objectives such as improved work environments, community integration and agent morale.

The project evaluators consisted of an in-house evaluation team from the Agency's Research and Statistical Division. The Pennsylvania Board of Probation and Parole allows evaluation activities to be conducted without Agency interference to insure the integrity of information and an independence of judgment in the evaluation's preparation.

This evaluation report is divided into three analytic sections: a) an analysis of probation and parole outcome measures, b) an analysis of program activity and operations, and c) an analysis of program costs and economic advantages.

Findings and Conclusions

1. *The Community Based Parole Centers and the Chester District Office General Caseload were found to have significantly lower percentages of recidivists than the general caseload in Philadelphia. Chester was especially low in recidivism. It was concluded that the more localized service delivery system had enhanced the effectiveness of client rehabilitation programming as evidenced by lower rates of recidivism.*

For an eighteen month period beginning in calendar year 1974 and ending in June of 1975, the percentage of unsuccessful case closures due to recommitments from parole and revocation of probation in relationship to the total number of cases closed was 37.4% in the Philadelphia general caseload, 24.6% in the five LEAA sub-offices and 19.5% in the Chester District Office. This comparison does not include SRS clientele.

2. *The Chester Office and Philadelphia's community parole sub-offices were found to have smaller percentages of parolees arrested per month relative to average monthly caseloads when compared to general caseload clientele in the Philadelphia District Office.*

Over an eighteen month period beginning in calendar 1974 and ending in June of 1975, the average number of parolee arrests per month in Philadelphia's general caseloads were 3.6% of their average monthly caseload as compared with 2.8% in Philadelphia's community sub-offices and 1.3% in Chester's District Office. Although this data suggests that the outreach concept of decentralization continues to positively impact upon its parole clientele in terms of minimizing violations in the community, arrest frequencies among probationers among the comparison populations did not vary significantly.

Philadelphia's general caseload probationers were arrested at a rate of 3.1% per month of an average monthly caseload in comparison with 3.3% per month in Philadelphia's community sub-offices and 3.2% per month among probationers in Chester.

This puzzling result seemed to contradict the conclusion that the outreach programmatic emphasis made a difference in client performance. Possibly underlying differences in client characteristics, or judicial administration in different geographic areas account for some of the difference in client performance. This apparent anomaly in performance warrants careful examination in the next evaluation cycle.

An additional aspect of arrest data which provides some insight into relative program performance, is the relationship of technical violation arrests to criminal violation arrests. Theoretically, technical arrests imply that agents have preemptively intervened to prevent the commission of criminal offenses by a client who is experiencing adjustment problems. Parolee technical arrests accounted for 11% of the total parolee arrests reported for Philadelphia's general caseloads as compared to only 8% in Philadelphia's sub-offices. The Chester District Office reported no technical parolee violation arrests for the eighteen month period. This data cannot be interpreted with any reliability since there may be a multitude of diverse reasons for these outcomes.

Paradoxically, the Chester District Office which had a relatively high rate of arrest among probationers, had 8.5% technical arrests among its total reported probation arrests. Sub-office technical arrests accounted for 10.8% of total probationer arrests while Philadelphia's general probation caseload had only 8.0% technical arrests of total probation arrests. Although parole technical arrest data raised more questions than it answered, probation arrest data appears to be supportive of theories regarding agent intervention as a deterrent to crime in an outreach program setting. Clearly, more rigorous analysis of arrest data is needed in the next evaluation cycle.

3. *An analysis of unconvicted violators among clientele under supervision in an eighteen month period revealed that Chester clients, and to a lesser extent Philadelphia sub-office clients, had fewer clientele being declared UCV's on the average than Philadelphia's general caseload clientele.*

New unconvicted violators were declared in Philadelphia's general caseloads at an average rate of 1.7% per month of an average monthly caseload in comparison with 1.5% among community sub-office clientele and 1.2% of Chester's general caseloads. Statistical testing indicated that differences in Philadelphia's comparison caseloads may have been due to chance, but the rate in Chester was significantly different suggesting an underlying causal factor for the difference. These data suggest that clientele being supervised under "outreach" programming were less likely to be destined for return to jail, a fact which corroborates recidivism data measured by recommitments and revocations. Unfortunately, these limited data provide little insight into the apparent contradictions noted in arrest data. Recently enacted data processing modifications will enable future evaluators an opportunity to statistically separate parolees from probationers and examine interrelationships between arrests, UCV's and returns to prison.

4. *Outreach Community Parole Centers and the Chester District Office were found to have significantly higher percentages of employed clients and lower percentages of clients dependent upon public assistance than Philadelphia General Caseload clients. It was concluded that the community setting of the Outreach centers has contributed to a more successful economic reintegration of clients into their community than obtained by agents based in the State Office Building.*

The results of the June, 1975, quarterly employment survey indicated that for the Philadelphia General Caseload, 58.3% of those clients able to and available for work were employed full time, 8.4% were employed part time, and 21.3% were receiving public assistance. For the five community parole centers, 65.1% were employed full time, 9.3% part time, and 13.7% were receiving public assistance. For the Chester General Caseload, 66.1% were employed full time, 8.1% part time, and only 7.1% were receiving public assistance. These differences were found to be significant statistically and therefore not due to chance.

5. *The Chester District Office General Caseload was found to have a substantially higher percentage of Court assigned special probation cases when compared to either Philadelphia's general caseload clientele, or its community sub-office clientele. Since probationers are commonly believed to be less difficult to reintegrate into their community because of their relatively short or minor criminal careers, this finding may have considerable impact on interpretations of relative performance when programs are evaluated by aggregate measures of recidivism or arrest.*

An analysis of caseload composition in 1975 revealed that probationers made up 31.1% of Philadelphia general caseloads, 31.8% of Philadelphia's sub-office caseloads but 48.8% of Chester's general caseload. The substantial difference in caseload composition between the geographic localities of Philadelphia and Chester may be explained to a large extent by differences in local court policy and individual county capabilities to absorb probation cases. However, if counties differ in sentencing practices also, the kind of individual who is given probation in one county may markedly differ from another. A priori, the differences in caseload composition in Chester and Philadelphia may also conceal

substantive differences in the type of offender being served in these supervision categories and consequently, can explain differences in performance among comparison populations that have been demonstrated.

6. *An examination of average caseload sizes indicated that the Agency has exercised managerial control over agent caseload size to adhere to the requirements of this grant.*

Under this grant, agent caseload sizes were not to exceed fifty clients per agent. Although the Agency adheres to fifty cases per agent for LEAA funded staff, it also attempts within resource constraints to adhere to the concept of controlled caseload size among all staff in the outreach program. As of December, 1975, there were an average of approximately 50 clients per agent in Philadelphia general caseloads, 54 per agent in sub-offices and 61 clients per agent in Chester. Fluctuations in caseload growth rates and agent turnover make strict compliance to caseload size standards an ongoing problem. Inspection of the trend data in this report verifies managerial intervention to alter adverse trends in caseload size. Despite Chester's consistently higher average caseload size, they have been generally more successful in reintegrating offenders in their communities as previous data has demonstrated.

7. *It was found that Outreach client populations have significantly more clients in active supervision status and fewer in detention and absconder status than do Philadelphia general caseloads.*

Client reporting status from three months' computer printouts was obtained for December, 1974, March, 1975 and June, 1975. Active status was defined as a client with whom the agent had personal contact. The following averages were obtained for the percentage of active, detained and absconded cases respectively: Philadelphia general caseload, 85.6%, 9.2% and 5.2%; community sub-offices, 91.0%, 5.4% and 3.6%; and Chester general caseload, 92.8%, 5.3% and 1.9%. These lower rates of delinquent status for Outreach clients are consistent with other findings which pointed to superior client adjustment in the LEAA project.

8. *A comparison of the frequency with which agents contact clients or collateral acquaintances indicates that community sub-office agents had more frequent client contacts per month than Philadelphia general caseload agents. Chester had a slightly lower client contact ratio.*

Paradoxically, both Outreach groups report fewer collateral contacts per client than do Philadelphia agents, with Chester, which has the best parole adjustment record, ranking lowest in collateral contacts.

The Philadelphia general caseload agents contacted their "active" clients an average of 31 times per hundred clients in the office and 57 times per hundred clients in the field per month from February through June, 1975. By contrast, CPC agents contacted active clients 46 times per hundred clients in the office and 77 times per hundred clients in the field, while Chester contacts only averaged 18 per hundred (office) and 55 per hundred (field) per month. Geographical proximity of residences makes it possible for agents to contact their clients frequently. Collateral contacts averaged 1.6 per client in Philadelphia, 1.5 per client in the CPC's and 1.2 per client per month in Chester, based on total caseloads.

9. *It was found that employment was the most frequently reported client unmet need by agents in the Chester General Caseload and in the five community parole centers. This was followed by job counseling and job training. Drug treatment was also occasionally cited by CPC agents.*

Unlike the non-urban LEAA sub-offices¹ where drug, alcohol and psychiatric needs appeared to be more unfulfilled as an aggregate than employment, the relative availability of treatment facilities in Philadelphia and Chester in relation to jobs which are in short supply, made the employment factor a more frequently cited need in Philadelphia in comparison with other parts of the Commonwealth.

10. *Based upon interim results, the agents employed by the Outreach project appeared to be satisfied by their work environment, and registered high on a job satisfaction questionnaire. There was high consensus that much less formality existed than in the old Philadelphia District Office environment. Turnover of agents has been relatively low during the evaluation period. Only two agents left the project (Chester) during the evaluation period.*
11. *When relative costs and program effectiveness are taken into account, the Outreach program was found to have measurable economic advantages to society in comparison to the centralized Philadelphia State Office Building alternative of case supervision.*

An analysis of monetary criteria which speaks more directly to the policy maker and budget planner than behavioral performance criteria, revealed that community sub-offices had an estimated average annual cost to society of \$776 per client in comparison with \$905 per client for the Philadelphia general caseload. The estimated cost in the Chester office LEAA caseload was even lower at \$266 per client annually.

The basis of this cost effectiveness comparison was PBPP operating costs per client, estimated caseload detention costs, estimated client costs for welfare dependency, and tax dollars returned from client earnings which offset tax expenditures for supervision. Although the average direct PBPP cost per client in the Philadelphia sub-offices was \$689 per client annually in contrast to \$478 in Chester and \$455 in the Philadelphia general caseload, the overall effect of indirect costs such as more tax dollars returned in Outreach offices from employed clients, fewer tax dollars spent for income maintenance for welfare dependent clients, and lower detention costs, resulted

¹"Establishment of Regional Offices and Sub-Offices," DS-472-74A, Final Evaluation Report, Pennsylvania Board of Probation and Parole, Harrisburg, Pa., January 29, 1976, p. 46.

in a reversal of the cost relationship in favor of community sub-offices. These estimates, although crude, represent a reasonable strategy and clearly demonstrate an economic advantage for the Outreach program. They also serve to highlight the importance of employment on probation and parole as a factor of client reintegration and cost minimization for corrections.

Evaluation Recommendations

The above findings indicate that the Outreach program continued to be reasonably successful in achieving its goals and objectives of reintegrating offenders and decentralizing parole supervision services. Cost-effectiveness analysis indicates that these goals and objectives have been achieved in a manner which benefits society relative to costs. Future project evaluations will stress cost analysis in addition to a new methodology, a cohort based analysis of program outcomes.

Although most performance measures indicated the grant's intent was being realized, some data raised important questions for both research and future programming. Especially noteworthy are the contradictory implications of client arrest data. Relatively high arrest rates for probationers in comparison with parolees, and differential incidence of technical arrests among both sub-populations, raise important questions about the validity of several programming assumptions within the outreach concept. Specifically, assumptions regarding potential impacts of supervision on probationers in contrast to parolees were shaken as were expectations regarding the importance and use of technical arrest as a supervisory tool to preempt client crime. It is recommended that arrest data be monitored more closely during the next evaluation period to ascertain the relationship between rates of arrest and rates of return. It is further recommended that the Agency re-examine the use of technical arrest authority as a means of more effectively reducing crime among probationers and parolees.

A management problem in the Chester-Philadelphia region during the evaluation period was the continual need to shift staff resources around to control caseload sizes which were affected by agent turnover and increases in the demand for supervision services by new parole releases and probation certifications. It is recommended that the Agency continue to closely monitor caseload sizes to assure that the impact of decentralization is not diminished by caseloads which exceed desirable limits.

The evaluation recommends that the Governor's Justice Commission continues to support this decentralization project which has demonstrated positive monetary and behavioral impacts for society.

important factor is that creation of the Chester District Office ameliorated to a great extent the crowded working conditions of the Philadelphia District Office. The Chester District Office General Caseload consists of one Supervisor, nine parole agents and supportive staff. The SRS¹ Unit, which is not included in the evaluation, consists of one supervisor, one psychologist, four agents and support staff for a total of eleven personnel.

The first Philadelphia Community Parole Center was established in November, 1970. Five others were established in February, 1972, although one was later changed to a Social Rehabilitation Service Center. The Community Parole Centers were established in accordance with previously stated goals and objectives. However, they differ from the concept of the Chester District Office in that they were conceived as being community based facilities which would bring the agents closer to their clientele and their neighborhood environments. The CPC personnel consists of five supervisors, twenty-three parole agents, and support staff for a total of 40 personnel.

Evaluation Methods and Activities

There have been several modifications to the evaluation since the interim report which were intended to provide quantitative measures of program effectiveness that were heretofore unavailable. The following data formed the basis of the interim evaluation; case closures (recommitments, revocations and final discharges), client arrests, unconvicted violations, total caseload, average agent caseload size, caseload composition, client employment status and client income. This final report improved upon the methods of analysis used to evaluate these variables but also considerably expanded the evaluation to include an analysis of 'active' caseload status, agent daily activity, and relative cost-effectiveness

¹The Social Rehabilitation Service of the U.S. Department of Health, Education and Welfare provides funds through the Pennsylvania Department of Public Welfare for special services for welfare recipients and drug or alcohol dependent clientele who are incidentally on parole. The SRS Unit in Chester was transferred to Phila. in October, 1975, three months after the period encompassed by this evaluation.

to society. Although multi-variate techniques of data analysis would have greatly improved statistical methodology in this report, fiscal constraints have prevented taking advantage of modern computer software capabilities for a more sophisticated analytic approach.

Most quantitative information used in this evaluation was obtained from the Board of Probation and Parole's management information system which is currently in varying degrees of automation. Data on caseload size, composition and case closures came directly from the Agency's computerized client master listings. Since the interim evaluation report, partial automation of employment and arrest data has occurred. Automated client listings for collecting employment data has eliminated much of the "guesstimation" which was prevalent before procedures were changed. Automated data processing assistance in arrest reporting has enabled the evaluators to separate probationers from parolees to the benefit of the analysis.

During the latter half of the evaluation period, on-site visits and interviews were completed. A total of twenty visits were made to the five community sub-offices and four to Chester during the evaluation. In addition, agent referral forms were received from offices for client referrals and needs from October, 1974 through May, 1975. These survey results have been added to the preliminary results reported in the interim evaluation. Most of the interview findings were reported in the interim report.

III ANALYSIS OF PROBATION AND PAROLE OUTCOME

The purpose of this section of the evaluation is to assess the effectiveness of probation and parole supervision in terms of both a) influencing the offender to live a law abiding life and b) reintegrating him into his economic community. The LEAA funded decentralization of client supervision into a more localized mode of operation was intended to bring about closer client supervision, and consequently, more effective client counseling and surveillance. It was expected, therefore, that decentralization would impact directly on client performance and probation or parole outcome.

This evaluative effort has been successful in producing quantitative information reflecting program impacts. However, fiscal constraints precluded taking advantage of modern computer software capability for multivariate data analysis which would have facilitated the identification of possible underlying causal relationships. Consequently, the evaluation can only offer theoretical explanations as to how or why the program achieved some results. Our hope is that conventional wisdom, when combined with factual results, will help to identify options for management which lead to improvements in program effectiveness.

Recidivism and Unsuccessful Case Outcome

The attached Interim Evaluation Report explored several alternative methods of computing recidivism measures which reveal the impact of decentralization upon client behavioral performance. For the purposes of this report, recidivism was defined as the number of parole recommitments and probation revocations that occurred in the period covered by this evaluation: January 1, 1974 to June 30, 1975.

The research design for this evaluation was to compare program outcomes among community parole sub-office clientele and Chester General caseloads with similar subjects found in Philadelphia General caseloads. Comparable caseloads were developed by excluding SRS clients and narcotics units' clients from the analysis. The intensive parole and probation units in Philadelphia were not subtracted from the Philadelphia District Office for several reasons. A practical reason for not attempting to separate these high risk intensive supervision clientele from the Philadelphia General caseload comparison group is that prior to October, 1974, unit totals within districts were not readily available. Secondly, intensive supervision is not exclusively reserved for the Philadelphia Intensive Supervision units; there are clients with intensive grades of supervision in both the Philadelphia Outreach sub-offices and in the Chester District Office. Thus, despite an apparent concentration of intensive supervision clientele in the Philadelphia General caseload comparison group, their existence in both populations has an equalizing effect on the statistical comparison. Since the intensive probation and parole units represent a small proportion of the group under comparison (about 30%), they are not expected to create a statistical bias. To test this assumption, six months of data which subtracted out the intensive probation and parole units' clientele was analyzed. The data demonstrated that final conclusions were not changed regarding CPC sub-office performance in relation to Philadelphia General caseload clientele. This supporting data may be found in the Appendix of the attached Interim Evaluation Report.

Table I presents recidivism data measured by the case closure method, a computation which minimizes the effects of unequal lengths of time under supervision and approximates a cohort technique. The case closure method computes unsuccessful case closures (recommitments and revocations) as a percentage of total case closures which includes successful case terminations

that had expired maximum sentences.

TABLE I

Percentage of Unsuccessful Case Closures
January, 1974 through June, 1975*

<u>Client Comparison Populations</u>	<u>12 Months 1974</u>	<u>6 Months 1975</u>	<u>18 Months' Composite</u>
Philadelphia General Caseload	35.4%	41.1%	37.4%
Community Sub-Offices	24.5%	27.4%	25.6%
Chester General Caseload	22.4%	15.2%	19.5%

*Appendix I contains data values used to derive percentages.

One of the objectives of the grant was to locate agents nearer to the populations that they served so as to provide closer supervision and increased utilization of community resources. A desired consequence of closer supervision was an enhanced likelihood of rehabilitation through more effective agent counseling and an improvement in protection for the community through more effective agent surveillance. Recidivism data for calendar 1974 indicated clearly that proportionately fewer of the community parole sub-office clientele (24.5%) and Chester general caseload clientele (22.4%) were being returned to jail than Philadelphia general caseload clientele (35.4%). During the first six months of 1975, the Chester District Office showed some improvement while recidivism increased as a proportion of case closures in both Philadelphia groups.

From an evaluative viewpoint, both outreach offices had consistently lower proportions of recidivists among case closures than similar subjects in Philadelphia's general caseloads. Over eighteen months, only 25.6% of the case closures from the community sub-offices and 19.5% from Chester

were closed as unsuccessful cases in comparison with 37.4% of the total closures among the general caseloads in Philadelphia.

Since the primary goal of supervision is to influence constructive behavior which obviates the need to return a client to prison, it may be concluded that Outreach office personnel must strive to maintain this comparatively good record. However, successful intervention does require the offender's removal from a street environment when violations occur. In this sense, the ability to provide close supervision may offer maximum safeguards for the community from crime. In the final analysis, unless more complex multivariate techniques are used, the behavioral criterion of recidivism can only be related intuitively to other measures of performance when attempting to judge relative program effectiveness.

Analysis of Client Arrests

The availability of summary arrest data suggests a useful alternative measure of relative program effectiveness. An advantage of client arrest data is that it may more accurately reflect client behavioral performance for the time period under evaluation. Recommitment and revocation are time consuming procedures which involve substantial time lags from arrest to conviction, and finally to official disposition. As a result, when recidivism criteria are used in an evaluation, performance assessments may be biased toward earlier time periods. Since arrest data is accumulated by date of arrest, it is a more timely parameter. Nevertheless, there are important disadvantages to summary arrest data which precludes its use as the primary measure of program performance.

Arrests in the current Pennsylvania Board of Probation and Parole's statistical system are cumulative counts of violations or crimes, rather than alleged violators, or criminals. There are several important implications from this statistical reality which affect a comparative study of this kind.

First, neither the frequency of arrest of individual alleged violators, nor the seriousness of new violations among offenders in the study's populations can be compared. Therefore, it is impossible to determine whether high arrest rates are the work of comparable numbers of individuals for comparable types of crime. Also important is the fact that arrest only implies guilt; aggregate arrests, therefore, do not reveal whether there are comparable numbers of falsely accused offenders in the two study populations. This aspect of arrest calls into question how varied law enforcement and criminal justice policy in different geographic areas such as, Delaware and Philadelphia county, is applied to offenders.

Despite the above cited problems which restrict the evaluative interpretation of arrest data, it has one major redeeming quality. Arrest data for performance assessment purposes may be distinguished by criminal as opposed to technical violation arrest. Agent effectiveness may be measured by their ability to intervene preemptively in the offender's affairs to protect the community from crime. This aspect of aggregate arrest data alone is justification for its use in evaluation.

Table II displays parolee arrest data for both calendar year 1974 and six months of calendar 1975. Since arrest of probationers was not available for a comparable period of time, it will be treated separately in the following analysis. Average monthly parolee arrests are expressed as a percentage of average monthly parolee caseloads in the comparison populations.

Table II

Average Number of Parolee Arrests Per Month as a Percent
of Average Monthly Parole Caseloads
January, 1974 through June, 1975

Parolee Comparison Population	12 Months, 1974		6 Months, 1975		18 Month Composite	
	Average Monthly Caseload	% Arrests Per Month*	Average Monthly Caseload	% Arrests Per Month*	Average Monthly Caseload	% Arrests Per Month*
Philadelphia General Caseloads	1,184	3.5%	1,027	3.8%	1,132	3.6%
Community Sub-Offices	486	2.7%	615	2.8%	529	2.8%
Chester General Caseload	202	1.0%	237	1.9%	214	1.3%

*Average number of arrests per month ÷ average caseload per month.

Chester and Community Parole Center parolees were found to have smaller percentages of parolees arrested per month relative to average monthly caseloads when compared with general caseload clientele in the Philadelphia District Office. It is presumed that differential policy in police and courts between Delaware, Chester and Philadelphia counties accounts for some of the differences in arrest rates. However, it is equally plausible that the ability of CPC agents to intervene on a timely basis when clients need support by virtue of their physical proximity to their clients has helped to reduce client arrests and ultimately, as the previous finding suggested, positively impact upon client return to prison.

Although lower Outreach arrest rates are consistent with recidivism findings, the kind of arrest which occurred is hidden in the data. If Outreach agents are providing closer supervision as decentralization intended, agents should be able to preempt police authority to protect the community from crime. A closer examination of arrest data suggests a qualitative difference in agent performance in Outreach offices as compared to the Philadelphia district office. Table III analyzes parolee arrest data in terms of police arrests for new offenses and agent arrests for technical parole violations.

Table III

Parolee New Charge and Technical
Violation Arrests

	Philadelphia General Caseload	Community Sub-offices	Chester General Caseload
NC Arrests*			
12 Months, 1974	442	148	24
TPV Arrests**			
12 Months, 1974	49	11	0
Percent TPV			
12 Months, 1974	10.0%	6.9%	0.0%
NC Arrests			
6 Months, 1975	201	92	27
TPV Arrests			
6 Months, 1975	30	10	0
Percent TPV			
6 Months, 1975	13.0%	9.8%	0.0%
NC Arrests			
18 Month Composite	643	250	51
TPV Arrests			
18 Month Composite	79	21	0
Percent TPV			
18 Month Composite	10.9%	7.7%	0.0%

*NC - New Charge

**TPV - Technical Parole Violator

The data clearly indicates that proportionately fewer parolee arrests in Outreach settings, especially in Chester, were agent initiated for technical violations than were arrests in the Philadelphia District Office General Caseload. Over an eighteen month time interval, only 8% of the arrests occurring in community sub-offices were for technical violations in comparison with 11% in the district office general caseload setting.

The data results from the Chester District Office on technical parole violations are striking. Over a eighteen month period, the Chester District Office did not report a single technical parole violation. This result raised several evaluative questions. How can this result be inter-

preted in terms of program performance? Are agents in Chester doing something different? Are their clients different? Why do Chester parolees have relatively fewer criminal arrests and no technical arrests? Discussions with the Chester District Office Supervisor and Agency management staff in Harrisburg revealed that a reason for these statistical differences result partially from philosophic differences regarding the reporting of minor offenses in the arrest reporting procedure. The district office supervisor also cited differences in parolee characteristics and more experienced agents as explanations of Chester's seemingly superior record. This evaluative research effort has been unable to empirically document reasons for Chester's outstanding parolee arrest record; an objective of future evaluation will be to study client records using the more sophisticated cohort follow up technique to further an understanding of performance data in Chester. In addition, Agency management has addressed the question of divergent reporting criteria to assure compliance to a common reporting procedure.

The difference in percentages of technical arrests between the Philadelphia Community Parole Centers and Philadelphia General Caseloads were tested statistically and found not to be significantly different. This suggests that they were likely to be due to chance and may not be due to systemic program differences. There is no basis to conclude, therefore, that "Outreach" agents were using their technical arrest power to preempt illegal behavior and subsequent police arrest. This does not rule out the possibility that 'outreach' agents might reduce police arrests by constructive counseling which steers the client away from illegal behavior. Thus, although there is some evidence of program achievement, it can only be assumed that program activities caused these desirable results.

Paradoxically, probationer arrest patterns among the comparison populations did not vary in the same way as parolee arrests. Table IV displays the results of a comparative analysis of probationer arrest data among

the LEAA-funded Outreach client populations and the Philadelphia district office general caseload.

Table IV

Probationer Arrests
July, 1974 through June, 1975

Probation Comparison Populations	Average Monthly Caseload	New Charge Arrests	Technical Probation Arrests	% Arrests Per Month of Average Monthly Caseloads	% TPV of Total Arrests
Philadelphia General Caseload	479	162	14	3.1%	8.0%
Community Sub-Offices	280	99	12	3.3%	10.8%
Chester General Caseload	211	75	7	3.2%	8.5%

Surprisingly, average probation arrests per month as a percent of average monthly probation caseloads were as frequent as parolee arrests for a comparable period of time. This observation is inconsistent with theoretical expectations regarding probation. It is commonly believed that probationers are less crime prone than parolees; they are thought to have committed less serious offenses, have less serious prior records and are generally thought to benefit more from street supervision than from incarceration. The frequency of arrest in community based sub-offices, however, leads to a contrary impression. Arrest frequencies expressed as a percentage of average monthly caseloads in Table IV suggest that probationers in outreach sub-offices and in Chester experienced a comparable frequency of arrest although sub-office clientele were slightly more frequently arrested by agents for technical violations. Notably, these differences were not found to be significantly different and presumably could have occurred by chance alone. It is possible that the Philadelphia Region differs from other areas in Pennsylvania in the use of probation as a sentencing alternative. Consequently, the theoretical

assumptions regarding the characteristics of probationers and their probable risk to repeat crimes may not be valid in context of this grant. Unfortunately, this evaluation cannot explain these outcomes in a more scientific manner. Since it is also possible that these results may reflect a programmatic deficiency in addressing probation supervision in the context of this grant, these results warrant scrutiny in subsequent follow up analyses.

Analysis of Unconvicted Violators

The Board of Probation and Parole's computerized monthly reporting system has a special category entitled 'unconvicted violators' for all clients who are awaiting disposition of a charge against them. An 'unconvicted violator' may be free on bond or in detention but has not been returned to prison by an official order for recommitment or revocation. Unlike arrest, or recommitment, an unconvicted violator status is a data event controlled directly by the agent. Use of the 'unconvicted violator' category officially identifies the client as an "at risk" offender under supervision.

Unconvicted violator data has several advantages. Unlike arrests which count multiple crimes including minor offenses, the unconvicted violator status counts only people and therefore should correlate strongly with return to jail data. Similar to arrest data, however, the unconvicted violator data is more time-relevant if the evaluator is concerned with indicators of recidivism which are unencumbered by time lags. On the negative side, the unconvicted violator represents only a presumption of guilt. Also, we cannot be absolutely sure how the agent is using this status because there is not an explicit definition of criteria for the UCV classification. However, the interim evaluation report noted that over one half of the unconvicted violators are apparently returned to prison (Appendix II, Page 30).

New unconvicted violators were not accounted for by probation and parole status during the evaluation period. This breakdown will be available to future evaluators because of recent automated data processing report modifications. The UCV data presented below is in aggregate form as was the previously displayed recidivism data. Table V displays UCV data for the evaluation period; new unconvicted violators are expressed as average new UCV's per month as a percent of average monthly caseloads.

Table V

Average Number of Unconvicted Violators Added Monthly
As a Percent of Average Monthly Caseloads

Comparison Populations	1974		6 Months, 1975		18 Month Composite	
	New UCV's	% Per Month of Average Caseload	New UCV's	% Per Month of Average Caseload	New UCV's	% Per Month of Average Caseload
Philadelphia General Caseloads	314	1.5%	184	2.1%	498	1.7%
Community Sub-Offices	138	1.6%	82	1.5%	220	1.5%
Chester General Caseload	56	1.4%	27	1.0%	83	1.2%

*Data values from which percentages are derived may be found in Appendix I.

The six month follow up since the interim report indicated some fluctuation in new unconvicted violators over time. The Philadelphia General Caseload experienced a statistically significant increase from 1.5% to 2.1% per month. Both the Chester District Office and the Philadelphia Community sub-offices showed slight declines over the same time intervals. From a perspective of an eighteen month interval, new unconvicted violators were declared in Philadelphia General Caseloads at an average rate of 1.7% of an average monthly caseload in comparison with 1.5% among community sub-office clientele and 1.2% in Chester's General

caseloads. The Chester District Office was found to be significantly different in proportions of new unconvicted violators when compared with either of the Philadelphia caseloads. However, differences within Philadelphia were too small and probably were due to chance according to statistical testing criteria.

The 'program' rank order of UCV results is identical to the program rankings previously developed for unsuccessful case closure assessments. This data corroborates previous findings then; proportionately fewer clientele who are being supervised in the more localized settings in Philadelphia appear destined for return to jail. Unfortunately, this data does not shed any light upon the somewhat contradictory evidence shown in comparative client arrest data.

Analysis of Client Employment Status

The successful reintegration of offenders into their respective economic communities is an important justification of probation or parole as alternatives to incarceration which is a more costly and sometimes less effective means of rehabilitation. Of equal importance, employment correlates highly with successful probation or parole adjustment which is defined as a life without crime. The unemployed offender not only constitutes a social liability when lacking in a legitimate means of support but also represents an additional economic burden to society when dependent upon public assistance. If probation or parole is to both minimize the cost of criminal justice to society and increase the likelihood of rehabilitation, client employment becomes a primary objective of supervision.

One of the objectives of decentralization as funded by this subgrant, was to better integrate agents into the communities in which offenders live so that they could provide closer supervision and be more aware of local community resources. A reflection of improved agent effectiveness in the community is their ability to foster high levels of employment

and economic self sufficiency among their clientele. A comparison of employment status among outreach project clientele with Philadelphia general caseload clientele was undertaken to ascertain the effectiveness of more localized supervision in reintegrating offenders into their respective economic communities.

Table VI displays survey client employment data obtained by quarterly survey techniques for December, 1974, March and June, 1975. Percentages represent portions of an 'able to work' population which is defined as all offenders who are not detained in jail, hospitalized, absconded or retired. The 1974 survey results were previously reported in the interim evaluation report (see Appendix II).

Table VI
Quarterly Client Employment Status

Quarterly Client Employment Status	Philadelphia General Caseload	Community Sub-Offices	Chester General Caseload
Percent Full Time Employed of Total Able to Work*			
i. December, 1974	61.4%	64.2%	71.6%
ii. March, 1975	59.9%	62.8%	64.8%
iii. June, 1975	58.3%	65.1%	66.1%
iv. 7 Quarter Average (12/73 - 6/75)	61.8%	67.6%	74.6%
Percent Part Time Employed of Total Able to Work*			
i. December, 1974	6.2%	8.0%	4.7%
ii. March, 1975	12.0%	11.9%	9.1%
iii. June, 1975	8.4%	9.3%	8.1%
iv. 7 Quarter Average (12/73 - 6/75)	7.9%	8.3%	5.7%
Percent Unemployed on Public Assistance of Total Able to Work*			
i. December, 1974	16.7%	13.8%	3.4%
ii. March, 1975	18.8%	17.2%	9.6%
iii. June, 1975	21.3%	13.7%	7.1%
iv. 7 Quarter Average (12/73 - 6/75)	16.8%	13.0%	5.1%

*Able to work means not detained in jail, hospitalized, absconded or retired.

Several interesting facts are evidenced in Table VI. Regardless of whether the most recently available survey data is used, or average data derived from seven quarterly surveys, the level of full time employment among clients in the community sub-offices is three to six percentage points higher than the more centralized Philadelphia District Office clientele and ten to eighteen percentage points higher in Chester. Chester had fewer clientele in part time employment throughout most of the evaluation period. Outreach caseloads, especially in Chester, also had fewer unemployed offenders who were dependent upon public assistance as a means of economic support. Overall, approximately 74% of both the sub-office and Chester clientele were employed either part or full time in June of 1975 in contrast to 67% for Philadelphia district office general caseload clientele. In light of the intent of decentralization, these facts imply that the more localized community offices are more effective in fostering economic self sufficiency among offenders.

Also observable in the data are the effects of economic recession upon client employment. Full time employment decreased and part time increased for all populations when the seven quarterly averages are compared with March, 1975, the middle observation point of this evaluation. The increase in the proportion of clients employed part time reflects a job market with scarce full employment opportunities which forces more offenders to take marginal employment situations. This trend in part time employment appears to be reversed in the June, 1975 data. The increase in part time employment was not sufficient to offset an overall decrease in offenders employed. In June of 1975, unemployment represented 33.3%, 25.6% and 25.8% of the Philadelphia general caseload, community sub-office and Chester District Office client 'able to work' groups respectively. The data suggests that LEAA-funded Outreach offices are relatively successful in maintaining high levels of client employment.

IV ANALYSIS OF PROGRAM ACTIVITY AND OPERATIONS

This section of this evaluation examines underlying operational factors which are designed to bring about the program results described in the previous section. The factors to be considered include 1) caseload composition, 2) caseload size, 3) active supervision status, 4) agent-client contact, and 5) service delivery as measured by client needs and referrals. Several of these factors were reviewed in the interim evaluation; several are new. This final evaluation represents a considerable reorganization of interim materials. In order to avoid repeating much of the interim, the reader will be asked to refer to Appendix II for detailed information.

Caseload Composition

Although it was not possible to separate recidivists according to their probation or parole status due to the way in which the data was recorded, arrest data was available with this distinction identified. In fact, arrest data suggested a difference in probation versus parole outcome. While parolees were arrested more frequently than probationers in the Philadelphia general caseloads, the community sub-offices and especially the Chester district office, had the opposite effect. This result appeared paradoxical in light of the fact that statewide statistics demonstrate that parolees are more likely to be recommitted than probationers to have their status revoked.

Since differential caseload composition in terms of the relative proportions of probationers and parolees may partially explain these comparative results, the proportion of probationers and parolees found in the active caseload was examined. It was assumed for analysis purposes, that the active caseload proportions would be equally reflected among closed cases.

Table VII presents a summarization of the interim evaluation and a six month follow up.

Table VII
Probation and Parole Caseload Composition

Client Comparison Groups	Average Monthly Probation Caseload % of Average Total Caseload		Average Monthly Parolee Caseload % of Average Total Caseload	
	Number		Number	
Philadelphia General Caseloads				
i. Calendar, 1974	551	31.8	1,184	68.2
ii. 6 Months, 1975	463	31.1	1,027	68.9
Community Sub-Offices				
i. Calendar, 1974	252	34.1	486	65.9
ii. 6 Months, 1975	287	31.8	615	68.2
Chester General Caseloads				
i. Calendar, 1974	175	46.4	202	53.6
ii. 6 Months, 1975	226	48.8	237	51.2

Throughout calendar year 1974 and during the first six months of 1975, the Philadelphia district office and its sub-offices, in comparison with the Chester district office, have supervised proportionately more parolees in their caseloads than Court assigned special probation and parole cases. When 1974 data is compared with 1975 data, it is also apparent that probation cases are assuming decreasing shares of Philadelphia-based caseloads and increasing shares of Chester caseloads.

It is recognized that the percentage differential in probation/parole composition between the two groups is probably not sufficiently great to account for the differences in unsuccessful case closure ratios. This is especially true in the Philadelphia region, where parolees actually tend to out-perform probationers in regard to arrest rates. Other factors, such as, agent roles in client counseling, undoubtedly are playing important parts in bringing about differential recidivism performance. To accurately measure the

contribution of parole or probation status in explaining differential recidivism performance, multivariate data analysis techniques must be used. The development of a data base to take advantage of more sophisticated techniques is a goal of the next evaluation period.

Caseload Size

An objective of this subgrant was to control caseload size at a level which is optimal in terms of maximizing the effectiveness of supervision. It is commonly assumed that caseload size directly affects the quality of supervision services and, consequently, the probability of successfully completing supervision. Small caseloads presumably allow agents more time to provide both effective surveillance in the community and rehabilitative treatments, such as, client counseling or guided group interaction.

A requirement of this subgrant was that average caseload size be maintained at fifty clients per agent, a level beyond which it was believed that close client relationships and effective supervisory surveillance would be handicapped. In reality, it is recognized that this standard is somewhat arbitrary. Effective supervision is not solely dependent upon caseload size; much depends upon client supervision needs and how an agent uses his time in relation to those needs rather than the total amount of time available to agents in relation to some number of clients. The relationship between agent skill versus client needs is inherent in the idea of grades of supervision for different kinds of clients. Nevertheless, in terms of the standard imposed in this subgrant, the Pennsylvania Board of Probation and Parole strives to balance a) the growth in demand for supervision with b) available agent manpower to achieve the desired caseload size.

The interim evaluation report (Figure 1, Page 18) indicated the historical trends in caseloads for both LEAA Outreach offices and the Philadelphia district office. The final report therefore will focus on current caseload growth relationships in the evaluation year. Table VIII displays both actual and index values for caseload growth since the beginning of this evaluation period in September, 1974.

Table VIII

Index of Caseload Growth

Month and Year	Philadelphia General Caseloads		Community Sub-Offices		Chester General Caseload	
	Actual	Index	Actual	Index	Actual	Index
September, 1974	1,758	100	951	100	510	100
October, 1974	1,886	107	843	87	517	101
November, 1974	1,766	100	943	99	542	106
December, 1974	1,798	102	939	99	542	106
January, 1975	1,764	100	981	103	566	111
February, 1975	1,749	99	1,030	108	611	120
March, 1975	1,679	96	1,018	107	561	110
April, 1975	1,675	95	1,082	114	585	115
May, 1975	1,633	93	1,086	114	599	117
June, 1975	1,578	90	1,079	113	624	124
July, 1975	1,590	90	1,101	116	650	127
August, 1975	1,581	90	1,033	109	702	138
September, 1975	1,623	92	1,027	108	666	131

Caseload data in September of 1975 indicates that community sub-offices had increased by eight percent while Philadelphia general caseloads decreased by eight percent. Chester general caseloads, on the other hand, increased 31%. The Philadelphia general caseload appears to have been steadily decreasing since October, 1974. The community sub-office population peaked in April to July, 1975, after which a decline is noted. Chester general caseloads show a steady rise with some month-to-month fluctuation.

Because of month to month fluctuation in total caseload, the interim report used three month intervals to evaluate average agent caseload size. Table IX presents data on average agent caseload size for the follow up period reviewed for caseload growth using the established three month average technique. Average caseload sizes include other states cases being supervised in Pennsylvania.

Table IX
Quarterly Average Caseload Size

Quarterly Time Period	Philadelphia General Caseload	Community Sub-Offices	Chester General Caseload
July thru September, 1974	68.3	48.9	62.4
October thru Dec., 1974	64.7	43.5	59.3
January thru March, 1975	54.7	44.6	62.3
April thru June, 1975	47.0	47.0	60.8
July thru September, 1975	47.0	48.6	74.7
December, 1975	50.4	54.1	61.1

At the interim stage of the evaluation, it was noted that average agent caseload size in Chester had increased beyond acceptable limits and that steps were being taken by the Agency to reduce agent caseload size there. As evidenced by the data in Table IX, management changes in agent staffing patterns were successful in reversing the upward trend in Chester average agent caseload size, before the loss of two agents in June, 1975. Although the Agency adheres to fifty cases per agent for LEAA-funded staff, it also attempts to adhere to the concept of controlled caseload size among all staff within a program area. In some instances, such as Chester, agent turnover makes full compliance an ongoing problem.

Analysis of 'Active' Caseload

An alternative method of comparing Outreach client performance with Philadelphia general caseloads is to examine client caseload status prior to case closure. The total caseload may be subdivided into two major categories; 1) those clients under 'active' supervision because the agent had personal

contact with them, and 2) those clients which represent active 'casework' but presumably have little (if any) personal contact with the agent because they are absconders or in a detention situation due to new violations or occasionally mental illness. Since Outreach offices are intended to provide closer, and consequently, more effective supervision, it was hypothesized that proportionately more of the community sub-office and Chester clientele would be under 'active' supervision as opposed to 'casework' supervision. The results of this investigation are shown in Table X. To avoid the possibility of a bias in the data created by unique circumstances within a month, three months were selected arbitrarily for study. They were December, 1974 and March and June of 1975.

Table X

Average Active Supervision and Casework Supervision
for Three Months*
December, 1974, March, 1975 and June, 1975

Caseload Status	Philadelphia General Caseload		Community Sub-Offices		Chester General Caseload	
	Average Number	Percent of Total	Average Number	Percent of Total	Average Number	Percent of Total
Active Supervision	1,457	85.6	907	91.0	530	92.8
Casework Super- vision						
Absconders	88	5.2	36	3.6	11	1.9
Detained**	156	9.2	54	5.4	30	5.3
Total in Super- vision	1,701	100.0	997	100.0	571	100.0

*Totals used in averages were arrived at through independent hand tabulation and consequently did not agree precisely with monthly totals derived from PBPP statistical reports. The percentage variation was insignificant and therefore would not affect conclusions.

**Includes mostly unconvicted violators and convicted violators in detention as well as a small percent of offenders paroled to detainers or in mental institutions.

The data revealed that Outreach populations were statistically different from the Philadelphia district office's general clientele in the status of their caseload ($X^2 = 31.47$, $df = 4$, $p < .001$). From five to seven percent more of the clients in the Outreach groups were being actively supervised. Outreach clients had two to three percent fewer absconders and about four percent fewer of their total clients under detention. This fact is consistent with the observed lower return ratios among Outreach clients. Since proportionately fewer Outreach clientele were in absconder status, it might be tentatively concluded that surveillance activity and their relative closeness to the community have aided agents in locating offenders when necessary. Although this thesis is conjectural on the surface, it is very plausible in light of other findings regarding total arrests, unconvicted violations and unsuccessful case closures.

In conclusion, the three population groups under study have the same rank-order in the active status variable as in successful parole/probation completion. This reflects better case handling among Outreach agents than among Philadelphia general caseload agents. This measure correlates highly with return to prison because many unconvicted violators in detention eventually are deducted statistically from the agent's caseload when they are ultimately recommitted or have their probation revoked. Parole absconders are likely to be recommitted when they are captured, but probation absconders are generally transferred to county supervision if they cannot be located.

Agent Daily Activity - Frequency of Agent-Client Contact and Agent Collateral Contact

Agents in Outreach centers, by virtue of geographic proximity to their clients, should be able to provide more intensive supervision both in terms of frequency of agent-client contacts and length of these contacts.

Although data is not available on lengths of time being spent with clients, Agent Daily Activity reports do indicate the frequency with which agents contact clients in the office and in the field.

Table XI displays average monthly agent-client contacts per client in the office and in the field for the Philadelphia district office general caseload clientele, the five community sub-office clientele, and the Chester General caseload. Average monthly contacts are computed on the basis of both total caseload and "active supervision" caseload. As was discussed earlier in the analysis of caseload status, total caseload includes absconders and clients in detention for new charges. Therefore, average monthly agent-client contacts per client are potentially more meaningful when computed on the basis of active supervision caseloads, which excludes 'casework' clients whom the agent has no opportunity to contact.

Table XI

Average Agent Activity in Terms of Agent-Client
Contacts Per Month Per Client
(Based Upon February through June, 1975 Data)

Type of Client Contact	Philadelphia General Caseload	Community Sub-Offices	Chester General Caseload
Office Contacts Per Client			
Total Caseload	.27	.42	.16
'Active' Caseload	.31	.46	.18
Field Contacts Per Client			
Total Caseload	.49	.70	.51
'Active' Caseload	.57	.77	.55
Total Contacts Per Client			
Total Caseload	.76	1.12	.67
'Active' Caseload	.88	1.23	.73

It is evident from Table XI that agents in the CPC sub-offices contact their clients more frequently than do those based in the Philadelphia State Office Building, both in the office and in the field. This is true even though the two specialized units are included with the latter. The same

does not appear to be true for Chester agents, however, especially for office contacts. The difference between client-field contact ratios in Philadelphia as opposed to Chester does not appear to be statistically significant. The fact that the average caseload per agent has been lower in the Philadelphia General Caseload than in the Chester General Caseload since April, 1974, could account for this difference. Also, interviews with agents early in the evaluation period brought up the possible problem that clients are afraid to visit the Chester District Office because it is located in a "dangerous" part of the city.

This finding, when put in the context of other observations, strongly supports the theory that community sub-offices are achieving their intended objective of providing closer client supervision apparently to the benefit of community security. Without more detailed information on duration of contact, however, we cannot comment on the qualitative aspects of agent-client interaction which might affect rehabilitation. Notably, Chester's past performance is relatively outstanding, suggesting that there may be qualitative differences in its agents' field contacts that bring beneficial results.

In addition to contacting clients, agents are also required to make collateral contacts to obtain information about a client. Collateral contacts play an important dual role in an agent's intelligence gathering activities. They assist the agent in monitoring client activity and uncovering potentially criminal behavior, but they also provide insight into client treatment needs and directly assist the client in obtaining available community socio-economic services. Examples of collateral contacts include employers, volunteers, family members, friends, court officials and staff of various treatment facilities. Because Outreach centers are intended

to foster agent integration into local communities to improve supervision effectiveness, it might be expected that they have more frequent collateral contacts than agents in the more traditional environment. To test this idea, agent collateral contacts per client were examined for a five month period: February through June of 1975. The results of this inquiry are displayed in Table XII.

Table XII

Average Agent Activity in Terms of
Agent-Collateral Contacts Per Month Per Client

Client Comparison Group	Contacts Per Total Caseload	Contacts Per Active Client
Philadelphia General Supervision including IPU's	1.61	1.88
CPC Sub-Offices	1.50	1.65
Chester General Caseload	1.20	1.29

It is interesting to note from this table that the rank-order of the population groups with respect to frequency of collateral contacts is just the opposite of that for favorable parole performance: Philadelphia General Caseload is highest, Chester lowest. There are several possible reasons for this: a) collateral contacts may not be as effective a tool in achieving client integration as agent-client contacts; b) collateral contacts may be effective in discovering pre-criminal behavior, thereby increasing return rates; c) collaterals may be more frequent in the general caseload because of the greater number of absconders there (agents are required to make regular collateral contacts regarding absconders); lastly, d) it is possible that there are differences in reporting procedures in Chester due to some underlying philosophic differences in what constitutes a legitimate contact. These differences should be monitored for future trends.

Client Needs and Service Delivery

To provide a better understanding of service delivery in relationship to goal accomplishments, it is useful to have an appreciation of client needs. Client needs and referrals to other agencies were monitored on a month-to-month basis. Monitoring of client needs consisted of three elements: 1) a referral listing by client noting facts, such as, reason, agency name and referral outcome; 2) an account of total client needs according to need, type and number of clients; and 3) an account of group therapy sessions according to who conducted the session. All Chester and community sub-office agents participated in the monthly survey of needs. In addition, the two specialized units in Philadelphia (Intensive Parole and Intensive Probation) which are considered as part of the Philadelphia General Caseload in this evaluation, participated in the survey and will be used for comparison with Outreach agents.

Out of 504 referrals made by Outreach agents to other agencies over an eight month period, it was estimated that approximately 1.8 referrals were made per agent per month in the community sub-offices, and 2.5 in Chester. This figure was obtained by dividing total referrals by the cumulative number of responses monthly from agents reporting (177 and 76 respectively). By contrast, specialized units' agents made an average of 3.7 referrals per month.

Table XIII represents a cumulative count of client contacts with other agencies for special services by the type of services being provided. Most external agency contacts for clients were related to employment. However, there was a distinct difference between the Chester District Office and Philadelphia's CPC sub-offices. Agencies whose function is to provide employment were most frequently contacted in Philadelphia (51.7%) while drug and alcohol treatment agencies were most frequently contacted in Chester

(57.2%). The low average caseloads combined with greater client need in the LEAA-funded specialized units could be responsible for the apparently greater referral output by Specialized Unit agents than Outreach agents. If referrals to treatment facilities are to be used properly as a measure of program output, it will be necessary to also sample referrals made by agents in regular supervision units.

Table XIII

Resource Agency Contacts: October, 1974 - May, 1975*

Agency Type	Community Sub-Offices	Chester	Number of Agency Contacts		Comparison Group - Specialized Parole and Probation	
			Total	% Total		
Employment (Job Placement)	164	35	199	39.5	138	59.5
Drug and/or Alcohol Treatment	65	107	172	34.1	57	24.6
Psychological Services	46	33	79	15.7	22	9.5
Financial Assistance	33	6	39	7.7	10	4.3
Professional Counseling (legal, marital, etc.)	9	6	15	3.0	5	2.1

*December through May for Specialized Units.

The relative frequency of Outreach referrals differed little from that reported in the Interim Evaluation Report. When Outreach (overall) is compared to the Specialized Units, less emphasis is placed on referrals for drug and/or alcohol treatment relative to job placement in specialized units although these types of referrals constitute similar percentages when the Outreach Community sub-Offices (20.5% and 51.7%) are compared to Specialized Units (24.6% drug/alcohol and 59.5% job placement). Differences between Philadelphia and Chester with regard to types of services available might

account for part of this effect.

The rank order of cumulative unmet client needs did not change from the interim to the final evaluation report. Table XIV provides an eight month review of this data. The only noticable change was an increase in employment as an unmet need; employment as a proportionate unmet need increased from 46.3% to 49.6%. A comparison between the Philadelphia Outreach grant participants and the Philadelphia Specialized Units program is shown below; survey data was not available from general caseloads in Philadelphia.

Table XIV

Eight Month Cumulative Unmet Client Needs
October, 1974 to May, 1975

Unfulfilled Need	Community Sub-Offices		Chester		Special Probation and Parole	
	No.	%	No.	%	No.	%
Employment	578	51.9	555	47.5	486	72.5
Job Training	153	13.7	304	26.0	76	11.3
Job Counseling	196	17.6	248	21.2	22	3.3
Drug/Alcohol Treatment*	48	4.3	15	1.3	29	4.3
Psychiatric Treatment	40	3.6	13	1.1	36	5.4
Medical Treatment	14	1.3	2	0.1	7	1.0
Family Counseling	16	1.4	9	0.8	6	0.9
Temporary Housing	8	0.7	18	1.5	5	0.7
Other Miscellaneous	61	5.5	5	0.4	3	0.4
Totals	1,114	100.0	1,169	100.0	670	100.0

*Includes detoxification, residential, outpatient, methadone maintenance, etc.

About 50% of the Outreach unmet needs were adequate job placements while about 40% of the cumulative needs were job counseling and job training. Thus, employment-related needs represented over 80% of the unmet client needs cited by the agents over a five month period. The predominant role of employment counseling in the parole function as observed in our on-site visits appears to be an appropriate response of field staff to client needs.

V ECONOMIC ANALYSIS OF PROGRAM COSTS AND EFFECTIVENESS

An alternative method for evaluating a process or program is to introduce monetary values as a basis for comparison. These values may be costs, returns or both. There are benefits from the use of monetary values as an evaluative criterion. From a policy point of view, it may be easier to make decisions on relative project worth on the basis of economic loss or gain rather than on more abstruse behavioral considerations. In fact, even when behavioral criteria show no particular gain, monetary values may demonstrate substantial economic advantage to the project. Monetary criterion provides a common denominator that translates varied behavioral criteria into economic consequences and permits easier analysis. Since monetary criterion speaks directly to the policy maker and budget keeper without losing sight of underlying offender behaviors, it was introduced as an additional technique of analysis.

Central to the evaluation has been the issue of whether Outreach offices were more effectively reintegrating offenders into their communities than the traditional Philadelphia district office. It was shown earlier in the analysis that Outreach offices had proportionately fewer clients unemployed or on public assistance than the Philadelphia district office general caseloads. It was also theorized that Outreach sub-offices may be less expensive to operate than the centralized district office. These factors suggest the general hypothesis that there will be measurable economic advantages to society in the community sub-office mode of operation when relative costs and effectiveness are taken into account. Four monetary factors were the basis of this analysis: 1) PBPP operating costs per client, 2) PBPP caseload detention costs, 3) PBPP client societal costs for welfare dependency and 4) PBPP client tax dollars returned which represent savings or benefits that offset tax dollars expended for supervision.

For each study population, community sub-office, Chester district office and Philadelphia general caseload clientele, the following cost/effectiveness model was used as a basis for making calculations. The sub-populations were subdivided into four groups: (A) employed clients, (B) unemployed clients with public assistance, (C) unemployed clients without public assistance, and (D) clients in detention status. The total cost to society for each programmatic approach was estimated by adding estimated costs for the employed, unemployed and detained segments of each comparison group. Thus, the estimated societal cost of supervising employed clients consists of total PBPP supervision costs minus income tax dollars returned per client. The estimated total societal cost of unemployed clients on public assistance consists of PBPP costs per client plus welfare costs for income maintenance. The estimated total societal cost of unemployed clients not on public assistance was assumed to be PBPP costs per client alone. Data was not available regarding other types of income transfers for the unemployed. Lastly, clients in detention represent additional correctional system costs beyond PBPP case supervision costs. These were added to each group's total costs so that an overall cost comparison could be made.

The determination of PBPP cost per client included both direct and indirect costs for fiscal year 1974-75. Direct costs are agent salaries, equipment, rent and operating costs sustained by a supervising unit. Indirect costs represent administrative overhead, such as, Philadelphia regional staff, district office supervisors and district office clerical staff which provide services to both general caseload and Outreach clientele. Indirect costs were allocated on a formula basis according to the ratio of clients in each study group. All SRS operational costs were excluded. The computation of average PBPP cost per client was based upon total caseloads including absconders.

clients in detention and clients who are hospitalized. The average Agency cost for each PBPP client was estimated to be \$689 per year in community sub-offices, \$478 for Chester general caseload clients and \$455 per year for the Philadelphia general caseload. Table XV displays this computation. It is apparent from this data that based on average costs per client alone, per capita costs in Outreach offices are higher than the Philadelphia district office. However, these are not the full costs to society of supervision because welfare and detention costs must be taken into consideration.

Table XV

PBPP Average Cost Per Client for
Fiscal Year 1974-75

	Philadelphia General Caseload	Outreach Community Sub-Offices	Chester General Caseload
Average Monthly Caseload - FY 74-75	1,744	990	552
Total Costs, Direct and Allocated In- direct	\$793,256	\$681,670	\$263,904
Average Annual Cost Per Client	\$455	\$689	\$478

When supervision costs take employment and welfare dependency into consideration, a different cost pattern emerges. Public assistance payments to offenders represent indirect costs of street supervision since income maintenance is a necessary investment if reintegration is to be achieved. The estimated number of unemployed clients needing public assistance was derived from 1974 PBPP Quarterly Employment Surveys. The estimated welfare payment for these individuals was based on average welfare payments for a single person living in sub-office territory. It was assumed that persons with dependents would be AFDC recipients and therefore would be in the SRS

program according to SRS administrators. Based upon Philadelphia and Chester County 1974 welfare payments for a single person, the estimated average welfare payment was \$153 per month, or \$1,836 per year. Without a full survey of agent field books, this was the best source available with published data.

Table XVI displays the estimated annual societal cost of supervising unemployed clients on welfare based upon the average number of DPA recipients in the study group during 1974. The average number of DPA recipients multiplied by the sum of the estimated PBPP budgetary cost per client plus the average welfare payment per client yielded an estimated total annual cost of \$462,782 for Philadelphia general caseload DPA recipients in 1974, \$195,688 for community sub-office DPA recipients and \$27,768 for Chester general caseload DPA recipients. The estimated total annual cost for non-welfare unemployed clients was determined by simply multiplying the average number of non-welfare unemployed clients for 1974 by the PBPP unit budgetary cost per client. The estimated cost of unemployed non-welfare clients in Philadelphia general caseloads was \$387,660; in community sub-offices, \$195,332 per annum; and \$68,354 per annum for Chester district office general caseload clientele.

TABLE XVI

Estimated Costs for Unemployed Clients in 1974

	<u>PHILADELPHIA GENERAL CASELOAD</u>	<u>FIVE COMMUNITY SUB-OFFICES</u>	<u>CHESTER GENERAL CASELOAD</u>
A. Average Number of Unemployed and Public Assistance Recipients	202	77.5	12
B. Average Number of Unemployed Clients Without Public Assistance *	852	283.5	143
C. Estimated Annual Public Assistance Cost Per Client	\$1836	\$1836	\$1836

*B includes all categories of non-DPA unemployed clients, including those detained or absconded.

	<u>PHILADELPHIA GENERAL CASELOAD</u>	<u>FIVE COMMUNITY SUB-OFFICES</u>	<u>CHESTER GENERAL CASELOAD</u>
D. Estimated Annual PBPP Cost Per Client	\$455	\$689	\$478
E. Estimated Annual Cost to Supervise PBPP Clients with Public Assistance: A(C + D)	\$462,782	\$195,688	\$27,768
F. Estimated Annual Cost to Supervise Unemployed PBPP Clients without Public Assistance: B x D	\$387,660	\$195,332	\$68,354

The cost of supervising the employed in contrast with the unemployed, represents what is expended to supervise them less the tax dollars they return to the government as revenues. Tax dollars are reported annually from client W-2 forms, or agent estimates. In the first quarter of 1975 when 1974 income returns were compiled, there was considerable under-reporting of client income and tax for 1974. The 1974 tax return was therefore estimated by multiplying the average number of tax dollars paid per client times the average number of employed clients reported in 1974 client employment surveys. The total taxes reported for Philadelphia general caseload clientele in 1974 was \$389,417; for the community sub offices, \$233,736; for Chester District Office general caseload clientele, \$282,550. Therefore, based upon the number of clients who were reported, the estimated average tax paid per employed client was \$721 in the Philadelphia general caseload, \$756 in the community sub offices and \$1,035 in Chester. The total cost of supervising employed clients consequently is the result of multiplying the average number of employed clients by the average PBPP cost per client in each study group minus the 1974 average number of employed clients multiplied by the average tax return per client in the study group. The total estimated tax returns more than offset total PBPP cost for all of the employed groups. This monetary benefit is displayed in Table XVII as a negative value for the overall cost comparison.

TABLE XVII

<u>CLIENT STATUS</u>	<u>PHILADELPHIA GENERAL CASELOAD</u>	<u>FIVE COMMUNITY SUB-OFFICES</u>	<u>CHESTER GENERAL CASELOAD</u>
A. Average Number of Employed Clients in 1974	891	481	318
B. Average Annual PBPP Cost Per Client	\$455	\$689	\$478
C. Average Annual Tax Return Per Client in 1974	\$721	\$756	\$1,035
D. Total Estimated Cost of PBPP Supervision for Employed Clients: A X B	\$405,405	\$331,409	\$152,004
E. Total Estimated Tax Return for Employed Clients: A x C	\$642,411	\$363,636	\$329,130
F. Total Estimated Cost After Tax Return Deductions for Employed Clients (D - E, or Dollar Benefit)	- \$237,006	-\$32,227	-\$177,126

Detention costs represent the estimated additional cost to society of probationers or parolees who were jailed for new violations or offenses. These costs were added to PBPP's costs since we observed differential detention rates between the comparison populations. To estimate the proportion of clients in detention in the study population, caseload status was averaged for three time points, December, 1974, and March and June, 1975.

The cost of detention was derived from data available in statistical publications on corrections produced by the Governor's Justice Commission. Average detention cost was based upon 1974 cost data for Philadelphia and Delaware county prisons.* The average cost of detention was \$6,585 per resident per year for the three Philadelphia detention centers and \$7,428 for Delaware County. These figures are not as meaningful as estimated PBPP Supervision costs per capita since client "lockups" usually do not last for a full year. However, although there is turn-over among clients in lockup situations during a year, we can safely assume that the proportion of clients in detention situations stays relatively constant in the study populations. Thus, the average lockup costs per year when applied to

* Approximately 80% of the Chester District Office caseload resides in Delaware County and only 20% in Chester County.

differential rates of detention is an estimate of the true costs of correctional treatment. This method probably produces a conservative estimate of correctional costs nevertheless since additional factors such as law enforcement costs, judicial administrative costs and medical costs are not included in the analysis.

Table XVIII displays estimated detention costs for the three comparison populations.

TABLE XVIII
Estimated Costs of Detention, 1974-75

	<u>PHILADELPHIA GENERAL CASELOAD</u>	<u>FIVE COMMUNITY SUB-OFFICES</u>	<u>CHESTER GENERAL CASELOAD</u>
A. Average Monthly Caseload	1,744	990	552
B. Average Percentage in Detention	9.2%	5.4%	5.3%
C. Estimated Annual Detention Costs Based on Average Philadelphia Cost of \$6,585 and Chester Cost of \$7,428 per client per year	\$1,056,550	\$352,034	\$217,314

In conclusion, the estimated annual cost to society of supervising A) employed clients, B) welfare dependent clients, C) unemployed clients and D) detention clients were summed for each program group as follows in Table XIX:

TABLE XIX
Programmatic Cost-Effectiveness Comparison

<u>GROUPS COSTED</u>	<u>PHILADELPHIA GENERAL CASELOAD</u>	<u>FIVE COMMUNITY SUB-OFFICES</u>	<u>CHESTER GENERAL CASELOAD</u>
A. Employed Clients	(-) \$237,006	(-) \$32,227	(-) \$177,126
B. Welfare Dependent Clients	\$462,782	\$195,688	\$27,768
C. Unemployed Clients (Without Public Assistance)	\$387,660	\$195,332	\$68,354
D. Clients in Detention	<u>\$1,056,550</u>	<u>\$352,034</u>	<u>\$217,314</u>
TOTAL COSTS	\$1,669,986	\$710,827	\$136,310
Average Monthly Caseload*	1,845	916	513
Estimated Average Societal Cost per Client	\$905	\$776	\$266

*Average of fiscal year 1974-75 and calendar year 1974 caseload data.

Average Monthly Caseload	Philadelphia Gen. Caseload	Community Sub Offices	Chester Gen. Caseload
FY 74-75	1,744	990	552
Calendar, '74	1,945	842	473

The estimated average cost per client to society for outreach offices when program effectiveness measures are taken into account, was \$776 in the community sub offices and \$266 in Chester, in comparison with \$905 for Philadelphia District Office general caseload clientele. Despite the fact that Agency costs per capita tend to be higher for community sub-offices primarily because of a lower volume of cases, detention appears to be more frequently used among Philadelphia general caseload clientele creating an additional cost. Detention combined with the overall performance of Outreach clientele with respect to employment and public assistance dependency when given monetary value, more than offsets higher Agency sub-office costs and creates an economic advantage for the Outreach Program. (The combined net Outreach cost for Chester plus the five community sub-offices was \$593 per client annually.) Although these cost estimates are crude, they were thought to represent a reasonable strategy under the circumstances. They also serve to highlight the importance of employment to probation and parole as a factor in client reintegration and cost minimization.

A P P E N D I C E S

APPENDIX I

Case Closure Data

Table IA: 1974 Totals From Interim

Client Populations in Study	Successful Closure*	Unsuccessful Closure**	Total Annual	% Closed Unsuccessful
Philadelphia General Caseload	336	184	520	35.4%
Community Sub Offices (CPC)	166	54	220	24.5%
Chester General Caseload	90	26	116	22.4%

Table IB: First Six Months of 1975

Client Population in Study	Successful Closure*	Unsuccessful Closure**	Total Annual	% Closed Unsuccessful
Philadelphia General Caseload	162	113	275	41.1%
Community Sub Offices (CPC)	98	37	135	27.4%
Chester General Caseload	67	12	79	15.2%

Table IC: January 1, 1974 - June 30, 1975 Composite

Client Population in Study	Successful Closure*	Unsuccessful Closure**	Total Annual	% Closed Unsuccessful
Philadelphia General Caseload	498	297	795	37.4%
Community Sub Offices (CPC)	264	91	355	25.6%
Chester General Caseload	157	38	195	19.5%

Philadelphia General Caseload versus Community Sub Offices: $t=3.88, p<.01$

Philadelphia General Caseload versus Chester General Caseload: $t=4.73, p<.01$

*Final Discharge

**Recommits from Parole plus Revocations of Probation

Appendix I, Table IIA

PAROLEE ARREST DATA FOR THE PHILADELPHIA
REGION OFFICES, 1974

	Philadelphia		CPC		Chester	
	<u>*General</u>	<u>Caseloads</u>	<u>Sub-Offices</u>	<u>**General</u>	<u>Caseloads</u>	
	New	Technical	New	Technical	New	Technical
	Charge	Violation	Charge	Violation	Charge	Violation
January						
February	117	15	24	1	5	0
March						
April						
May	109	4	37	2	3	0
June						
July						
August	100	16	50	4	5	0
September						
October						
November	116	14	37	4	11	0
December						
TOTAL	442	49	148	11	24	0

*Specialized Probation and Specialized Parole units are included. Narcotics and SRS units are excluded.

**SRS Unit is excluded.

Appendix I, Table II B

PAROLEE ARREST DATA FOR THE PHILADELPHIA
REGION OFFICES, 1975

	Philadelphia		CPC		Chester	
	<u>*General Caseloads</u>		<u>Sub-Offices</u>		<u>**General Caseloads</u>	
	New Charge	Technical Violation	New Charge	Technical Violation	New Charge	Technical Violation
January February March	119	14	44	4	12	0
April May June	82	16	48	6	15	0
TOTAL	201	30	92	10	27	0

*Specialized Probation and Specialized Parole units are included. Narcotics and SRS Units are excluded.

**SRS Unit is excluded.

Appendix I, Table IIIA

PROBATIONER ARREST DATA FOR THE PHILADELPHIA REGION
DISTRICT OFFICES, JULY-DECEMBER 1974

	Philadelphia		CPC		Chester	
	<u>*General Caseloads</u>		<u>Sub-Offices</u>		<u>**General Caseload</u>	
	New Charge	Technical Violation	New Charge	Technical Violation	New Charge	Technical Violation
July						
August	34	3	30 ⁺	4	13	1
September						
October						
November	28	4	15 ⁺	2	18	1
December						
TOTAL	62	7	45 ⁺	6	31	2

*Specialized Probation and Specialized Parole units are included. Narcotics and SRS Units are excluded.

**SRS Unit is excluded.

⁺CPC values represent a minor correction over data appearing in the Interim Progress Report

Appendix I, Table IIIB

PROBATIONER ARREST DATA FOR THE PHILADELPHIA REGION
DISTRICT OFFICES, JANUARY-JUNE 1975

	Philadelphia		CPC		Chester	
	<u>*General Caseloads</u>		<u>Sub-Offices</u>		<u>**General Caseloads</u>	
	New Charge	Technical Violation	New Charge	Technical Violation	New Charge	Technical Violation
January						
February	42	4	28	5	26	2
March						
April						
May	58	3	26	1	18	3
June						
TOTAL	100	7	54	6	44	5

*Specialized Probation and Specialized Parole units are included. Narcotics and SRS Units are excluded.

**SRS Unit is excluded.

APPENDIX I

Unconvicted Violator Data

Table IVA: 1974 Totals from Interim Report

Client Populations in Study	UCV's Added	Average Monthly Pa. Caseload	% UCV Per Month of Average Caseload
Philadelphia General Caseload	314	1,735	1.5%
Community Sub Office (CPC)	138	738	1.6%
Chester General Caseload	56	337	1.4%

Table IVB: Six Month Totals, January - June, 1975

Client Populations in Study	UCV's Added	Average Monthly Pa. Caseload	% UCV Per Month of Average Caseload
Philadelphia General Caseload	184	1,490	2.1%
Community Sub Offices	82	902	1.5%
Chester General Caseload	27	463	1.0%

Table IVC: Composite Totals, January 1, 1974 - June 30, 1975 (18 months)

Client Population in Study	UCV's Added	Average Monthly Pa. Caseload	% UCV Per Month of Average Caseload
Philadelphia General Caseload	498	1,653	1.7%
Community Sub Office	220	793	1.5%
Chester General Caseload	83	397	1.2%

Philadelphia District Office general caseload versus Community Sub-Office:
 $t=1.21$, p Not Significant

Philadelphia District Office general caseload versus Chester general caseload:
 $t=3.66$, $p < .01$

Appendix I, Table V

PHILADELPHIA AND CHESTER GENERAL CASELOAD,
AND PHILADELPHIA COMMUNITY PAROLE CENTER QUARTERLY
EMPLOYMENT FOR FOUR QUARTERS OF 1974

	First Quarter Phila. CPC Chester			Second Quarter Phila. CPC Chester			Third Quarter Phila. CPC Chester			Fourth Quarter Phila. CPC Chester		
Full Time Employment	952	308	281	770	462	294	758	508	321	728	466	310
Part Time Employment	100	37	15	92	50	13	91	34	10	74	58	27
Unemployed DPA	243	61	5	213	70	14	155	79	10	198	100	20
Effective Able Caseload	1,497	468	340	1,239	661	368	1,164	701	400	1,186	726	433

(SOURCE PBPP QUARTERLY EMPLOYMENT REPORT)
QUARTERLY EMPLOYMENT FOR FOUR QUARTERS OF 1973

	First Quarter Phila. CPC Chester			Second Quarter Phila. CPC Chester			Third Quarter Phila. CPC Chester			Fourth Quarter Phila. CPC Chester		
Full Time Employment	1,226	425	427	1,286	387	422	1,095	337	305	960	302	229
Part Time Employment	137	41	24	168	41	17	125	31	14	129	38	16
Unemployed DPA	325	90	19	353	74	12	298	31	12	251	42	10
Effective Able Caseload	1,934	640	521	2,054	550	518	1,698	447	360	1,569	404	285

QUARTERLY EMPLOYMENT FOR TWO QUARTERS OF 1975

	First Quarter Phila. CPC Chester			Second Quarter Phila. CPC Chester		
Full Time Employment	518	405	243	570	405	279
Part Time Employment	104	77	34	82	58	34
Unemployed DPA	163	111	36	208	85	30
Effective Able Caseload	865	645	375	978	622	422

Appendix I, Table VI

CLIENT EMPLOYMENT STATUS - SECOND QUARTER, 1975

Population Group	Employed	Unemployed	Total Able to Work*
Philadelphia District Office General Caseload	652	326	978
GPC Sub-Office Caseload	463	159	622
Chester General Caseload	313	109	422
Total	1,428	594	2,022

*Not incarcerated, absconded, disabled, hospitalized, etc.

Chi-Square Tests

Total Matrix: $\chi^2 = 14.3$
 $df = 2.0$
 $p < .001$

Appendix I, Table VII
CHESTER DISTRICT OFFICE

MONTHS

NEEDS	OCTOBER	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	5 MONTH TOTAL	March-May
DRUG DETOXIFICATION FACILITIES	0	0	0	0	0	0	0
ALCOHOL DETOXIFICATION FACILITIES	0	0	0	0	0	0	0
METHODONE MAINTENANCE	0	0	0	0	0	0	0
DRUG TREATMENT - OUTPATIENT	3	2	2	0	0	7	0
DRUG TREATMENT - RESIDENTIAL	2	0	2	0	0	4	0
ALCOHOL TREATMENT - OUTPATIENT	4	0	0	0	0	4	0
ALCOHOL TREATMENT - RESIDENTIAL	0	0	0	0	0	0	0
PSYCHIATRIC TREATMENT	5	1	1	2	2	11	2
EMPLOYMENT	22	54	77	71	73	297	258
JOB COUNSELING	15	32	39	49	24	159	89
JOB TRAINING	11	43	49	33	21	157	147
MEDICAL TREATMENT	2	0	0	0	0	2	0
FAMILY COUNSELING	2	0	2	5	0	9	0
OTHER (SPECIFY NEED)	0	4	0	0	1	5	0
TEMPORARY HOUSING	2	0	2	4	2	10	8
GRAND TOTAL	68	136	174	164	123	665	504

PHILADELPHIA COMMUNITY SUB-OFFICES

MONTHS

NEEDS	OCTOBER	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	5 MONTH TOTAL	March-May
DRUG DETOXIFICATION FACILITIES	0	0	0	2	0	2	1
ALCOHOL DETOXIFICATION FACILITIES	0	1	0	0	0	1	0
METHODONE MAINTENANCE	1	2	2	2	1	8	-1 correction
DRUG TREATMENT - OUTPATIENT	3	4	0	1	1	9	9
DRUG TREATMENT - RESIDENTIAL	2	7	2	2	3	16	3
ALCOHOL TREATMENT - OUTPATIENT	0	0	0	0	0	0	0
ALCOHOL TREATMENT - RESIDENTIAL	0	0	0	0	0	0	0
PSYCHIATRIC TREATMENT	4	7	6	3	6	26	14
EMPLOYMENT	42	90	79	65	48	324	254
JOB COUNSELING	44	1	29	7	25	106	90
JOB TRAINING	34	34	17	14	10	109	44
MEDICAL TREATMENT	0	1	2	2	1	6	8
FAMILY COUNSELING	2	1	2	2	0	7	9
OTHER (SPECIFY NEED)	0	59	0	1	1	61	0
TEMPORARY HOUSING	0	1	1	0	0	2	0
GRAND TOTAL	132	208	140	101	96	677	457

Appendix I, Table VIII

	1 January	9 February	7 March	3 April	3 May	June
<u>I. Philadelphia General Caseload</u>						
Total Pennsylvania Caseload	2,852	2,832	2,663	2,595	2,519	2,195
Total Other State Caseload	271	277	241	229	218	203
Total Caseload	3,123	3,109	2,904	2,824	2,737	2,398
Pennsylvania UCV's	72	82	86	47	58	35
Parolees	1,771	1,751	1,665	1,635	1,655	1,429
Probationers	1,081	1,081	998	960	864	766
Probationers as % of Pa. Caseload	37.90%	38.17%	37.48%	36.99%	34.30%	34.90%
Recommits - CPV's	14	22	10	6	9	11
Recommits - TPV's	8	5	4	4	8	6
Revocations	3	7	17	7	4	8
Total Returns	25	34	31	17	21	25
Final Discharges	28	29	34	23	34	21
Parolees Absconding	13	6	19	6	12	8
Probationers Non Reporting	10	17	16	7	14	12
Number of Agents	56	56	46	44	40	24
Average Caseload Per Agent	55.8	55.5	63.1	64.2	68.4	99.9
Three Month Average		58.1			77.5	
<u>II. Philadelphia Community Parole Centers</u>						
Total Pennsylvania Caseload	729	724	823	892	886	753
Total Other State Caseload	66	65	78	92	91	81
Total Caseload	795	789	901	984	977	834
Pennsylvania UCV's	13	14	14	6	11	17
Parolees	469	460	521	550	549	464
Probationers	260	264	302	342	337	289
Probationers as % of Pa. Caseload	35.67%	36.46%	36.70%	38.34%	38.04%	38.38%
Recommits - CPV's	3	0	3	1	2	5
Recommits - TPV's	1	1	0	2	2	1
Revocations	3	2	1	2	4	2
Total Returns	7	3	4	5	8	8
Final Discharges	5	5	13	11	12	7
Parolees Absconding	0	0	2	0	1	1
Probationers Non Reporting	2	2	2	1	4	3
Number of Agents	13	13	16	18	16	17
Average Caseload Per Agent	61.2	60.7	56.3	54.7	61.1	49.1
Three Month Average		59.4			54.9	

	July	August	1 September	9 October	7 November	3 December
<u>I. Philadelphia General Caseload</u>						
Total Pennsylvania Caseload	2,127	2,242	2,229	2,219	2,117	2,091
Total Other State Caseload	210	242	231	231	251	210
Total Caseload	2,337	2,484	2,460	2,450	2,368	2,301
Pennsylvania UCV's	27	37	28	34	26	41
Parolees	1,386	1,458	1,451	1,446	1,396	1,384
Probationers	741	784	778	773	721	707
Probationers as % of Pa. Caseload	34.84%	34.97%	34.90%	34.84%	34.06%	33.81%
Recommits - CPV's	5	13	6	14	5	6
Recommits - TPV's	6	2	2	2	2	1
Revocations	5	3	3	7	7	4
Total Returns	16	18	11	23	14	11
Final Discharges	23	25	24	23	16	23
Parolees Absconding	11	9	9	8	3	11
Probationers Non Reporting	9	6	5	2	2	7
Number of Agents	27	24	22	20	17	18
Average Caseload Per Agent	86.6	103.5	111.8	122.5	139.3	127.8
Three Month Average		100.6			129.9	
<u>II. Philadelphia Community Parole Centers</u>						
Total Pennsylvania Caseload	682	581	570	553	542	503
Total Other State Caseload	72	53	49	49	47	47
Total Caseload	754	634	619	602	589	550
Pennsylvania UCV's	12	6	7	7	4	5
Parolees	431	368	362	347	339	314
Probationers	251	213	208	206	203	189
Probationers as % of Pa. Caseload	36.80%	36.66%	36.49%	37.25%	37.45%	37.57%
Recommits - CPV's	4	6	1	1	0	2
Recommits - TPV's	2	2	0	0	1	1
Revocations	3	3	1	1	2	0
Total Returns	9	11	2	2	3	3
Final Discharges	12	11	7	11	8	13
Parolees Absconding	1	0	0	1	4	0
Probationers Non Reporting	1	1	0	0	0	0
Number of Agents	17	15	14	14	14	15
Average Caseload Per Agent	44.4	42.3	44.2	43.0	42.1	36.6
Three Month Average		43.6			40.6	

	January	February	March	April	May	June
<u>I. Philadelphia General Caseload</u>						
Total Pennsylvania Caseload	1,935	1,947	1,913	1,821	1,770	1,684
Total Other State Caseload	265	255	242	223	223	208
Total Caseload	2,200	2,202	2,155	2,044	1,993	1,892
Pennsylvania UCV's	40	25	38	16	19	4
Parolees	1,273	1,338	1,274	1,216	1,190	1,134
Probationers	662	609	639	605	580	550
Probationers as % of Pa. Caseload	34.21%	31.28%	33.40%	33.22%	32.77%	32.66%
Recommits - CPV's	12	7	4	6	8	6
Recommits - TPV's	9	4	3	3	5	2
Revocations	9	3	9	8	3	4
Total Returns	30	14	16	17	16	12
Final Discharges	26	26	25	25	29	19
Parolees Absconding	5	12	8	2	4	0
Probationers Non Reporting	7	5	5	7	8	4
Number of Agents	23	24	25	25	26	27
Average Caseload Per Agent	95.7	91.8	86.2	81.8	76.7	70.1
Three Month Average		91.2			76.2	
<u>II. Philadelphia Community Parole Centers</u>						
Total Pennsylvania Caseload	586	604	605	653	729	802
Total Other State Caseload	54	62	77	96	103	122
Total Caseload	640	666	682	749	832	924
Pennsylvania UCV's	30	16	2	12	5	5
Parolees	367	385	395	435	483	532
Probationers	219	219	210	218	246	270
Probationers as % of Pa. Caseload	37.37%	36.26%	34.71%	33.38%	33.74%	33.67%
Recommits - CPV's	3	1	4	2	1	1
Recommits - TPV's	0	0	2	5	1	0
Revocations	0	0	2	2	3	0
Total Returns	3	1	8	9	5	1
Final Discharges	12	20	9	13	5	9
Parolees Absconding	7	9	5	6	4	1
Probationers Non Reporting	3	1	2	1	1	4
Number of Agents	15	16	15	16	17	19
Average Caseload Per Agent	42.7	41.6	45.5	46.8	48.9	48.6
Three Month Average		43.3			48.1	

	July	August	1 September	9 October	7 November	4 December
<u>I. Philadelphia General Caseload</u>						
Total Pennsylvania Caseload	1,661	1,594	1,575	1,708	1,593	1,621
Total Other State Caseload	194	192	183	178	173	177
Total Caseload	1,855	1,786	1,758	1,886	1,766	1,798
Pennsylvania UCV's	26	25	23	33	25	40
Parolees	1,129	1,092	1,076	1,224	1,129	1,131
Probationers	532	502	499	484	464	490
Probationers as % of Pa. Caseload	32.03%	31.49%	31.68%	28.34%	29.13%	30.23%
Recommits - CPV's	7	6	3	16	4	8
Recommits - TPV's	2	2	8	5	1	1
Revocations	4	5	0	3	2	2
Total Returns	13	13	11	24	7	11
Final Discharges	27	34	29	37	29	30
Parolees Absconding	5	3	2	5	6	8
Probationers Non Reporting	3	2	2	4	4	4
Number of Agents	27	26	26	26	27	32
Average Caseload Per Agent	68.7	68.7	67.6	72.5	65.4	56.2
Three Month Average		68.3			64.7	
<u>II. Philadelphia Community Parole Centers</u>						
Total Pennsylvania Caseload	842	828	824	741	823	816
Total Other State Caseload	131	130	127	102	120	123
Total Caseload	973	958	951	843	943	939
Pennsylvania UCV's	17	9	7	5	20	10
Parolees	563	545	536	497	552	544
Probationers	279	283	288	244	271	272
Probationers as % of Pa. Caseload	33.14%	34.18%	34.95%	32.93%	32.93%	33.33%
Recommits - CPV's	2	3	5	6	4	2
Recommits - TPV's	0	0	0	0	1	0
Revocations	1	0	0	2	0	1
Total Returns	3	3	5	8	5	3
Final Discharges	16	25	8	7	28	14
Parolees Absconding	3	3	5	0	1	0
Probationers Non Reporting	2	1	0	0	3	0
Number of Agents	19	20	20	18	22	
Average Caseload Per Agent	51.2	47.9	47.6	46.8	42.9	40.8
Three Month Average		48.9%			43.5	

	January	1 February	9 March	7 April	3 May	June
III. <u>Chester General Caseload</u>						
Total Pennsylvania Caseload	543	536	545	547	542	527
Total Other State Caseload	117	116	109	92	115	118
Total Caseload	660	652	654	639	657	645
Pennsylvania UCV's	6	6	19	10	6	5
Parolees	201	231	232	249	272	259
Probationers	342	305	313	298	270	268
Probationers as % of Pa. Caseload	62.98%	56.90%	57.43%	54.48%	49.82%	50.85%
Recommits - CPV's	1	0	1	5	0	2
Recommits - TPV's	0	0	0	0	0	1
Revocations	2	2	1	1	3	0
Total Returns	3	2	2	6	3	3
Final Discharges	15	8	10	7	15	14
Parolees Absconding	2	3	7	0	0	1
Probationers Non Reporting	0	0	1	0	1	0
Number of Agents	12	12	12	12	11	10
Average Caseload Per Agent	55.0	54.3	54.5	53.3	59.7	64.5
Three Month Average		54.6			59.2	

	July	August	1 September	9 October	7 November	3 December
III. <u>Chester General Caseload</u>						
Total Pennsylvania Caseload	353	345	319	338	338	329
Total Other State Caseload	83	78	80	86	87	87
Total Caseload	436	423	399	424	425	416
Pennsylvania UCV's	0	1	0	1	5	2
Parolees	191	189	175	177	186	178
Probationers	162	156	144	161	152	151
Probationers as % of Pa. Caseload	45.89%	45.22%	45.14%	47.63%	44.97%	45.90%
Recommits - CPV's	0	1	0	1	1	1
Recommits - TPV's	0	0	1	0	0	0
Revocations	2	0	1	0	1	0
Total Returns	2	1	2	1	2	1
Final Discharges	12	3	9	5	6	6
Parolees Absconding	0	0	0	2	0	0
Probationers Non Reporting	0	0	0	0	3	0
Number of Agents	3	3	5	5	6	7
Average Caseload Per Agent	145.3	141.0	79.8	84.8	70.8	59.4
Three Month Average		122.0			71.7	

	1 January	9 February	7 March	4 April	4 May	June
III. <u>Chester General Caseload</u>						
Total Pennsylvania Caseload	315	305	331	365	369	377
Total Other State Caseload	85	80	79	86	90	96
Total Caseload	400	385	410	451	459	473
Pennsylvania UCV's	2	9	2	2	8	2
Parolees	179	166	176	200	205	212
Probationers	136	139	155	165	164	165
Probationers as % of Pa. Caseload	43.17%	45.57%	46.83%	45.21%	44.44%	43.77%
Recommits -- CPV's	2	0	1	0	3	4
Recommits -- TPV's	0	1	0	1	0	0
Revocations	1	0	2	0	2	0
Total Returns	3	1	3	1	5	4
Final Discharges	7	12	4	6	3	10
Parolees Absconding	0	0	0	0	0	0
Probationers Non Reporting	0	1	0	0	0	0
Number of Agents	7	7	7	7	8	8
Average Caseload Per Agent	57.1	55.0	58.6	64.4	51.4	59.1
Three Month Average		56.9			60.3	

	July	August	1 September	9 October	7 November	4 December
III. Chester General Caseload						
Total Pennsylvania Caseload	400	395	395	427	423	426
Total Other State Caseload	96	96	115	90	119	116
Total Caseload	496	491	510	517	542	542
Pennsylvania UCV's	5	5	8	5	4	4
Parolees	213	207	208	224	217	221
Probationers	187	188	187	203	206	205
Probationers as % of Pa. Caseload	46.75%	47.59%	47.34%	47.54%	48.70%	48.12%
Recommits - CPV's	0	0	1	2	1	0
Recommits - TPV's	0	0	2	0	0	1
Revocations	0	0	0	0	0	2
Total Returns	0	0	3	2	1	3
Final Discharges	7	8	8	4	7	14
Parolees Absconding	0	1	0	1	2	2
Probationers Non Reporting	1	1	0	0	1	
Number of Agents	8	8	8	9	9	9
Average Caseload Per Agent	62.0	61.4	63.8	57.4	60.2	60.2
Three Month Average		62.4			59.3	

	January	February	March	April	May	June
		1	9	7	5	
<u>I. Philadelphia General Caseload</u>						
Total Pennsylvania Caseload	1,591	1,559	1,479	1,482	1,439	1,387
Total Other State Caseload	173	190	200	193	194	191
Total Caseload	1,764	1,749	1,679	1,675	1,633	1,578
Pennsylvania UCV's	35	31	33	37	33	15
Parolees	1,124	1,063	1,020	1,022	989	947
Probationers	467	496	459	460	450	440
Probationers as % of Pa. Caseload	29.4	31.8	31.0	31.0	31.3	31.7%
Recommits - CPV's	15	9	19	17	7	4
Recommits - TPV's	2	9	3	2	7	5
Revocations	3	5	1	3	2	0
Total Returns	20	23	23	22	16	9
Final Discharges	38	40	6	27	31	20
Parolees Absconding	4	24	4	8	5	0
Probationers Non Reporting	5	9	2	5	0	2
Number of Agents	30	31	34	34	35	35
Average Caseload Per Agent	58.8	56.4	49.4	49.3	46.7	45.1
Three Month Average		54.7			47.0	
<u>III. Philadelphia Community Parole Centers</u>						
Total Pennsylvania Caseload	862	893	880	925	928	924
Total Other State Caseload	119	137	138	157	158	155
Total Caseload	981	1,030	1,018	1,082	1,084	1,079
Pennsylvania UCV's	17	7	16	18	17	7
Parolees	587	606	595	629	638	633
Probationers	275	287	285	296	290	291
Probationers as % of Pa. Caseload	31.9	32.1	32.4	32.0	31.3	31.5
Recommits - CPV's	3	2	5	5	3	5
Recommits - TPV's	1	0	1	2	1	2
Revocations	2	0	2	0	2	1
Total Returns	6	2	8	7	6	8
Final Discharges	7	7	39	15	18	12
Parolees Absconding	1	3	0	2	4	0
Probationers Non Reporting	1	1	0	1	0	1
Number of Agents	22	23	23	23	23	23
Average Caseload Per Agent	44.6	44.8	44.3	47.0	47.2	46.9
Three Month Average		44.6			43.9	

	1 January	9 February	7 March	5 April	5 May	June
III. <u>Chester General Caseload</u>						
Total Pennsylvania Caseload	445	480	444	456	467	487
Total Other State Caseload	121	131	117	129	132	137
Total Caseload	566	611	561	585	599	624
Pennsylvania UCV's	4	3	17	1	1	1
Parolees	226	243	232	240	232	247
Probationers	219	237	212	216	235	240
Probationers as % of Pa. Caseload	49.2	49.4	47.7	47.4	50.3	49.3
Recommits - CPV's	0	0	0	0	2	2
Recommits - TPV's	0	1	1	0	0	1
Revocations	0	1	2	0	0	2
Total Returns	0	2	3	0	2	5
Final Discharges	11	9	20	11	9	7
Parolees Absconding	1	0	1	0	0	0
Probationers Non Reporting	1	2	3	0	0	1
Number of Agents	9	9	10	10	11	9
Average Caseload Per Agent	62.9	67.9	56.1	58.5	54.5	69.3
Three Month Average		62.3			60.8	

A P P E N D I X I I

INTERIM EVALUATION REPORT

I N T E R I M R E P O R T

Establishment of a District Office
and Outreach Centers in the Philadelphia Area
for the Pennsylvania Board of
Probation and Parole

Submitted to

Pennsylvania Board of Probation and Parole

William F. Butler, Acting Chairman
John H. Jefferson, Board Member
Paul J. Descano, Board Member
Verdell Dean, Esquire, Board Member

and

Pennsylvania Governor's Justice Commission

Prepared by:

Research and Statistical Division
Bureau of Administrative Services
Pennsylvania Board of Probation
and Parole

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I EXECUTIVE SUMMARY AND INTERIM CONCLUSIONS

Evaluation Overview

This evaluation summary was prepared to provide the executive with a brief overview of the interim report and to highlight preliminary findings, conclusions and recommendations forthcoming from the analysis. The period under evaluation represents the fourth year of continuation funding for the Philadelphia outreach grant. The grant created five community parole centers in Philadelphia county as satellite offices to the former Philadelphia District Office and also created the Chester District Office to relieve the Philadelphia District Office of caseload responsibilities in Chester and Delaware counties. The original intent and underlying philosophy of the outreach grant was that small community based, neighborhood style sub-offices would bring supervision closer to the client and the community to produce more effective surveillance and client treatment. The Chester Office was created to decentralize Philadelphia workload responsibilities and reduce travel time for agents. Overall, the intent of the grant was to improve the quality of probation and parole supervision and consequently its rehabilitative effect, by the development of a more effective and efficient service delivery system.

The evaluation design focused on the program activities and resultant client accomplishments of the community parole center sub-offices and the Chester District Office in comparison with general caseload clientele being served in the Philadelphia District Office. Evaluation methodologies included both cross-sectional and time series reviews of probation and parole outcome measures, and on-site interviewing of outreach staff. Statistical measures of program performance and effectiveness were compiled and analyzed in the Central Office using the Board of Probation and Parole's statistical reporting system. Parole outcome measures selected for analysis were client recidivism defined as returns to prison, unconvicted violations, client arrests and client employment. To develop comparable study populations, SRS caseloads are special narcotics units' cases were excluded from the study.

Interviews were conducted among outreach agents and managerial personnel to gain insight into qualitative aspects of grant objectives such as improved work environments, community integration and agent morale. Despite these efforts, this evaluation recognizes the need to further develop the interview process to encompass non-outreach staff and community facilities in assessing the program's performance. In addition, more scientific survey techniques should be introduced to facilitate more objective statistical analysis of the less tangible program objectives. Although the results of this analysis are necessarily tentative, it is believed that they are informative and provide a sound basis for a final evaluation.

Interim Findings and Conclusions

1. The Community Based Parole Centers and the Chester District Office General Caseload were found to have significantly lower percentages of recidivists than the general caseload in Philadelphia. Chester was especially low in recidivism. The recidivism ratio for the Outreach grant was also low for two alternative methods of defining a return ratio. It was concluded that the more localized service delivery system had enhanced the effectiveness of client rehabilitation and, consequently, lowered the return to criminal behavior to the benefit of community security.

For calendar year 1974, the ratio of unsuccessful case closures (recommits from parole plus probation revocations) to total case closures (unsuccessful closures plus final discharges) was 35.4% in the Philadelphia General Caseload, but only 24.5% in the five LEAA CPC's and 22.4% in the Chester District Office (SRS cases excluded).

When an alternative computation method recommits plus revocations divided by average caseload (parolees plus probationers) is used, the 1974 figures were Philadelphia General Caseload, 10.6%; LEAA Community Parole Centers, 7.3%; and Chester General Caseload, 6.9%. The first six months of 1975 exhibit a similar rank-order, overwhelmingly favoring the project caseloads.

When probation revocations are computed separately by the return-to-average caseload method, outreached clients outperformed general caseload clients in both categories although probations exceeded parolees in differential impact. Due to data limitations, a comparison of parole and probation groups was not possible using the unsuccessful closure method as discussed in this report.

Table A displays interim evaluation results using the unsuccessful case closure method to measure recidivism.

Table A

Percentage Closed Unsuccessfully of Total Cases Closed

	<u>1974</u>
Philadelphia General Caseload	35.4%
Community Centers (CPC's)	24.5%
Chester General Caseload	22.4%

2. Chester's General Caseload was found to have a much higher percentage of special probation cases than either the Philadelphia General Caseload or the Community Based Parole Centers, which had the same percentage. Since probation cases are more likely to be first-time offenders and therefore more easily rehabilitated than parolees, this may contribute to, but not fully explain, Chester's superior performance as measured by unsuccessful case closures.

The monthly average of 1,735 Pennsylvania cases in the Philadelphia General Caseload in 1974 consisted of 551 probationers or 31.8%. For the five Community Parole Centers, the figure was 252 out of 738 or 34.15%; and for Chester's General Caseload, 175 out of 377 or 46.4%. The differences between the two geographic localities of Philadelphia and Chester reflect to a great extent differential court policy and county capability to absorb probation cases.

3. Chester and Community Parole Center parolees were found to have smaller percentages of parolees arrested and classified as "unconvicted violators" per month relative to average monthly caseloads when compared with general caseload clientele in the Philadelphia District Office. It is presumed that differential policy in police and courts between Delaware, Chester and Philadelphia County accounts for some of the differences in arrest rates. Notably, most arrests were police initiated for new charges. However, it is plausible that the ability of CPC agents to intervene on a timely basis when clients need support by virtue of their physical proximity to their clients has helped to significantly reduce client arrests and ultimately, as the previous finding suggested, positively impact upon client return to prison.

Table B demonstrates the percentages of parolees arrested per month relative to average monthly caseloads for the Chester District Office, CPC sub-offices and the Philadelphia General Caseload clientele. The percentage of parolees arrested per month indicates that the Chester District Office parolees followed by CPC sub-office parolees had proportionately better performance records with regard to unlawful behavior. Since arrest data for probationers was not available until the latter half of 1974, probationer arrest data represented only a six month computation.

Table B

Percent Parolees and Probationers Arrested
per Month of Average Monthly Caseloads
Respectively

	Parole 1974 (12 months)	Probation 1974 (6 months)
Philadelphia General Caseload	3.5%	2.3%
CPC Sub-Offices	2.7%	3.1%
Chester District Office	1.0%	2.8%

An intermediate step between arrest and return to prison is a PBPP classification of "unconvicted violator" which indicates an 'at risk' population. New unconvicted violators are reported on a monthly basis. Unfortunately, no distinction is presently available for reporting probation or parole status among unconvicted violators. However, since approximately one half of all arrests are serious enough to warrant this classification, it is a highly correlated but useful measure to check relative program effectiveness. Table C below displays comparable data on new monthly unconvicted violations for calendar 1974.

Table C

Percent Unconvicted Violators per Month
of Total Average Monthly Caseloads

	<u>1974</u>
Philadelphia General Caseload	1.5%
CPC Sub-Offices	1.6%
Chester District Office	1.2%

Both the CPC sub-offices and the Chester District Office were not significantly lower than Philadelphia General Caseload clientele in 1974 in the percent unconvicted violators per month. The insignificant differences in 1974 percentages of unconvicted violators per month might be explained by arrest data since the relatively high probationer arrest rates in the outreach grant offices in 1974 may be reflected in the unconvicted violation data for the year which is a composite of probationers and parolees. This could be substantiated if unconvicted violation rates could be computed by probationer and parole status separately.

4. Outreach Community Parole Centers and the Chester District Office were found to have significantly higher percentages of employed clients and lower percentages of clients dependant upon public assistance than Philadelphia General Caseload clients. It was concluded that the community setting of the Outreach centers has brought about a more successful reintegration of clients into their economic community as productive citizens than obtained by agents based in the State Office Building.

The results of the December 31, 1974, quarterly employment survey indicated that for the Philadelphia General Caseload, 61.4% of those clients able to and available for work* were employed full time, 6.2% were employed part time, and 16.7% were receiving public assistance. For the five community parole centers, 64.2% were employed full time, 8.0% part time, and 13.8% were receiving public assistance. For the Chester General Caseload, 71.2% were employed full time, 4.7% part time, and only 3.4% were receiving public assistance. These differences were found to be highly significant statistically in favor of outreach project performance.

5. Average caseload per agent in the Outreach Community parole centers has remained low since late 1973.

*Not incarcerated, absconded, disabled, hospitalized, etc.

Chester General Caseloads were very high at that time, but have stabilized at reasonable levels since early 1974. The Philadelphia General Caseload has declined from a very high level in early 1974 to a reasonable level by December, 1974.

Caseload per agent is calculated by combining Pennsylvania parolees, special probation and parole cases, and clients supervised in an office for other states, and dividing by the number of parole agents who supervise those clients. This figure for the five community parole centers combined has fluctuated between 43 and 49 clients per agent since the third quarter of 1973. The latest figure for October, November and December, 1974, was an average of 43.5 clients per agent. The figure for the Chester General Caseload was a disturbingly peaked 117 clients per agent in the third quarter of 1973, but stabilized at between 55 and 62 beginning in early 1974. The latest figure is 59.3 clients per agent. Paradoxically, although the Philadelphia General Caseloads registered 130 clients per agent in the fourth quarter of 1973, gradual decline in the total number of clients (parolees and probationers alike) plus the addition of new agents brought this ratio to a level of 65 clients per agent.

6. It was found that employment was the most frequently reported client unmet need by agents in the Chester General Caseload and in the five community parole centers. This was followed by job counseling and job training. Drug treatment was also frequently cited by Chester agents. However, unlike the non-urban LEAA sub-offices where drug, alcohol and psychiatric needs appeared to be more unfulfilled as an aggregate than employment, the relative availability of treatment facilities in Philadelphia and Chester in relation to jobs which are in short supply, made the employment factor a more frequently cited need in Philadelphia in comparison with other parts of the Commonwealth.
7. The agents employed by the Outreach project appeared to be satisfied by their work environment, and registered high on a job satisfaction questionnaire. There was high consensus that much less formality existed than in the old Philadelphia District Office environment. Turnover of agents has been very low during the evaluation period. Only two agents left the project (Chester) during the evaluation period.
8. The Outreach centers were found to be effective in reducing agent and client travel time, providing the agents with a good understanding of local sub-cultures, and providing the clients with emergency living space, food and clothing during crisis situations. These factors all contribute to prevention of criminal activity.

Interim Recommendations

It is recommended that:

1. Probation and Parole Outcome measures be identified by probation or parole status so as to enhance the evaluative capability of the final analysis;
2. Computer capability be developed to track client outcome on a cohort basis in future analyses;
3. Cost effectiveness analysis be incorporated into the evaluation to compare community parole center sub-offices with more centralized large office arrangements;
4. Probation caseloads be given closer scrutiny to ascertain why arrests are occurring so frequently and what agents must do to minimize criminal activity among these supposedly less serious offenders. One program alternative to explore would be to isolate probationers as in a separate intensive supervision unit patterned after Pittsburgh in operational philosophy. A previous evaluation described the positive impact which this program has demonstrated.¹
5. Continued support be maintained by the Governor's Justice Commission for a project which has demonstrated considerable success in enhancing rehabilitation while affording maximum protection to the community.

¹Pittsburgh Intensive Probation arrests were 1.9% per month; the Intensive Probation Unit operates as a clearinghouse for less serious offenders on probation. The Philadelphia Intensive Probation Unit for high risk offenders averaged 4.0% arrests per month in contrast to 2.3% among general caseload probations in this study.

II LEAA PROJECT BACKGROUND

Project Goals and Objectives

The rationale behind the establishment of the Philadelphia Outreach Sub-Offices and the Chester District Office in this grant was that the centralized, monolithic service delivery system under the former Philadelphia district office serving Philadelphia, Chester and Delaware counties was both inefficient and ineffective. The Chester District Office was designed to cover Chester and Delaware counties, and thereby reduce the workload of the Philadelphia District Office. Five Outreach sub-offices were created to act as small community based parole centers which facilitate a more personal, client oriented service delivery system.

The goals and objectives of this project are:

1. To contribute to the maintenance and/or reduction of the percentage of cases under supervision in the Philadelphia Region which have been returned to prison annually.
2. To maintain effective supervisory surveillance so as to afford maximum protection to the community against possible violators of probation or parole.
3. To continue and develop the Board's policy of decentralized services which are closer to the communities they serve and provide less formal and more accessible offices, promote the use of community resources and foster integration into the Philadelphia, Delaware and Chester County communities.
4. To obtain maximum opportunity for employment among clients during adverse economic conditions of recession.
5. To provide effective supervisory treatment through modern therapeutic techniques in community based parole centers (and nearby community service agencies) so as to afford maximum opportunities for the offender's rehabilitation.
6. To maintain caseloads of no more than fifty clients per agent.
7. Minimize agent travel time so as to afford maximum time for client supervision.
8. To improve caseload management and minimize client transfers and agent turnover which are to the detriment of the successful completion of supervision.

Overview of Agency Operations

The Pennsylvania Board of Probation and Parole is an independent State Agency, directed by a five-person Board (currently with one vacancy), an Executive Director, and support staff located in Harrisburg. Due to LEAA Funding, field staff are grouped into six regions, which are geographically nearly the same as the six 'human service' regions in Pennsylvania. Each region is headed by a Regional Director, who is directly responsible to the Director of Field Services, who is in turn responsible to the Superintendent of Parole Supervision. The latter reports directly to the Executive Director.

Each region in the probation and parole organization structure administers one or two district offices; there are six regional offices which administer a total of ten district offices. Region I is the target of this grant and it encompasses two district offices: the former Philadelphia District Office with its five satellite LEAA sub-offices and the LEAA funded Chester District Office. There are a total of 117 agents in Region I of which 25 are LEAA funded. Although agents in the Philadelphia sub-offices are 100% LEAA funded, only four out of thirteen agents in the Chester District Office are LEAA funded. Because the Chester District Office is an integral part of this grant, this evaluation will include the entire district office including state funded agents and their caseloads.

The Chester District Office was initially opened in February, 1972. Many cases which were in the Philadelphia District Office were located in Delaware and Chester counties. Agents were forced to travel from the Philadelphia District Office to visit their clients in such outlying regions as northern Chester County which is over 50 miles from their home office. Although the Chester District Office is not centrally located in the

geographical areas which it encompasses, it has reduced the distance most agents would travel to a majority of clients residing in the area. Also, many of the staff of this office live in Delaware and Chester counties and have easier access to the areas in which they visit. Another important factor is that creation of the Chester District Office ameliorated to a great extent the crowded working conditions of the Philadelphia District Office. The Chester District Office General Caseload consists of one supervisor, nine parole agents and supportive staff. The SRS¹ Unit, which is not included in the evaluation, consists of one supervisor, one psychologist, five agents and support staff for a total of twelve personnel.

The first Philadelphia Community Parole Center was established in November, 1970. Five others were established in February, 1972, although one was later changed to a Social Rehabilitation Service Center. The Community Parole Centers were established in accordance with previously stated goals and objectives. However, they differ from the concept of the Chester District Office in that they were conceived as being community based facilities which would bring the Agency closer to the community, and the agents closer to their clientele. The CPC personnel consists of five supervisors, twenty-three parole agents, and support staff for a total of 40 personnel.

The existing field services historically were delivered from nine district offices located throughout the State of Pennsylvania. District I consisted of the Philadelphia Office located in Center City. It covered the tri-county area of Philadelphia, Chester and Delaware counties. During the years prior to the application for this subgrant, the Board experienced a

¹The Social Rehabilitation Service of the U.S. Department of Health, Education and Welfare provides funds through the Pennsylvania Department of Public Welfare for social services for welfare recipients and drug or alcohol dependent clientele who are incidentally on parole.

tremendous increase in the number of cases supervised which seriously limited available resources and hindered the delivery of services necessary for the successful rehabilitation of the offender in the community. It became increasingly clear that they no longer could provide adequate services until such time as supervision was decentralized closer to where the client was located. On June 30, 1975, the Board was supervising a total of 5,188 cases in Region I which had increased from 2,953 in June, 1970. Of 12,312 cases statewide in June, 1975, 42% were supervised in Region I. The agency hope was that the decentralization would provide for more meaningful service delivery and improve the morale of the agents.

III EVALUATION ACTIVITIES

This evaluation focused its attention upon the activities and client accomplishments in the five community based parole centers and the Chester District Office. Three evaluation techniques were employed during the evaluation period leading to this report. These included the analysis of Statistical Data, special surveys submitted by parole agents, and interviewing of agents and managerial staff.

Statistical measures of program performance and effectiveness were compiled and analyzed in the central office using the Board of Probation and Parole's statistical reporting system. The basis of this evaluation's design was a comparison of data on the Outreach (Chester and CPC) clients and similar data on clients under the supervision of units located in the Philadelphia District Office, with respect to probation and parole outcome measures. The measures selected for study included recidivism (return to prison), unconvicted parole violation, client arrests, and client employment. This interim evaluation focused on a twelve month time period representing calendar year 1974.

In order to provide a comparable population for comparison with "Outreach" clients, the Philadelphia District Office Caseload was isolated by the subtraction of all Narcotics Unit and SRS¹ cases when compiling statistical measures for analysis. SRS cases were likewise excluded from the Chester District Office study group. The Intensive Parole and Probation units in Philadelphia were not subtracted from the Philadelphia District Office for several practical and theoretical reasons. A practical reason for not attempting to separate these high risk intensive supervision clientele from the Philadelphia General Caseload comparison group is that prior to October, 1974, unit totals within districts were not readily available.

¹The Social Rehabilitation Service of the U.S. Department of Health, Education and Welfare provides funds through the Pennsylvania Department of Public Welfare for social services for welfare recipients and drug or alcohol dependent clientele who are incidentally on parole.

Secondarily, intensive supervision clientele are not exclusively reserved for the Philadelphia Intensive Supervision units; there are clients with intensive grades of supervision in both the Philadelphia Outreach sub-offices and in the Chester District Office. Thus, despite the apparent concentration of intensive supervision clientele in the Philadelphia General Caseload comparison group, their existence in both populations has an equalizing effect on statistical comparisons. In actuality, since the intensive probation and parole units represents such a small proportion of the group under comparison, 23% (350 intensive unit cases out of 1,500 Philadelphia General Caseload clients), they would not be expected to create a statistical bias when compared to sub-offices using standard parole outcome performance measures. This assumption was tested using six months of data which subtracted out the intensive probation and parole units' populations from the study. This test demonstrated that final conclusions remained the same regarding CPC sub-office performance in relation to Philadelphia General Caseload clientele. This supporting evidence may be found in the Appendix of this Interim Evaluation report.

Survey data submitted by the Outreach agents over five months monitored needs of clients, numbers and types of referrals to outside agencies. Since comparison group survey data were not collected, this phase of the evaluation must serve as a monitoring function only.

Interviews were conducted with all agents and managerial personnel connected with the project to provide some information on accomplishments with respect to the less tangible objectives of the grant. These included 1) better use of community resources, 2) family and group therapy, 3) better understanding of urban ghetto sub-cultures by Outreach agents, 4) reducing extensive agent and client travel, and 5) investing more time in supervision

so as to reduce recidivism and provide better protection for the community. Site visits were made to all five CPC's and interviews made with twelve of their twenty agents using guidelines established to provide a standard interview format (see Appendix). Site visits were also made to the Chester District Office, where two agents were given structured interviews. In addition, the interviews conducted in the early stages of the evaluation were unstructured and covered five CPC agents and seven Chester agents. Implicit in the overall objectives of the project was a desire to improve the quality of services and, consequently, improve the rehabilitative effect of supervision.

In order to overcome a shortcoming in the evaluation design, it had been hoped to do some interviewing of agents in the Philadelphia General Caseload to obtain comparable interview data. However, an advancement in the due date of the final evaluation report has rendered this impossible in the current evaluation period.

The most quantifiable evaluation measures of the extent to which program objectives have been accomplished are indicators of client violations and recidivism, client employment data and data on caseload size over time.

Clients per agent are reported on a monthly basis and are available for Chester since February, 1972, immediately after it became organized. The first CPC (22nd Street) started reporting in 1971. Caseload had also been reported quarterly by district office for many years before these "outreach" offices existed. Violation and recidivism indicators have been reported regularly for over a decade in the PBPP statistical reporting system. These include: 1) records of parolees recommitted to prison by the Parole Board on their original sentence, either with new convictions or for violations of the rules of parole (technical violations), 2) records of special probation/parole cases certified by the courts to be supervised

by PBPP agents and later had their probation revoked by the sentencing judge and/or are sent to prison for probation violation or new criminal behavior, 3) records of clients who are arrested or otherwise violate their parole or probation and are placed in unconvicted violator status by the agent while awaiting disposition of the charges (some are incarcerated while others are released on bond or recognizance). The recidivism measures of recommitments and revocations, i.e., returns to prison may be considered the most precise measure of recidivism. These figures will be much smaller than new unconvicted violators, because violation must be clearly established, and the parole board usually does not recommit an individual unless they consider him to be a risk to society, or unable to adjust to street supervision. For this reason, the agency has always used the recommit and revocation figure to determine its supervision 'failure rate'.

An additional measure directly related to recidivism are client arrest reports. The total number of arrests of clients, whether for minor or serious charges, police (new charge) or agent (technical) arrests, has been monitored and tabulated from preliminary arrest reports for parolees since October, 1972. Similar data has been collected and compiled for special probation and parole cases since July, 1974. It stands to reason that the number of arrests per month will far exceed the number of new unconvicted violators per month. For example, since many of the arrests are for very minor offenses (vehicle code, etc.), a fine is imposed and the client is continued under supervision. Second, many of the more serious charges (suspected burglary, assault) are dropped early for lack of evidence. Third, the number of arrests will exceed the number of new unconvicted violators because one client could conceivably be arrested

several times in a given month but would be placed in 'unconvicted violator' status only once.

The statistical measure of client employment status has been obtained from data which is collected quarterly from survey forms filled out by all parole agents statewide. Beginning with the March, 1975 survey, this data will be automated. Studies have shown that good employment adjustment correlates highly with success on parole/probation.² Client employment is also an indicator of the "outreach" centers' ability to provide a better link with the locality and yield a more effective use of local resources. Reported on this survey are numbers of clients able and available to work, number employed full time, part time, and number receiving public assistance. Also available is a breakdown of the 1973 earnings of the clients under supervision for the Chester General Caseload (SRS¹ excluded) and the entire Philadelphia District Office. This is a figure which has been reported by district office since 1949.

The other less tangible goals of the LEAA grant program cannot be measured easily in terms of quantified data. Instead, the success of intended functions such as integrating agents and clients into the community, reducing inconvenience, wasted time and travel time, emphasizing family and group treatment, and providing more effective use of local resources have been evaluated by utilization of interview and monthly survey techniques. When possible, responses to these interviews and surveys have been tabulated and quantified.

²See for example, Daniel Glaser, The Effectiveness of a Prison and Parole System, Bobbs-Merrill, Indianapolis, 1964, Page 296-297.

¹The Social Rehabilitation Service of the U.S. Department of Health, Education and Welfare provides funds through the Pennsylvania Department of Public Welfare for social services for welfare recipients and drug or alcohol dependent clientele who are incidentally on parole.

IV ANALYSIS OF PROBATION AND PAROLE OUTCOME

This portion of the analysis will attempt to assess the impact of the outreach grant in enhancing more effective rehabilitation and reintegration of offenders into their communities. The five outreach sub-offices in Philadelphia and the Chester District Office were originally created to overcome inherent deficiencies of the former Philadelphia District Office whose monolithic delivery system was both ineffective and inefficient. Since the start of the outreach grant in September, 1971, previous evaluations have evidenced the success of community parole centers and the Chester District Office in reducing recidivism and fostering integration into the community.¹ This evaluation, covering this project's fourth year of continuation funding, will assess the relative impact of the outreach grant using standard measures of parole outcome, such as, recommitments and revocations, client arrest, unconvicted violations and client employment. The basis of the evaluation design will be a comparison of client accomplishments of the Chester District Office and the aggregate of community parole center sub-offices with general caseload clientele in the Philadelphia District Office. All narcotics units cases and SRS² cases were excluded from the analysis to develop comparable groups for evaluation. The time frame for data used in this interim report is calendar year 1974. It is the intention of the evaluator to extend data analysis into the first six months of 1975 for the final evaluation.

¹"Evaluation of Community Parole Centers in Philadelphia and the Chester District Office of the Pennsylvania Board of Probation and Parole," DS-362-73E, Final Evaluation Report Meta-Metrics, Inc., Washington, D.C., April 5, 1974.

²The Social Rehabilitation Service of the U.S. Department of Health, Education and Welfare provides funds through the Pennsylvania Department of Public Welfare for social services for welfare recipients and drug or alcohol dependent clientele who are incidentally on parole.

Caseload Growth and Average Agent Caseload Size

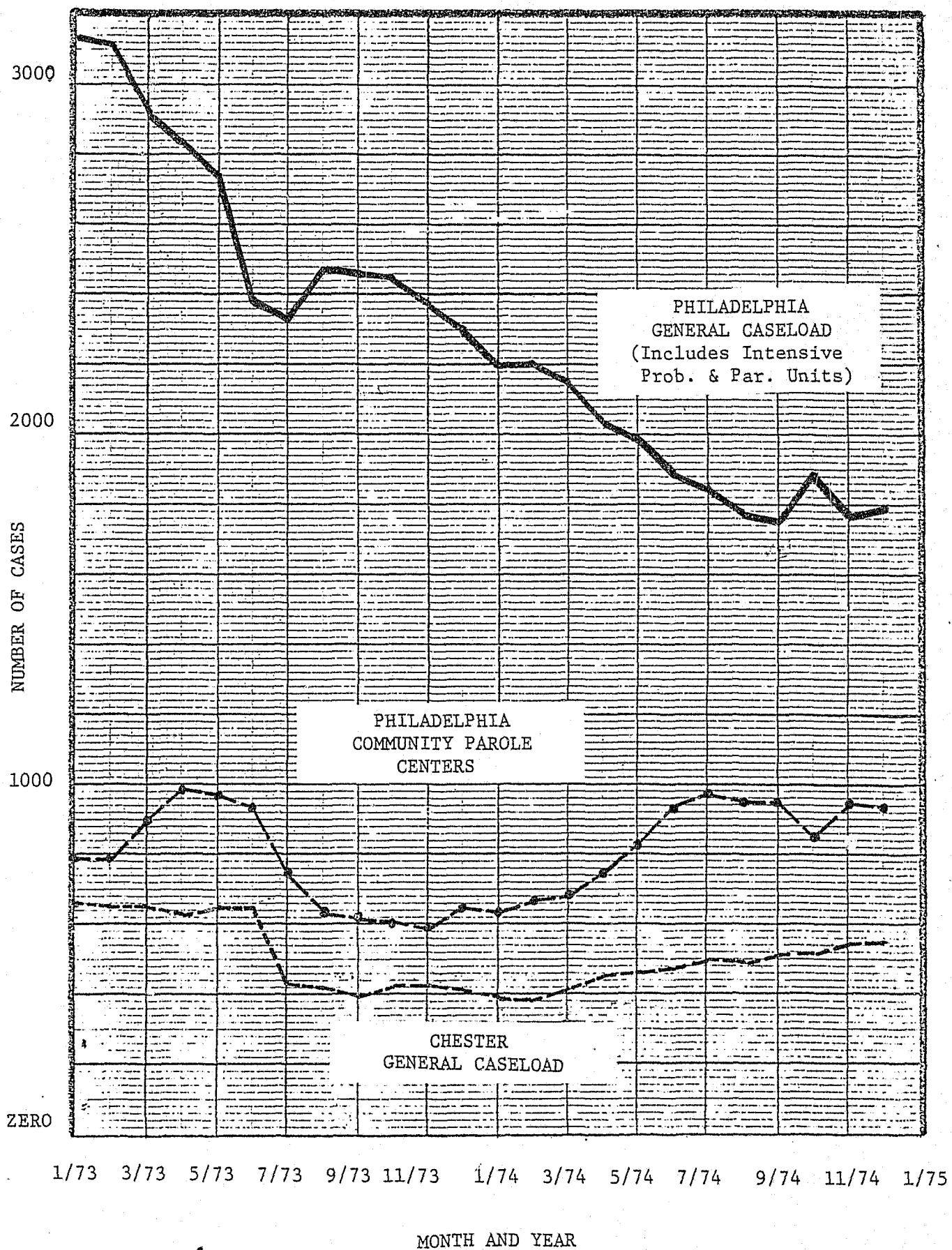
Several operational factors which are related to sub-objectives of the grant, have direct bearing upon the quality of services provided and ultimately, the quantity of offenders who succeed or fail under supervision. One crucial operational objective was that the average caseload size be maintained at fifty clients per agent so as to allow agents sufficient time to provide effective treatment and surveillance of their clients. Fifty clients per agent has no magical significance since it is generally recognized that the amount of time available to an agent is not as important as how he uses it. Nevertheless, there are human limits in serving large size caseloads beyond which even effective agents will not be able to provide time to offenders when it is critically needed. Implicit in the grant is the assumption that fifty clients per agent is an optimal level to develop close relationships and supervisory surveillance as needed. Two factors, neither of which are under direct control of the program, affect the program's ability to maintain the standard of fifty clients per agent. They are: 1) overall growth in the caseload, and 2) the availability of agent manpower. Each factor will be reviewed separately below.

Figure I shows the trend in total caseload size for the three comparison groups in this study: the community parole center sub-offices, the Chester District Office and the Philadelphia General Caseload which excludes the narcotics units and SRS clientele. Total caseloads are shown monthly for 24 months from January, 1973 to January, 1975. Included in this graph are Pennsylvania parolees, special probation and parole cases, and cases supervised in the Pennsylvania offices for other states.

The Philadelphia General Caseload shows a steady decline, leveling off at about 1,800 cases in September, 1974. Further investigation revealed that most of this decline may be attributed to a steady decrease in Philadelphia County Probation cases for supervision by State Parole Agents,

TOTAL CASES PER MONTH IN 1973 AND 1974
(EXCLUDING S.R.S. CASES)
PA. PAROLE, PA. PROBATION, OTHER STATE CASES BY PA.

Figure 1



presumably due to county judges' increased reliance upon county probation staff. The Chester General Caseload shows an abrupt drop when the SRS unit was started in Chester (July, 1973), and relatively moderate growth (12.5 cases per month) since that period. Lastly, the graph demonstrates that the Philadelphia Community Parole Centers have experienced fluctuation in their total population of about 25% in the past two years. The decrease in late 1973 reflects the conversion of one of the six centers (Haddington) to an SRS unit. Since December, 1973, the five remaining CPC's have had a total growth of about 25 cases per month.

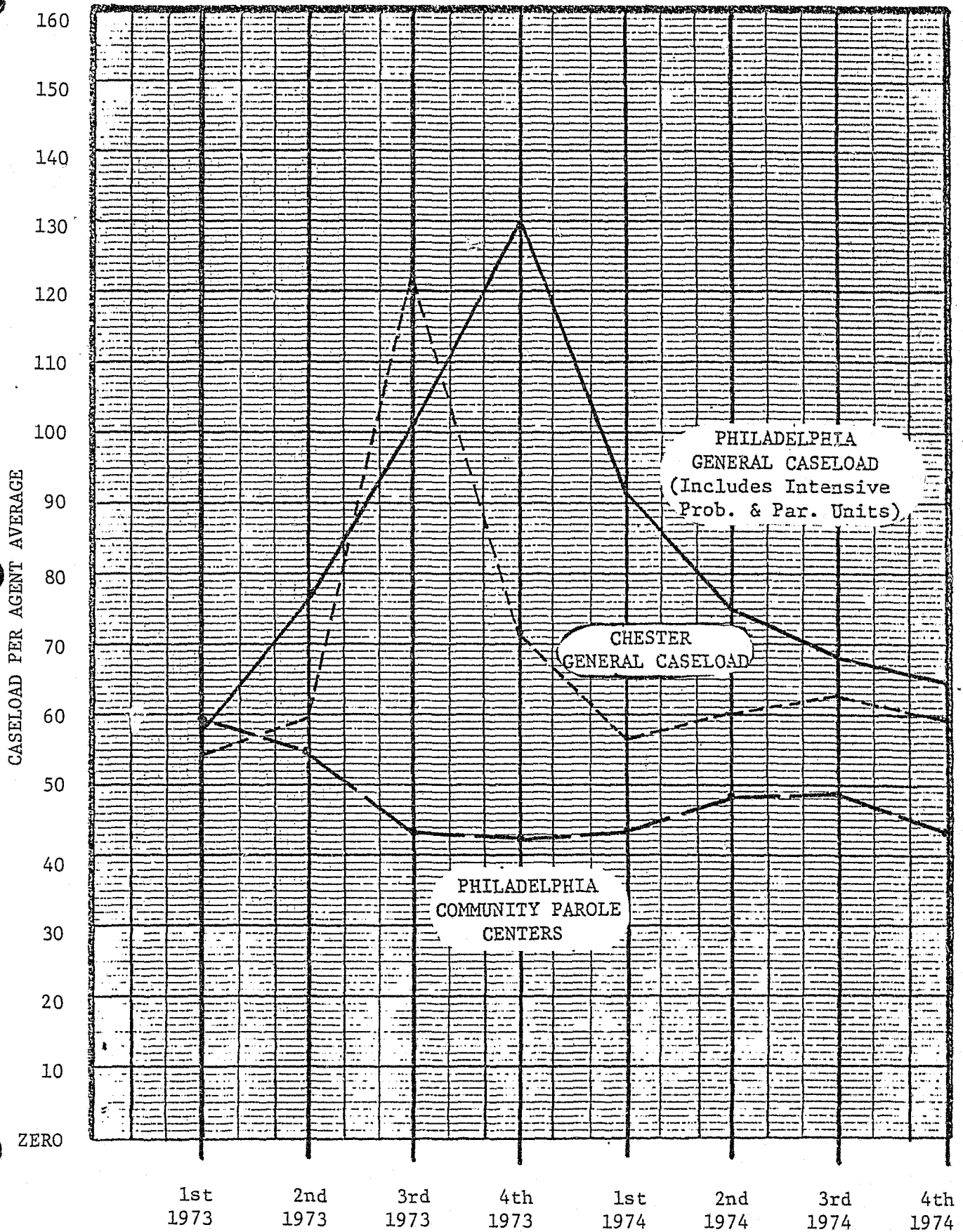
How have these growth relationships affected agent caseload sizes? Figure 2 indicates the quarterly average caseload per agent over the same 24-month period. The transfer of cases and agents to SRS units naturally has had some impact upon agent caseloads, especially in Chester and in the Philadelphia General Caseload. During and slightly after the organization of SRS, the total average caseloads per agent increased markedly in the latter two populations but not in the CPC sub-offices which maintained fewer than 50 clients per agent. However, toward the end of 1974, the Chester General Caseload decreased to 55 clients per agent. These trends will be updated for the final progress report. The data suggests that the outreach offices have been managed in accordance with grant guidelines concerning caseload size.

Analysis of Successful and Unsuccessful Parole and Probation Outcome

There are several alternate methods for assessing program performance with available agency records that may be used for a comparative evaluation of this type. In each instance, some measure of recidivism, or cases which have not successfully completed supervision because of new offenses, are compared with successful cases who have either completed parole or are

CASELOAD PER AGENT
QUARTERLY AVERAGES
1973 - 1974

Figure 2



active cases in good standing. For purposes of this evaluation, a 'successful' case is one that has been closed because the client has reached his maximum sentence without a return to crime. An 'unsuccessful' case is one in which service has been terminated by the agency because the individual was convicted of a new offense or violated his conditions of parole. For statistical purposes, an unsuccessful case is defined as a recommitment from parole, or a revocation from probation. The assumption for both types of unsuccessful closures is that the individual is being returned to prison and is no longer receiving street supervision. This 'return to jail' concept of recidivism differs from a 'return to crime' concept which usually depends upon evidence of client criminal activity, such as, arrest reports or court conviction records. From an agency viewpoint, failure under supervision is limited to those clients for whom street supervision is no longer a tenable means of providing rehabilitative treatment while serving their sentences. Where an offender returns to crime but is judged to be of minimal danger to society and has a strong potential for rehabilitation, the Board may continue him on parole despite his transgressions. These cases are, consequently, classified for evaluative purposes as active and in good standing.

To provide a measure of relative effectiveness, unsuccessful case closures may be related as a percentage to either total case closures, total cases in good standing, or total new cases being added to the caseload. It is thought that the best measure of relative effectiveness is the percentage of unsuccessful closures of total case closures because it is the one least influenced by variable rates of growth. To provide some continuity between evaluation periods, however, a brief comparison of the other measures for assessing relative effectiveness have been developed using the methods of the previous evaluator.

In the previous evaluation period, Meta-Metrics, Incorporated of Washington, D.C., compared the performance of a sample of 86 parolees from the CPC's, 68 from Chester, and 93 from the Philadelphia General Caseload over an eighteen month period. As a base for determining performance ratios, they used as one definition the total number of recommitments to prison (parolees) and probation revocations for fiscal year 1973 divided by the average caseload for that year. We have calculated this ratio for calendar year 1974, where the narcotics units have been excluded from Philadelphia, and SRS units from Philadelphia and Chester. The results are shown in Table I.

Table I
RECIDIVISM RATIOS FOR FISCAL YEAR 1973
AND CALENDAR YEAR 1974

	Monthly Average Pa. Caseload		Recommits and Revocations		% Returns of Average Monthly Caseload	
	FY 1973	CY 1974	FY 1973	CY 1974	FY 1973	CY 1974
Philadelphia General Caseload*	2,664	1,735	269	184	10.1%	10.6%
CPC Sub-Offices	759	738	65	54	8.6%	7.3%
Chester General Caseload**	535	377	32	26	6.0%	6.9%

*SRS and Narcotics Units excluded.

**SRS excluded.

The original Meta-Metrics results for Philadelphia and Chester for fiscal year 1973 differed slightly from those we show in Table I because their figures included clients being supervised in Pennsylvania from other states in their base, and they also included the narcotics units in Philadelphia. Nevertheless, after we adjusted these fiscal year 1973 figures to comply with the composition of the study groups being used in this

CONTINUED

1 OF 2

evaluation for 1974, the same rank-order of performance prevailed regardless of the time periods: Chester (best), CPC's and Philadelphia's General Caseload.

Table II shows the number of clients who were returned to prison by Board recommitment of parolees, or court revocation of probation, as a percent of the total case closures for the Philadelphia and Chester General Caseloads, and the CPC sub-office caseload during calendar year 1974.

Table II
ANALYSIS OF CASES CLOSED UNSUCCESSFULLY IN 1974

Client Populations in Study	Successful Closure	Unsuccessful* Closure	Annual Total Closure	% Closed Unsuccessful
Philadelphia General Caseload	336	184	520	35.4%
CPC Sub-Offices	166	54	220	24.5%
Chester General Caseload	90	26	116	22.4%

*Recidivism - return to prison.

Chi-Square Tests

Philadelphia Region	$\chi^2 = 12.98$ $df = 2$ $p < .01$	CPC's versus Philadelphia General Caseload $\chi^2 = 8.32$ $df = 1$ $p < .01$
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For the five Community Parole Centers currently funded by this contract, 24.5% of all their Pennsylvania clients were returned to prison compared to 34.5% for the Philadelphia General Caseload and 22.4% for Chester's General Caseload. A chi-square test to determine if the differences between the three groups in case closure was significant or due to "chance" alone, proved statistically significant. A chi-square

test of the five Community Parole Centers' success or failure in relation to the Philadelphia District Office General Caseload alone was highly significant ($\chi^2 = 8.32$, $df = 1$, $p < .01$). This data strongly suggests that the differences in program results reflect factors attributable to the programs themselves. Some programmatic reasons for this difference is perhaps the community setting of the CPC's and the more supportive supervision their clients receive due possibly to their lower average caseloads and the general accessibility of the centers to clients in need of help. Differences in caseload composition may also be a contributing factor.* Regardless of the method of assessment used, it is apparent that the outreach offices established by the grant continued to excel in performance measured in terms of relative rates of recidivism during the period under evaluation.

Probation and Parole Caseload Composition

Studies conducted by the Pennsylvania Board of Probation and Parole on a state and district office basis have shown that special probation and parole cases usually have proportionately fewer failures via revocation than have parolees via recommitment. An exception is the Chester District Office, where the reverse has been the case. Available data shows that the Philadelphia General Caseloads have a smaller proportion of probation cases (31.8%) than do the community parole centers (34.15%) and Chester's General Caseload (46.4%). This difference could influence the overall assessments of outcome with respect to recidivism performance. Table III shows the 1974 average monthly caseloads for parole and probation cases in the Philadelphia and Chester General Caseloads, and in the CPC's sub-offices.

*See appendix for an analysis of general caseloads excluding Specialized Intensive Supervision units.

Table III

PROBATION AND PAROLE CASELOAD COMPOSITION
DURING CALENDAR YEAR 1974

Client Populations in Study	Probationers		Parolees		Total Clients
	Monthly Average	Percent of Pa. Total	Monthly Average	Percent of Pa. Total	Monthly Average
Philadelphia General Caseload	551	31.8%	1,184	68.2%	1,735
CPC Sub-Offices	252	34.15%	486	65.85%	738
Chester General Caseload	175	46.4%	202	53.6%	377

Chi-Square Tests

Total	$\chi^2 = 29.55$	Philadelphia	$\chi^2 = 28.23$
Table	df = 2	plus CPC's	df = 1
	p < .001	versus Chester	p < .001

Although a chi-square test indicated that there were significant differences between the population groups in probation and parole composition, visual inspection of the table reveals a similar proportion of probation cases in the CPC's and the Philadelphia General Caseload. Most of the difference in parole versus probation composition is between the Philadelphia County based offices which includes the community parole centers, and the Chester District Office which serves Chester and Delaware counties. Since, for equivalent sentencing practices, probation is used by judges for less serious offenders who also are less likely to recidivate, the relatively high proportion of probation cases in the Chester District Office may partially explain their relatively better performance in probation and parole outcome measures of recidivism.* More importantly,

*The reason for the higher proportion of probationers in the Chester General Caseload probably stems from the fact that judges in Philadelphia County make greater use of their own probation department than does Delaware County. Philadelphia county's ability to absorb county probation cases has been enhanced by federal funding in recent years.

for purposes of evaluating this grant, the probation caseload share does not explain why community parole centers are relatively more effective in rehabilitating offenders as previously indicated by the recidivism measures. It does imply that the outreach concept of being closer to the community is having beneficial effects in Philadelphia's urban environment as has been theorized.

Statistical records maintained by the Board of Probation and Parole in 1974 did not distinguish between successful final discharges according to probation or parole status. It therefore was impossible to compare probationers and parolees with respect to percentages of total case closures who failed to reach their maximum sentences. Steps have been instituted in 1975 to rectify this statistical inadequacy in the PBPP automated system so that future analysis will not be impeded by this data constraint.

Analysis of Client Arrest Data

The recidivism concept of 'return to prison' being used in this evaluation represents cases where street supervision has been terminated due to new crimes or technical violations. In this situation, guilt has been established for new offenses or misconduct, and the outcome of parole supervision is indisputable; the client has not successfully served his sentence under street supervision. The process of arrest, conviction and official Board Action for recommitment, however, is time consuming. Consequently, a 'return to prison' assessment of relative effectiveness more accurately reflects an earlier time period. This reasoning suggests that arrests may be a more timely indicator of differential program performance.

Although arrest data may reflect relative client criminal activity during the period of evaluation, it has limitations which affect interpretations in comparative evaluations. Arrest data does not reflect

client guilt or innocence; differential police and court policy between jurisdictions may bias program assessments based upon comparisons of client arrest. A second limitation is that arrest data reflects total crimes and not individual alleged criminals; an active offender who commits three different crimes on different days is counted three times. Since relative program effectiveness assessments are usually based upon aggregate client performance, the degree to which criminally active offenders are evenly distributed geographically is not known. Lastly, aggregate arrest data provides no indication of relative seriousness of offenses in relation to their frequency. Comparative assessments should take relative seriousness of offenses into account when judging aggregate offense rates. This data is not currently available. Despite these limitations, aggregate arrest data does provide a crude indication of relative criminal activity among probation and parole populations. For this reason, aggregate arrest data is presented here for analysis.

Table IV compares parolee arrests between the Community Parole Center sub-offices, the Chester District Office and the Philadelphia District General Caseloads. Average arrests per month are expressed as a percentage of average monthly parolee caseloads during calendar year 1974.

Table IV

Parolee Arrests per Month as a Percent
of Average Monthly Caseloads

Client Populations in Study	Average Monthly Parole Caseload	Cumulative Arrests*			% Total Arrests per Month of Average Monthly Caseload
		NC	TPV	Total	
Philadelphia General Caseload	1,184	442	49	491	3.5%
CPC Sub-Offices	486	148	11	159	2.7%
Chester General Caseload	202	24	0	24	1.0%

*Cumulative arrests must be divided by 12 to compute % arrests per month of average monthly caseloads. NC = New Charge for criminal violations, TPV = Technical Parole Violation.

The data indicates that Philadelphia General Caseload parolees are arrested more often than CPC sub-office clientele and substantially more often than Chester parolees for both technical violations and criminal activities. In all cases, proportionately more arrests were for criminal violations rather than technical violations of parole. Statistical tests of significance reveal that differences between the program groups did not occur by chance although differences between community parole center clientele and Philadelphia General Caseload clientele in parolee arrest rates were not as highly significant as between Philadelphia and Chester. They nevertheless were sufficiently different to rule out chance. In terms of aggregate criminal activity, parolees in the Chester District were clearly superior to parolees in Philadelphia county offices.

Comparable arrest data was not available for probationers during all of 1974. Probationer arrest records were not initiated until July of 1974. Consequently, Table V presents comparable probation arrest data for only six months.

Table V

PROBATIONER ARRESTS PER MONTH AS A PERCENT OF
AVERAGE MONTHLY CASELOADS FOR JULY THROUGH DECEMBER, 1974

Client Populations in Study	(6 month) Average Monthly Probation Caseload	Cumulative Arrests*			% Total Arrests per Month of Average Monthly Caseload
		NC	TPV	Total	
Philadelphia General Caseload	495	62	7	69	2.3%
CPC Sub-Offices	273	51	6	57	3.5%
Chester General Caseload	196	31	2	33	2.8%

*Cumulative Arrests must be divided by 6 to compute % arrests per month of average monthly caseloads. NC = New Charge for criminal violations, TPV = Technical Probation Violations.

Arrest data for probationers presented a starkly different picture of performance. Average arrest per month for probationers exceeded average parolee arrests per month in the outreach sub-offices and Chester. The General Caseload probationers in Philadelphia had a lower arrest rate than parolees from that office. Lastly, outreach sub-offices and the Chester office had higher arrest rates among probationers than the general caseload probationers in the Philadelphia office.

It is apparent that unknown factors are affecting probation statistics from arrest to revocation. Part of an explanation may be in the arrest data itself which has no indication of the seriousness of the offense. A large number of minor offenses being committed by many individuals, or multiple offenses being committed by a few individuals will distort comparisons between different clientele. In both instances, only one revocation may result. It is evident that client characteristics and sentencing practices will have to be more closely examined to explain this phenomenon. If there is a high correspondence between the number of arrests and actual offenders, and the usual time lag factors are taken into account, then there is reason to believe that revocations may increase in the future. As a followup to this interim evaluation, the final evaluation will attempt further monitor and clarify the arrest to revocation relationship. Time constraints, however, will prohibit quantitative cohort analysis which would answer these issues unequivocally. This methodology should be an objective of future evaluative research.

Analysis of Unconvicted Violators

Arrests are necessary early indicators of case failure but only a small percentage actually result in recommitment or revocation. If the likelihood that a client will be returned to prison is high because of an arrest, an agent is required to submit a statistical change form to the Central Office which classified him as an "unconvicted violator." An

unconvicted violator is a client who is awaiting disposition of the charge against him. He may be set free on bond or be put in detention but he has not yet been officially returned to prison by recommitment or revocation. Approximately half as many clients are returned to prison as are classified as "UCV's". For example, 264 out of 508 UCV's in the three groups of clientele under study were eventually returned to prison in 1974. A comparison of new unconvicted violators added among the three study groups should correlate with aggregate arrest data and recommitment data. Table VI shows new unconvicted violators added in 1974 as a percent of average monthly caseloads. Unconvicted violators in PBPP records are not accounted for according to parole or probation status. It was, therefore, impossible to separate these distinct types of clients. As a result, unconvicted violators are computed as a percentage of the combined average monthly caseloads of probationers and parolees for 1974.

Table VI

UNCONVICTED VIOLATORS AS A PERCENT
OF AVERAGE MONTHLY CASELOADS

Client Populations in Study	New Unconvicted Violators	Average Monthly Caseload	Percent UCV Of Average Caseload
Philadelphia General Caseload	314	1,735	18.1%
CPC Sub-offices	138	738	18.7%
Chester General Caseload	56	377	14.85%

The Philadelphia General Caseload clientele and community parole center clientele had approximately the same proportion of new unconvicted violators in 1974. Similarly, although the Chester District clientele appeared to have a lower proportion of offenders classified as unconvicted violators during 1974, a statistical test of significance indic-

ated that it was more probable the difference was merely a chance variation. These results might at first appear to be paradoxical but after considering other factors presented earlier, a plausible explanation may be formulated.

It is likely that a large proportion of new unconvicted violators come from probation populations in the Philadelphia Outreach sub-offices but more particularly in Chester. The steady growth of probation clientele in Chester was noted earlier in the analysis. Also, it would make little sense that with only 24 parolee arrests during 1974 in the Chester caseload, there were 56 new unconvicted violators added during the same time period unless probationer arrests accounted for a large proportion of the unconvicted violators. A comparison of probation and parole arrest rates per month provides support for this argument. In the Philadelphia General Caseload, probation arrests were occurring at a rate of 2.3% per month in comparison with 3.5% per month for parolees. In contrast, the CPC sub-office and Chester had a reverse relationship with probationers arrested at 3.5% and 2.8% per month respectively in comparison with parolees who were being arrested at only 2.7% and 1.0% per month respectively. If probationers in Chester and CPC sub-offices are more frequently arrested relative to parolees and less frequently arrested relative to parolees among Philadelphia's General Caseload clientele as the data suggests, they may be expected to influence and consequently equalize rates of unconvicted violators which are the combined probation and parole populations. A final possibility is that a parolee's arrest and UCV classification is more likely to lead to his recommitment than is a probationer's arrest to lead to revocation due to differences in the individual's criminal history, or to the seriousness and/or frequency of offenses. The unconvicted violator data does clearly demonstrate the need, cited earlier, to have indicators of client recidivism that are accounted for in a manner which permits the

identification of probation and parole status. This interim recommends that priority be given to these data considerations so that data serve future analyses and subsequently management decisions.

In conclusion, this interim evaluation has pointed to the apparent superior performance of the Chester General Caseload and the Philadelphia Community Parole Centers when compared to the Philadelphia General Caseload in most recidivism parameters. Since preliminary data indicate that Chester's General Caseload and Philadelphia CPC probationers are arrested more frequently than parolees, while the converse appears true for Philadelphia's General Caseload, this point will be examined more closely for the final analysis. Successful closures (final discharges) will be examined separately as to probation or parole status for the final evaluation. The higher parolee arrest and return to prison rates in the Philadelphia General Caseload in comparison to the community parole centers in the Philadelphia District Office and the Chester General Caseload was attributed in part to the community settings of these newer offices, the more effective delivery of services, and the more supportive supervision which the clients receive.

Impact of the Program on Client Employment

Employment stability is a direct measure of the economic reintegration of an offender into society. It also correlates strongly with probation and parole adjustment. Since December, 1971, the PBPP has taken quarterly employment surveys of its clientele by having agents enter the number of clients on standard survey forms according to employment/unemployment status. Table VII illustrates a comparison of client employment status for the Philadelphia and Chester District Office general caseloads, and also for the five Philadelphia Community Parole Centers as of December 31, 1974; this

the most recent available data for this interim evaluation. More detailed employment data appears in Appendix II.

Table VII

CASELOAD EMPLOYMENT STATUS, December, 1974

Client Populations in Study	Number and Percent Employed Full Time of Total Able to Work	Number and Percent Employed Part Time of Total Able to Work	Number and Percent Unemployed DPA of Total Able to Work
Philadelphia General Caseload	728 (61.4%)	74 (6.2%)	198 (16.7%)
CPC Sub-Offices	466 (64.2%)	58 (8.0%)	100 (13.8%)
Chester General Caseload	310 (71.6%)	27 (4.7%)	20 (3.4%)

This table shows that a significantly higher percentage of clients in the CPC's and Chester are employed full time compared to the Philadelphia General caseloads. Seventy-one percent of the Chester General Caseload clients who were able to work were employed full time in the last quarter of 1974 compared to only sixty-one percent of the Philadelphia General Caseload. Not included in this survey are clients "unable to work": absconders, retired or incarcerated persons, and those hospitalized or disabled. Although Chester also had the smallest percentage employed part time (4.7%), the net effect was that total employment was highest in Chester (75.9%), next highest in the CPC's (72.2%), and lowest in the Philadelphia General Caseload (67.8%). More effective supervision of clients, and more favorable geographical settings of the "Outreach" (Chester and CPC) offices could account for the high statistical significance of these employment differences.

The time period covered by the December, 1974 survey represents only one data point in a time series, and corresponds to a period when the economy was generally depressed. To evaluate the effectiveness of the CPC's

and Chester in obtaining employment over a longer period of time, the number of clients employed in the three populations was expressed as a linear function of the number able to work. Eight data points were used: four from 1973 and four from 1974. These trends, together with least squares linear estimates, are illustrated graphically in Figure 3. The statistical results of their linear fits are shown in Table VIII.

Table VIII

SIMPLE REGRESSION OF CLIENTS EMPLOYED
ONTO TOTAL CLIENTS ABLE TO WORK BY
QUARTER FOR 1973 AND 1974

Y	X	Slope	Intercept	Correlation	T	df (n-2)
Number Employed Philadelphia General Caseload	Number Able to Work Philadelphia General Caseload	+ .720	-22	.997	29.8	6
Number Employed CPC Sub-Offices	Number Able to Work Community Parole Centers	+ .640	+72	.976	9.28	6
Number Employed Chester General Caseload	Number Able to Work Chester General Caseload	+ .825	+7.93	.981	12.37	6

The least squares estimates demonstrate that Chester has been consistently more effective in maintaining higher levels of employment than the Philadelphia District Office General Caseload. The correlation coefficients for both estimated equations were very high indicating that the number of clients employed can be predicted from the number of employable clients available. For every one hundred additional employable clients, Chester should have 82.5 working as compared with only 72.0 in Philadelphia District Office General Caseloads. Even though the CPC slope is smaller, Figure 3 and Table VII indicate that their employment ratio is higher.

CLIENT TOTAL EMPLOYMENT
COMPARISON WITH THOSE ABLE TO WORK

Figure 3

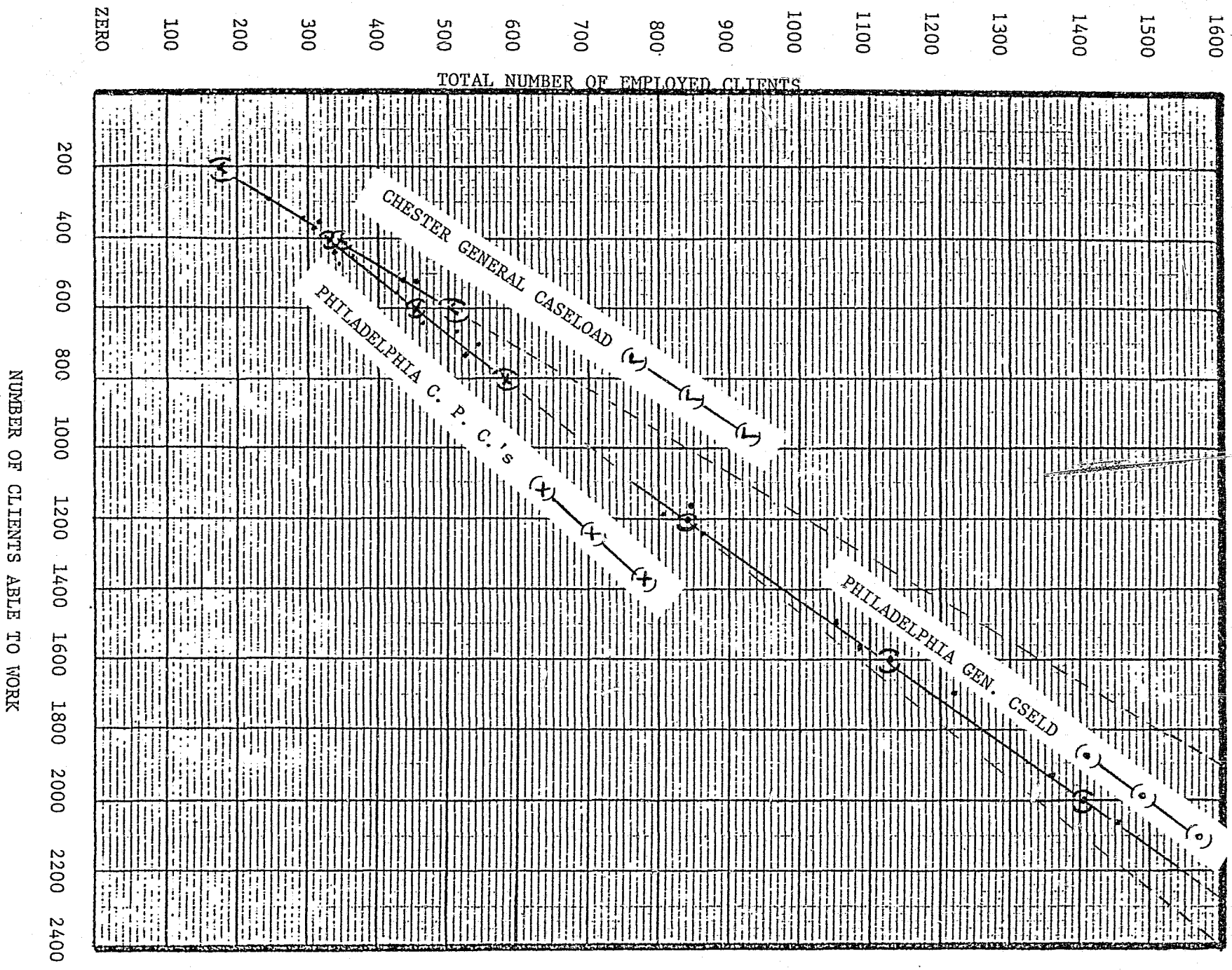
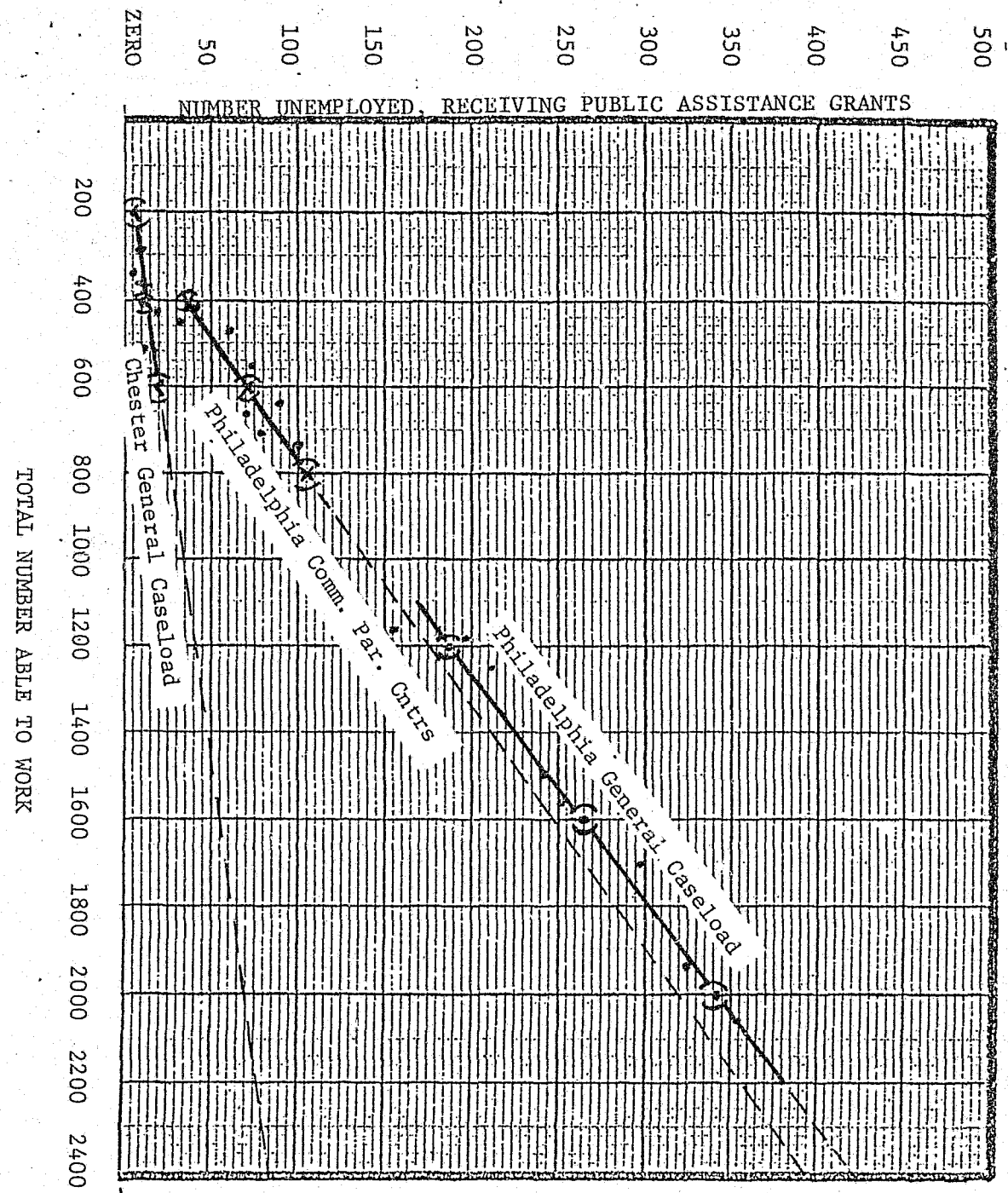


Table VII and Figure 4 also demonstrate that proportionately fewer clients "able to work" are unemployed and receiving public assistance grants in Chester (3.4%) and the CPC's (13.8%) than in the Philadelphia General Caseload (16.7%). These differences alone result in considerable savings to society.

In conclusion, it may be assumed that closer client-agent relationships and lower average caseloads may be enabling the agent to better encourage work stability and possibly facilitate job placements. Equally plausible in the Chester District is the fact that better employment opportunities may exist in comparison with Philadelphia. Nevertheless, it might be generally concluded that outreach is fostering the reintegration of offenders into their economic communities.

UNEMPLOYED CLIENTS RECEIVING PUBLIC
ASSISTANCE COMPARED WITH THOSE ABLE TO
BE EMPLOYED

Figure 4



V ANALYSIS OF PROGRAM ACTIVITY AND OPERATIONS

This portion of the analysis focuses on the less-tangible operational objectives of the Philadelphia Outreach program particularly those objectives concerned with how things are done in the grant as opposed to how they affect the client. These objectives include 1) reduced agent turnover or stated in positive language, greater job satisfaction with an improved work environment, 2) reduced extensive travel, 3) reduced formality and bureaucracy, 4) improved client accessibility, 5) improved case management, 6) increased availability of services to clients and 7) better agent understanding of the local culture. Two methods were utilized to assess program performance in relation to these objectives: on-site visits and structured interviews. Nearly all on-site visits were conducted before November of 1974 with the evaluator acting as a participant observer in an open ended, unstructured interview process. The purpose of unstructured interviews was to orient the evaluator to the supervisory environment and different management techniques. After November, structured interviews were developed to provide less subjective, more quantifiable information for analysis. The results of information available to date are summarized below as a preliminary analysis. Efforts will continue to develop less subjective instruments which are more sensitive to the measurement of the operational objectives of the Outreach program in Philadelphia.

Structured and Unstructured Agent Interviews

During the structured interviews specific questions were asked of each respondent concerning objectives of the project. In response to the question of, "Has travel time been reduced because of the Outreach Grant?", nine out of twelve agents in the community parole center sub-offices in Philadelphia

answered yes despite the fact that only three out of twelve agents stated that they "lived within the territory of their office." Of the two agents interviewed in the Chester District Office, one claimed he lived in the offices' territory and that travel time had been significantly reduced by the Outreach grant. Based upon these observations, it appears that a consensus of grant participants feel that community parole centers are reducing travel time to the benefit of supervisory time.

Regarding excessive formality which was fostered by the monolithic organizational structure in the pre-grant Philadelphia District Office, eight out of twelve sub-office agents felt that they had an informal, as opposed to formal, relationship with their supervisor. Also, ten out of twelve agents in the sub-office agents felt that they had a "good" understanding of the local cultural environment presumably because of the localization of sub-offices as community based parole centers. This fact coupled with agent perceptions of greater informality in the sub-offices suggests that community parole centers are enabling agents to spend more time providing supervision in an atmosphere that is more conducive to rehabilitation. In fact, the agents themselves perceive a "better environment" in the community parole centers. Three out of twelve agents responded with this answer when asked what their attitude was toward the community parole center as opposed to the Philadelphia District Office. Other benefits cited include a more 'personal atmosphere', a 'learning experience' with respect to interactions, prompt attention for clients and lower caseloads without overcrowding. The Chester District Office also was cited as having less confusion, being less hectic, having a more relaxed atmosphere and having more time for doing work in two interviews with Chester agents. Based upon this limited interview sample, we tentatively conclude that the concept of "outreach" is being realized in the community parole centers and to some extent by the Chester District Office in the

eyes of the staff in this program. To provide for a more meaningful basis of analysis, steps are being instituted to interview agents in the Philadelphia District Office to contrast their responses to the questions asked with the "outreach" grant personnel.

An indirect indicator of how well the program is operating is personnel turnover and agent job satisfaction. Turnover in the CPC's was relatively stable during the period of this evaluation. One Parole Investigator left a CPC because he felt the opportunities for advancement were not enough. Two Agent I's have been hired and are presently in two CPC's. In the Chester General Caseload, one Agent II left to obtain a higher paying job and an Agent I left for "personal reasons." An Agent II was hired for the Chester General Caseload in October, 1974 and another Agent II in February, 1975.

Job satisfaction is one dimension of a complex subject relating to agent motivation, agent-client interaction and the prospect of constructively counseling the client to change. Job satisfactions or dissatisfactions also reveals strengths and weaknesses in a human service delivery system because they highlight roles and conflicts which may impede the effective provision of service. Table IX depicts a set of job satisfaction related questions which were asked of agents in community parole center sub-offices and the Chester District Office.

TABLE IX

Job Satisfaction Among CPC and Chester Agents
and Supervisors Involved with the Project

	Percent of Interviewees with Affirmative Answers	
	Agents (N = 14)	Supervisors (N = 12)
1. Is your task clearly defined?	64%	83%
2. Your job fulfilling?	50%*	92%
3. Do you participate in decision-making enough (are you given an opportunity to)?	50%	92%
4. Are working conditions and social atmosphere in your office satisfactory?	86%*	92%*
5. Do you receive support from your supervisor (help and encouragement)?	93%*	83%
6. Do you perceive a role conflict ("Treatment vs "Surveillance")?	43%	25%
7. Is agency open for change?	57%*	83%
8. Do you feel potential for change exists?	71%	83%
9. Are you given (in your opinion) adequate chance to participate in suggesting or planning such changes?	43%	92%
10. Has the Agency shown constructive changes in the past?	100%	92%

*Neutral responses to questions were classified as negative responses to compare percentages answering in the affirmative.

Table IX indicates that the majority of persons interviewed expressed satisfaction with their jobs in the community parole centers and/or the Chester District Offices. Most dissatisfaction, however, was found among agents who felt that their decision-making responsibilities with respect to agency policies on clients were rather limited. Seven agents out of fourteen interviewed felt that they were not allowed to "participate in decision-making enough" and only six felt that they were given "adequate chance to participate in suggesting or planning" changes when ten believed that a "potential for change exists." Supervisory staff (Central Office, Regional and District) were almost unanimous, as expected, in their opinion that the Agency was open for change, had potential to change existing conditions and that they would be given ample opportunity to participate in planning change. Interestingly, on the question about a possible role conflict (question 7) between concepts of "treatment" vs "surveillance" in parole, proportionately more agents perceived a definite conflict in the "outreach" project in contrast to the supervisory staff. It would be useful to compare "outreach" grant personnel with Philadelphia office personnel to see if the same proportion share this viewpoint. Has "outreach" reduced or enhanced role conflict perceptions among agents?

To further illuminate the factors which may be contributing to positive or negative attitudes towards job satisfaction, two related questions were asked: 1) can you identify problem areas in your job, and 2) what are the positive aspects of your work in a CPC, or the Chester District Office? On the positive side, nine out of fourteen agents noted the humanitarian-orientation found in the outreach centers. These agents felt that "helping people", "more time to work with people", "ability to be sensitive to people's problems", and "training and guided group interaction" were positive aspects

of community parole centers. Supervisory staff appeared to concur with seven out of eleven citing positive aspects, such as, "convenience for clients to visit office", "concern to help people in treatment process", "open-door policy of CPC", and "able to work with client in a home setting." Supervisory staff also noted that the CPC was a 'closer know organization' which lacked the "formality", "tension" and "conflicts" of the District Offices.

According to the interviews, however, the community parole center sub-offices in Philadelphia and the Chester District Office were not problem free. Without interviews in the Philadelphia District Office, it is impossible to tell whether their problems were unique to CPC's, or universal and due to systemic deficiencies. Resource limitations underlay most of the problems cited. Specifically, a lack of equipment, transportation, employment services and training for counseling were cited in four out of twenty-four observations and seven additional observations were split on 'excessive paperwork' and 'large caseloads' which reflect manpower constraints. Where resource limitations were not specifically cited, reference was made to factors such as, "time loss in court", "administration and field staff conflict of interest", and "poor cohesion between administrators and field" as problem areas in the Outreach grant. Significantly, when agents were asked if their needs were met, which factor would allow them to better use their time and do a more effective job, most agents noted "excessive paperwork" as an obstacle to improvement. Since paperwork may be expected to affect all agents equally regardless of program loci, agents in the Outreach grant are not expected to be anymore overburdened than non-grant personnel.

An alternative means of viewing the performance of community parole center sub-offices in Philadelphia and the Chester District Office is to ascertain special kinds of services which would not be available without CPC

sub-offices. Agents noted several service features which were available in CPC sub-offices but were not available in the Philadelphia District Office. The most important service which was available in the CPC but not found elsewhere was client living space in an emergency. Food, clothing, shelter and counseling are provided parolees in CPC sub-offices during periods of crisis or dislocation. Since crime is a common response to crisis, the community parole center can possibly divert crisis and avert potential crime. It was also noted that the physical proximity of CPC sub-offices coupled with their small size, fostered closer relationships with both clients and businessmen alike. Human Service Aides were cited as being more effective in obtaining gainful employment for clients because of the regular basis with which they are able to contact local businessmen.

In summary, the CPC sub-offices appear to be achieving their objectives of achieving closer local community relationships and improving the agent work environment. In comparison with the tone suggested by the previous evaluation, much of the morale problem appears to have been ameliorated perhaps because both the Outreach grant and the SRS programs were mature and fully operational. Problems regarding client transfers and personnel turnover were not as prominent in this evaluation period as before. In the view of the evaluator, greater emphasis was placed upon resource constraints within an environment of increasing demand for services rather than intra-program conflicts of interest.

Program Policy in the Philadelphia Outreach Project

Several questions concerning qualitative aspects of program policy and decision-making flows were asked of upper level management personnel as part of the interview process. The following four questions were asked of the Regional Director, District Office Supervisors and the Philadelphia Deputy Supervisor:

1. What criteria went into setting up boundaries of CPC's?
2. Did boundry considerations affect the "community" concept underlying the centers?
3. Are you allowed discretion in making decisions affecting the grant?
4. Do lower level staff recommendations affect final decisions in the Outreach program?

According to upper level management, the original criteria for setting CPC boundaries included 1) 'the density of client populations', 2) central locations, or 'offices which were readily accessible to clients in local areas', and 3) contiguous communities, or 'sites selected to cover specific communities' in cooperation with the Commissioner of Corrections. Notably, boundaries were changed because of the large number of cases to be supervised in areas near the CPC original territory. Despite the expanded boundaries of the community parole centers, there was relative unanimity among upper level management that the expansion of community parole center territories has not altered the 'community' concept of the centers. They generally concluded that agents are still in a field setting and closer to their community than in the old Philadelphia District Office.

Regarding discretionary decision-making in the LEAA grant, all respondents recognized the central role of grant requirements in limiting discretionary powers. The theme of all responses was that management was a primary function of their jobs rather than program development. With the exception of hiring personnel, no one cited a discretionary authority in the grant. Similarly, agent and unit supervisor recommendations are "taken into consideration" but upper management is "bound by LEAA regulations" regardless of the logic of the recommendation.

Interviews with the Superintendent of Parole Supervision and the Director of Field Services provided little additional information on discretionary decision-making although they did illuminate general policy regarding the grant. Within the guidelines of the grant, top level management felt that field staff recommendations were followed most of the time. Among Central Office personnel who were cited as participants in management decisions which affect the grant were the Board, Parole Supervision Supervisor, both Divisions of Field Supervision and Intra-State Services, and the Bureau of Administrative Services for budgetary questions. Staff vacancies are filled in the CPC sub-offices and the Chester District Office according to Civil Service regulations and Union requirements. Criteria used for assigning Chester agents include local residence although this requirement is not mandatory. Local residence is mandatory for assigning clients to the Chester District Office or community parole centers. All respondents noted that only those clients living in the territory assigned to the office should be supervised.

Program Service Delivery

One of the requirements of this grant evaluation was that a minimum number of three on-site visits per month be made to the CPC sub-offices and/or the Chester District Office. The purpose of on-site visits were to observe field operations and provide continual feedback to field staff regarding program operations and progress. This evaluative objective proved to be impractical for several reasons. From a viewpoint of data collection, open ended observation of agent and client interaction is not amenable to documentation and analysis because of the extremely large number of variables involved, the small sample size and the high degree of subjectivity inherent in the process. Also, clearly defined standards do not exist in client counseling; effective interaction is subject to

immeasurable subtleties such as differential styles, intuition and judgment. As a result, little substantive information can be reported with the exception that on-site interviews and field trips were undertaken regularly. In light of contemporary experience and studies of change, it is a dubious assumption that suggestions passed on to the agents during the on-site visit would effect changes in day-to-day operations even if they had been original ideas in the first place. Despite these methodological shortcomings, some general information gained from this data collection method are worthwhile noting.

Seven CPC sub-office agents and two Chester District Office agents were accompanied into the field for a total of 36 and 13 client and collateral field contacts in each respective location. Of the total 49 field contacts, twenty or 41% pertained to employment counseling or job referrals. In some sixteen out of these twenty cases, the agent had indicated in advance that employment counseling in the parole function is further collaborated by data collected from a client "needs" survey form administered to all CPC sub-offices over a five month period.

(October, 1974 to February, 1975) Table X below displays the cumulative results of this five month survey. Client needs reflected on this table indicate an unfulfilled need for a client during a month. Since some clients have multiple needs and some needs remain unfulfilled over succeeding months, a cumulative representation shows the relative frequency of unmet needs over time rather than the average monthly needs per client. Appendix III provides summary data on a monthly basis; the actual number of clients involved in counting unmet needs is not know. The most prevalent unmet needs were employment related.

Table X

FIVE MONTH CUMULATIVE CLIENT UNMET NEEDS

<u>Unfulfilled Need</u>	<u>CPC's</u>	<u>Chester</u>	<u>Total</u>	<u>% Total</u>
Drug Detoxification	2	0	2	0.1%
Alcohol Detoxification	1	0	1	0.1%
Methodone Maintenance	8	0	8	0.6%
Drug Out-Patient	9	7	16	1.6%
Drug Residential	16	4	20	1.5%
Alcohol Out-Patient	0	4	4	0.3%
Alcohol Residential	0	0	0	0.0%
Psychiatric	26	11	37	2.8%
Employment	324	297	621	46.3%
Job Counseling	106	159	265	19.7%
Job Training	109	157	266	19.8%
Medical Treatment	6	2	8	0.6%
Family Counseling	7	9	16	1.2%
Other	61	5	66	4.9%
Temporary Housing	<u>2</u>	<u>10</u>	<u>12</u>	<u>0.9%</u>
Totals	677	665	1,342	100.0%

About 46% of the unmet needs were inadequate job placements while nearly 40% of the cumulative needs were job counseling and job training. Thus, employment related needs represented over 80% of the unmet client needs cited by the agents over a five month period. The predominant role of employment counseling in the parole function as observed in our on-site visits appears to be an appropriate response of field staff to client needs.

An alternate means of viewing the parole service system is the frequency

with which services are coordinated by the parole agent for the client with other service providers. Coupled with a monthly client needs survey was an agent referral form from which client referrals and service contacts with other agencies were monitoring for five months for the CPC sub-offices and the Chester District Office (October, 1974 through February, 1975). A tabulation of agency contacts further substantiated the central role of employment services in supervising offenders on the street. Table XI represents a cumulative count of client contacts with other agencies for special services by the type of service being provided. Most external agency contacts for clients were related to employment. However, there was a distinct difference between the Chester District Office and Philadelphia's CPC sub-offices. Agencies whose function is to provide employment were most frequently contacted in Philadelphia (52.2%) while drug and alcohol treatment agencies were most frequently contacted in Chester (57.9%).

Table XI

RESOURCE AGENCY CONTACTS

<u>Agency Type</u>	<u>Number of Client Contacts</u>			
	<u>CPC's</u>	<u>Chester</u>	<u>Total</u>	<u>% Total</u>
1. Drug and/or Alcohol Treatment	39	66	105	33.3%
2. Professional Counseling (legal, marital, etc.)	7	2	9	2.9%
3. Financial Assistance	24	5	29	9.2%
4. Psychological Services	26	19	45	14.3%
5. Employment (Job Placement)	<u>105</u>	<u>22</u>	<u>127</u>	<u>40.3%</u>
Totals	201	114	315	100.0%

APPENDICIES

Appendix IA

Parole adjustment parameters of the Philadelphia General Caseload where the Intensive Parole and Intensive Probation Specialized Units are excluded:
Jan. 1, 1975 - June 30, 1975

A. Case Closures

1. Successful: 121
2. Unsuccessful: 66
3. Six Month total: 187
4. Percent Unsuccessful: 35.3%

B. Unsuccessful Closure Ratio to average Pennsylvania Caseload

1. Average PA Caseload: 1023.5
2. Ratio: 6.43% Per Six Months
(12.9% Per Year)

C. Probationer Arrests

1. Average Probationers: 292
2. NC arrests: 47 (2.68% Per Month)
3. TPV arrests: 4 (0.23% Per Month)

D. Parolee Arrests

1. Average Parolees: 731
2. MC arrests: 121 (2.76% Per Month)
3. TPV arrests: 21 (0.48% Per Month)

E. New Unconvicted Violators: 111 (1.81% of average PA Caseload Per Month)

F. Employment Status, 3/31/75

1. Full Time: 407 (65.6% of able caseload)
2. Part Time: 58 (9.4% of able caseload)
3. Unemployed/DPA: 121 (19.5% of able caseload)
4. Total Able Caseload: 620

Appendix IB

PAROLEE ARREST DATA FOR THE PHILADELPHIA
REGION OFFICES, 1974

	Philadelphia		CPC		Chester	
	<u>*General Caseloads</u>		<u>Sub-Offices</u>		<u>**General Caseloads</u>	
	New Charge	Technical Violation	New Charge	Technical Violation	New Charge	Technical Violation
January	117	15	24	1	5	0
February						
March						
April	109	4	37	2	3	0
May						
June						
July	100	16	50	4	5	0
August						
September						
October	116	14	37	4	11	0
November						
December						
TOTAL	442	49	148	11	24	0

*Specialized Probation and Specialized Parole units are included. Narcotics and SRS units are excluded.

**SRS Unit is excluded.

Appendix IC

PROBATIONER ARREST DATA FOR THE PHILADELPHIA REGION DISTRICT OFFICES, 1974

	Philadelphia		CPC		Chester	
	<u>*General Caseloads</u>		<u>Sub-Offices</u>		<u>**General Caseloads</u>	
	New Charge	Technical Violation	New Charge	Technical Violation	New Charge	Technical Violation
July August September	34	3	34	4	13	1
October November December	28	4	17	2	18	1
TOTAL	62	7	51	6	31	2

*Specialized Probation and Specialized Parole units are included. Narcotics and SRS units are excluded.

**SRS Unit is excluded.

Appendix IIA

CLIENT EMPLOYMENT STATUS - FOURTH QUARTER, 1974

Population Group	Employed	Unemployed	Total Able to Work*
Philadelphia District Office General Caseload	802	384	1,186
CPC Sub-office Caseload	524	202	726
Chester General Caseload	337	96	433
Total	1,663	682	2,345

*Not: incarcerated, absconded, disabled, hospitalized, etc.

Chi-Square Tests

Total Matrix: $\chi^2 = 16.83$
 $df = 2.0$
 $p < .001$

Appendix IIB

PHILADELPHIA AND CHESTER GENERAL CASELOAD,
AND PHILADELPHIA COMMUNITY PAROLE CENTER QUARTERLY
EMPLOYMENT FOR FOUR QUARTERS OF 1974

	First Quarter Phila. CPC Chester			Second Quarter Phila. CPC Chester			Third Quarter Phila. CPC Chester			Fourth Quarter Phila. CPC Chester		
Full Time Employment	952	308	281	770	462	294	758	508	321	728	466	310
Part Time Employment	100	37	15	92	50	13	91	34	10	74	58	27
Unemployed DPA	243	61	5	213	70	14	155	79	10	198	100	20
Effective Able Caseload	1,497	468	340	1,239	661	368	1,164	701	400	1,186	726	433

(SOURCE PBPP QUARTERLY EMPLOYMENT REPORT)
QUARTERLY EMPLOYMENT FOR FOUR QUARTERS OF 1973

	First Quarter Phila. CPC Chester			Second Quarter Phila. CPC Chester			Third Quarter Phila. CPC Chester			Fourth Quarter Phila. CPC Chester		
Full Time Employment	1,226	425	427	1,286	387	422	1,095	337	305	960	302	229
Part Time Employment	137	41	24	168	41	17	125	31	14	129	38	16
Unemployed DPA	325	90	19	353	74	12	298	31	12	251	42	10
Effective Able Caseload	1,934	640	521	2,054	550	518	1,698	447	360	1,569	404	285

Appendix III

CHESTER

MONTHS

NEEDS	OCTOBER	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	5 MONTH TOTAL
DRUG DETOXIFICATION FACILITIES	0	0	0	0	0	0
ALCOHOL DETOXIFICATION FACILITIES	0	0	0	0	0	0
METHADONE MAINTENANCE	0	0	0	0	0	0
DRUG TREATMENT - OUTPATIENT	3	2	2	0	0	7
DRUG TREATMENT - RESIDENTIAL	2	0	2	0	0	4
ALCOHOL TREATMENT - OUTPATIENT	4	0	0	0	0	4
ALCOHOL TREATMENT - RESIDENTIAL	0	0	0	0	0	0
PSYCHIATRIC TREATMENT	5	1	1	2	2	11
EMPLOYMENT	22	54	77	71	73	297
JOB COUNSELING	15	32	39	49	24	159
JOB TRAINING	11	43	49	33	21	157
MEDICAL TREATMENT	2	0	0	0	0	2
FAMILY COUNSELING	2	0	2	5	0	9
OTHER (SPECIFY NEED)	0	4	0	0	1	5
TEMPORARY HOUSING	2	0	2	4	2	10
GRAND TOTAL	68	136	174	164	123	665

CPC's

MONTHS

NEEDS	OCTOBER	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	5 MONTH TOTAL
DRUG DETOXIFICATION FACILITIES	0	0	0	2	0	2
ALCOHOL DETOXIFICATION FACILITIES	0	1	0	0	0	1
METHADONE MAINTENANCE	1	2	2	2	1	8
DRUG TREATMENT - OUTPATIENT	3	4	0	1	1	9
DRUG TREATMENT - RESIDENTIAL	2	7	2	2	3	16
ALCOHOL TREATMENT - OUTPATIENT	0	0	0	0	0	0
ALCOHOL TREATMENT - RESIDENTIAL	0	0	0	0	0	0
PSYCHIATRIC TREATMENT	4	7	6	3	6	26
EMPLOYMENT	42	90	79	65	48	324
JOB COUNSELING	44	1	29	7	25	106
JOB TRAINING	34	34	17	14	10	109
MEDICAL TREATMENT	0	1	2	2	1	6
FAMILY COUNSELING	2	1	2	2	0	7
OTHER (SPECIFY NEED)	0	59	0	1	1	61
TEMPORARY HOUSING	0	1	1	0	0	2
GRAND TOTAL	132	208	140	101	96	677

END