

Final Report :  
Second Year

**CRIMINAL JUSTICE PROJECTS - EVALUATION**  
Subgrant Number : **SC - 77 - C - 002 - 0664**

Submitted to:

The Southcentral Regional Council  
Governor's Justice Commission

Submitted by:

The Pennsylvania State University  
The Capitol Campus  
The Institute of State and Regional Affairs

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FINAL REPORT:

SECOND YEAR

ACQUISITIONS

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The Capitol Campus  
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August 1978

# THE PENNSYLVANIA STATE UNIVERSITY

THE CAPITOL CAMPUS  
MIDDLETOWN, PENNSYLVANIA 17057

Institute of State and Regional Affairs  
Office of the Director

Area Code 717  
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DATE: August 17, 1978

TO: The Honorable Albert G. Blakey, III  
Chairman, Southcentral Regional Council

FROM: Irving Hand  
Associate Professor of State and Regional  
Planning and Director, Institute of  
State and Regional Affairs

In fulfillment of the second year of the Criminal Justice Evaluations Project contract between the Southcentral Regional Council of the Governor's Justice Commission and the Institute of State and Regional Affairs of the Pennsylvania State University, Capitol Campus, this report is transmitted.

Please be advised that the involved faculty as well as myself will be pleased to meet with members of the Council to advise on the report and its findings and recommendations.

It is hoped that the results presented here will be useful to the Council in exercising its ongoing responsibilities in the Southcentral Region.

IH/tmk

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## Introduction

The material presented here is the final report for the second year of a project entitled "Criminal Justice Projects - Evaluation" undertaken for the Southcentral Regional Council of the Pennsylvania Governor's Justice Commission by the Institute of State and Regional Affairs of the Pennsylvania State University, Capitol Campus.

Major elements of the project included evaluations of the activities funded by the Southcentral Regional Council including: the Burglary and Robbery Unit of the City of Harrisburg Police Department; and Volunteer-In-Probation Projects in Cumberland, Dauphin and Lancaster Counties. Other activities included the development of an implementation plan for a regional educational facility involving the county prisons of the Southcentral Region and an assessment of the Southcentral Regional Council's planning program.

The results of this project were made possible by the participation of faculty, staff and graduate students of the Capitol Campus of the Pennsylvania State University. The Institute of State and Regional Affairs was represented by Irving Hand, Director and Associate Professor of State and Regional Planning, Ronald J. Perry, Regional Planning Analyst and Teresa M. Krafft, Secretary. Participating faculty included John M. Jones, Assistant Professor of Business Law and Insurance, Stanley N. Miller, Professor of Social Science and Education, Robert F. Munzenrider, Assistant Professor of Public Administration, Duane E. Shuttlesworth, Assistant Professor of Psycho-social Science and Psychology, James E. Skok, Associate Professor of Public Administration and Kathryn Towns, Associate Professor of Educational Psychology. Graduate students participating in this effort included Eric R. Conrad, Maryann Esposito, Margaret A. Fulton and Allan J. Mercik.

Special appreciation is extended to John Baer and Ted Shumaker of the Southcentral Regional Council staff for their assistance throughout the project year.



Executive Summary

Final Report:  
Second Year

Criminal Justice Projects - Evaluation  
Subgrant Number: SC-77-C-002-0664

Submitted to:

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Governor's Justice Commission

Submitted by:

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August 1978

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## Overall Project Goals

As stated in the second year subgrant application this project had the following overall goals:

"In the second year of this project, the evaluation teams are prepared to apply evaluation measures and criteria developed during the first project year to the selected program areas. Results of this phase of the project are expected to include: (1) complete project evaluations for the selected areas of the project, (2) the testing of evaluation methodology, criteria, and data requirements for each of the projects in question, (3) development of a manual for the future application of the evaluation techniques to similar projects in other parts of the region, and (4) the provision of evaluation memoranda to members of the Southcentral Regional Council that will serve as bases and standards for developing Council policies and plans and for making funding decisions."

The information which follows is a summary of the recommendations made by each of the evaluation teams assigned to this project.

## Final Evaluation Report for the Burglary and Robbery Unit, Harrisburg Police Department, Harrisburg, Pennsylvania.

Submitted by:

James E. Skok, Ph.D.

### Findings and Recommendations

1. The BRU's effectiveness in reducing burglaries appears to have continued during 1977-78, its second year of operation. Burglaries declined by 18.2% city wide during 1977-78, thus the BRU's goal of a 10% reduction in burglary has been met and exceeded.
2. Robberies, however, increased city-wide by 10.3% during 1977-78. The BRU's goal of a 5% reduction in robberies, therefore, has not been met. Apprehensions for robbery fell during 1977-78 even though robbery occurrence was increasing. The Harrisburg Police Department should rethink the strategy of the BRU as it relates to robbery.

3. The anticipated 5% increase in on-view arrests was not achieved in 1977-78 nor was the clearance-by-arrest ratio improved by the anticipated 5%.
4. The disposition rate (percentage of arrests processed past the District Justice level) has been calculated for the entire department and the BRU, and the BRU has been found to have a higher disposition rate. These figures seem to confirm that BRU arrests, being largely on-view arrests, are of better quality, more solidly backed up by evidence, than arrests made under normal police circumstances.
5. Through interviews with BRU officers it was found that:
  - a) the BRU is attracting officers who are committed to the program for substantive, and not only financial, reasons.
  - b) None of the officers felt their overtime duty on the BRU affected their regular police duties in any manner although some officers holding other outside overtime jobs did report some feelings of stress.
  - c) Most of the officers felt that the BRU was at least somewhat effective as a deterrent to violent crime; although most of the officers expressed frustration over not being able to maintain 100% zero-visibility on BRU duty. The city police department should rethink its strategy with relation to zero-visibility to determine whether it is a workable concept in Harrisburg.
  - d) Most of the officers felt the computerized data print out system was only somewhat useful or not useful.
  - e) The City has formalized and strengthened its training program for BRU officers in the areas of program goals and objectives, methods and tactics, use of computer information, rights of suspects, operational procedures, and legal aspects of plain-clothes work.

- f) BRU supervisors have moved to institute a more formalized process for evaluating performance of BRU officers.

Final Evaluation Report for the Volunteer-In-Probation Projects, Cumberland, Dauphin and Lancaster Counties.

Submitted by:

Robert F. Munzenrider, Ph.D. and  
John M. Jones, J.D.

Findings and Recommendations

On balance, this study finds that the volunteers-in-probation programs in the three counties of Dauphin, Lancaster and Cumberland have provided some useful services to the clients served by them. Three major findings emerge from this study. First, volunteers are available on a much more frequent and extended basis that probation officers can be. Second, data gathered about interpersonal relations between volunteers and clients and probation officers and clients indicate that clients develop better relationships with volunteers than with probation officers. These data suggest that volunteers could profit from training in counseling methods and interpersonal skills. Third, the evidence for recidivism among clients receiving volunteer services indicates that these clients have a much lower rearrest rate than probationers and parolees across the entire commonwealth. Therefore, the study makes the following recommendations:

1. The volunteers-in-probation programs be continued in the three counties and, if possible, expanded.
2. Resources should be made available to the volunteer coordinators to provide training in counseling methods and in interpersonal skills for their volunteers.

Southcentral Regional Correctional School System: Implementation Plan.

Submitted by:

Kathryn Towns, Ph.D.,  
Duane E. Shuttlesworth, Ph.D., and  
Stanley N. Miller, Ph.D.

Rationale for Educational System

The Correctional Education Advisory Committee of the Education Commission of the States (ECS) has identified severe educational problems among offender populations. Martinson (1974) points out that no rehabilitative program shows much positive change over a more punitive approach. Towns and McKenna (1977) agree that since a punitive approach cannot be shown to be more effective, a less onerous and more humanistic system should be chosen. In addition, such systems are generally less expensive. Therefore a region wide school system for county prisons is proposed. Texas, Connecticut, Illinois, New Jersey, Arkansas, and Ohio already have statewide correctional education systems. Cook County, Illinois and Los Angeles City Jail (both with average daily census of more than 2000) have local correctional school systems. Apparently, no one has a several county system.

The premise for the proposed school system is that it can facilitate the individual inmate's assimilation into a career, help him acquire new perceptions and skills, and prevent further incarceration.

To aid the inmate's progress, all inmates should hold jobs within the prison, be on work release, or attend some full time educational or vocational program.

The basis assumptions for such a system are the following:

- a) the system is organized across the entire Southcentral  
Region of the Governor's Justice Commission

- b) financial and service resources are centralized
- c) educational resources of the communities are utilized extensively
- d) "short term" inmates require specialized materials and methods
- e) work release programs and educational programs should be integrated and
- f) legally constituted educational units have broader access to state and federal sources of funds.

Evaluation Project Direction and Regional Council Planning Assessment.

Submitted by:

Irving Hand and  
Ronald J. Perry

Observations for Consideration

1. The Council's role as a planning agency for criminal justice system activities in the Southcentral region has grown and been strengthened in recent years. Growth in the role of planning has been demonstrated by activities such as the development of the Council's planning priorities and regional needs assessment as well as a strengthening of the role of the Planning Committee in the Council's decision making structure.

The Council should continue to place strong emphasis on its role as a planning agency, not only because of the Council's initial mandate, but also because this planning capability is central to the adequacy of the Council's analytical and decision making capacity in positively affecting the crime situation in the region.

2. As the reorganization of the Law Enforcement Assistant Administration proceeds on the national level, the Southcentral Regional Planning

Council should speak out, as it has during the past year, concerning the roles that regional planning councils have demonstrated in planning for and coordinating areawide criminal justice system activities.

These views should be expressed to the State Administration, the Pennsylvania Congressional delegation, the other Pennsylvania regional councils, appropriate national associations whose interests relate to criminal justice planning efforts in general.

3. The Southcentral Regional Planning Council should similarly advise as to the substance and consideration of the proposed state legislation dealing with the criminal justice planning responsibility in the Commonwealth. This alert should apply not only because failure to pass such legislation by December 31, 1978 would result in a cutoff of Law Enforcement Assistance Administration funds to Pennsylvania, but also to assure that the role and function of regional councils is fully recognized in such legislation.



Final Evaluation Report  
The Burglary and Robbery Unit  
Harrisburg Police Department  
Harrisburg, Pennsylvania

Submitted to:

The Southcentral Regional Council  
Governor's Justice Commission

Submitted by:

James E. Skok, Ph.D.  
Associate Professor of Public Administration

With the Assistance of:

Maryann Esposito

June 1978

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List of Findings and Recommendations  
Harrisburg Police Department -  
Burglary and Robbert Unit (BRU)

1. The BRU's effectiveness in reducing burglaries appears to have continued during 1977-78, its second year of operation. Burglaries declined by 18.2% city wide during 1977-78, thus the BRU's goal of a 10% reduction in burglary has been met and exceeded.
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5. Through interviews with BRU officers it was found that:
  - a) the BRU is attracting officers who are committed to the program for substantive, and not only financial, reasons.
  - b) None of the officers felt their overtime duty on the BRU affected their regular police duties in any manner although some officers holding other outside overtime jobs did report some feelings of stress.

- c) Most of the officers felt that the BRU was at least somewhat effective as a deterrent to violent crime; although most of the officers expressed frustration over not being able to maintain 100% zero-visibility on BRU duty. The city police department should rethink its strategy with relation to zero-visibility to determine whether it is a workable concept in Harrisburg.
- d) Most of the officers felt the computerized data print out system was only somewhat useful or not useful.
- e) The City has formalized and strengthened its training program for BRU officers in the areas of program goals and objectives, methods and tactics, use of computer information, rights of suspects, operational procedures, and legal aspects of plain-clothes work.
- f) BRU supervisors have moved to institute a more formalized process for evaluating performance of BRU officers.

This report presents a follow-up evaluation study of the second-year operations (April '77 - March '78) of the Burglary and Robbery Unit (BRU) of the Harrisburg City Police Department. As such, the material in Section I, "Performance Measurement Data and Effectiveness", is presented in such fashion as to allow comparison of program performance during 1977-78 with that of 1976-77. Section II of this report presents an analysis of information gathered from a random sample of BRU officers through personal interviews.

From April 1977 through March 1978, the Burglary and Robbery Unit provided 9,500 man hours of zero-visibility or plain clothes patrol in selected high crime districts by under-cover officers who are members of the regular city police force on a hire-back or overtime basis. BRU officers spend approximately 60% of their patrol time in two high-crime police districts that account for 57% of robberies and 48% of burglaries in the city. The BRU officers are crime specific in that they concentrate exclusively on burglary and robbery. 1977-78 was the second full year of operation for the BRU. During that year it operated on a total budget of \$123,627 (\$92,720 Federal LEAA grant; \$25,756 local funds; and \$5,151 state funds).

#### I. PERFORMANCE MEASUREMENT DATA AND EFFECTIVENESS

In evaluating the effectiveness of the BRU during its first year of operation (April '76 - March '77), this evaluator concluded that the program had been "modestly successful" particularly in the reduction of burglaries.<sup>1</sup> The 11.3% decline in burglaries for that year reversed a prior trend of mounting increases which had occurred during the years 1971-75. The BRU appeared to account at least partially for the reversal.

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<sup>1</sup>James E. Skok, Final Evaluation Report, The Burglary and Robbery Unit, Harrisburg Police Department. Pennsylvania State University, The Institute of State and Regional Affairs, Middletown, PA. July 1977, p. 1. (Submitted to the Commonwealth of Pennsylvania, Governor's Justice Commission, Southcentral Region) (Hereinafter referred to as the First Year Report)

### Burglaries (Goal 10% Reduction)

The BRU's effectiveness in reducing burglaries appears to have continued during 1977-78, its second year of operation. (See Tables 1 and 2) Reductions of 18.2% city-wide and 13.6% in BRU operational areas were achieved during the BRU project year #2 (April 1977 - March 1978). Burglaries in the city have decreased from a record high of 2,490 in the year April '75 - March '76 to 1,807 in '77-'78. The goal of a 10% reduction in burglaries has been met for the second consecutive year and it can be stated with some confidence that the BRU was a contributing factor in this reduction. BRU officers made 11 arrests for burglaries in the second year of BRU operations, the same number as was made in its first year. For the entire police department, however, arrests for burglaries fell from 371 in 1976-77 to 313 in 1977-78, a decline of 15.6%.

### Robberies (Goal 5% Reduction)

The evaluation with regard to robberies, however, must be less sanguine. Instead of the 5% reduction in robberies, established as the goal for the second year of the BRU's operation, increases of 10.3% city-wide and 30.7% in BRU concentration areas occurred in reported robberies. (See Tables 3 and 4) The decline in robberies that started in 1975 and continued through 1976, reversed in 1977-78. From a high point of 653 robberies in 1974-75 the city-wide totals fell to 550 in 1975-76 and 457 in 1976-77, but rose again to a total of 504 in 1977-78. While the incidence of robbery in the city is considerably lower today than it was in 1974-75 (22.8%), these figures must be viewed within the context of a shrinking population and a declining number of business establishments. As the number of potential victims declines the probability that any one individual or establishment may be robbed increases. For this reason, the increase in robberies in 1977-78 should be viewed with serious concern.

Table 1

COMPARISON OF BRU PROJECT YEARS TO PREVIOUS YEARS

(Reported Burglaries)

	(April 1974- March 1975)	(April 1975- March 1976)	(April 1976- March 1977)	(April 1977- March 1978)
	<u>Period 1</u>	<u>Period 2</u>	<u>BRU Project Year #1</u>	<u>BRU Project Year #2</u>
<u>April-June</u>				
BRU area	221	207	384	192
Other areas	265	317	395	245
<u>July-Sept.</u>				
BRU area	315	315	231	249
Other areas	249	357	340	261
<u>Oct.-Dec.</u>				
BRU area	205	310	189	199
Other areas	279	376	306	271
<u>Jan.-March</u>				
BRU area	192	227	138	174
Other areas	272	381	225	216
<u>Total Project Year</u>				
BRU area	933	1,059	942	814
Other areas	<u>1,065</u>	<u>1,431</u>	<u>1,266</u>	<u>993</u>
Total city	1,998	2,490	2,208	1,807

<u>Change Year to Year</u>	<u>Period 1 to Period 2</u>		<u>Period 2 to BRU Year #1</u>		<u>BRU Year #1 to BRU Year #2</u>	
	(N)	(%)	(N)	(%)	(N)	(%)
BRU area	+126	+13.50%	-117	-11.05%	-128	-13.6%
Other areas	<u>+366</u>	<u>+34.37%</u>	<u>-165</u>	<u>-11.53%</u>	<u>-273</u>	<u>-21.6%</u>
Total city	+492	+24.6%	-282	-11.3%	-401	-18.2%

Table 2

COMPARISON OF BURGLARY INCIDENCE

(by Calendar Year)

<u>Calendar Year</u>	<u>Number of Burglaries</u>	Increase or (Decrease) over Prior Year	
		(N)	(%)
77	1,780	-645	-26.6%
76	2,425	+ 79	+ 3.4%
75	2,346	+276	+13.3%
74	2,070	+450	+27.8%
73	1,620	+310	+23.7%
72	NA	+310	+31%
71	1,000	-212	-17.5%
70	1,212	+106	+9.6%
69	1,106	+359	+48.1%
68	747	+ 42	+ 6.0%
67	705	+ 28	+ 4.1%
66	677	-----	-----



Table 3

COMPARISON OF BRU PROJECT YEARS TO PREVIOUS YEARS

(Reported Robberies)

	(April 1974- March 1975)	(April 1975- March 1976)	(April 1976- March 1977)	(April 1977- March 1978)
	<u>Period 1</u>	<u>Period 2</u>	<u>BRU Year #1</u>	<u>BRU Year #2</u>
<u>April-June</u>				
BRU area	76	46	55	49
Other areas	91	58	74	56
<u>July-Sept.</u>				
BRU area	83	68	57	69
Other areas	75	75	59	61
<u>Oct.-Dec.</u>				
BRU area	69	83	40	84
Other areas	81	84	65	73
<u>Jan.-March</u>				
BRU area	103	75	47	58
Other areas	75	61	60	54
<u>Total Project Year</u>				
BRU area	331	272	199	260
Other areas	322	278	258	244
Total city	653	550	457	504

<u>Change Year to Year</u>	<u>Period 1 to Period 2</u>		<u>Period 2 to BRU Year #1</u>		<u>BRU Year #1 to BRU Year #2</u>	
	(N)	(%)	(N)	(%)	(N)	(%)
BRU area	- 59	-17.8%	-73	-26.8%	+61	+30.7%
Other areas	- 44	-13.7%	-20	- 7.2%	-14	- 5.4%
Total city	-103	-15.7%	-93	-16.9%	+47	+10.3%

Table 4

COMPARISON OF ROBBERY INCIDENCE

(by Calendar Year)

<u>Calendar Year</u>	<u>Number of robberies</u>	<u>Increase or (Decrease)</u>	
		<u>(N)</u>	<u>(%)</u>
77	499	+ 13	(+ 2.7%)
76	486	(-106)	(-17.9%)
75	592	(- 40)	(- 6.3%)
74	632	+235	(+59.2%)
73	397	+ 44	(+12.5%)
72*	-NA	+ 45	(+14.6%)
71	308	+ 35	(+12.8%)
70	273	+125	(+84.5%)
69	148	+ 73	(+97.3%)
68	75	+ 10	(+15.4%)
67	65	+ 20	(+44.4%)
66	45	-----	-----

Date for years 1966-73 from U.S. Department of Justice, Uniform Crime Reports. For years 1974-77, data was supplied by City Police Department.

\*Figure for 1972 not available. Calculation arrived at by interpolation.

The data for 1977-78 seem to confirm the conclusion of last year's evaluation. At that time it was reported that

The goal of 5% reduction in robberies in the city during the first BRU year has been met; however it is impossible to conclude with any level of confidence that the BRU program was responsible for the reduction. While the 16.9% reduction in city-wide robberies during the first BRU year is impressive, it must be noted that a substantial reduction in robberies actually began in 1975, one year prior to the BRU implementation.<sup>2</sup>

The reasons or factors accounting for increases in robberies are elusive and beyond the scope of this report; however, it does appear that the BRU has been ineffective in deterring robberies. Reasons for this ineffectiveness may include any of the following:

1. A low apprehension rate (9 apprehensions for robbery by BRU out of a total of 504 robberies. See Table 5). Total apprehensions by BRU officers during 1977-78 actually declined 19.3% over the prior year. Apprehensions by the entire department for robbery also declined from 208 in '76-77 to 158 in '77-78, a decrease of 24.0%. Thus, while robberies were increasing, the number of arrests for robbery was decreasing. This must be interpreted as an incentive to potential robbers.
2. Random occurrence and the limitations of scheduling. In spite of the computerized crime information system, BRU officers are not always assigned to areas where crimes are occurring. As indicated in a report prepared by the city police department

In July, 1977 there were fifteen robberies in District Two - a BRU operational area. Thirteen of these robberies occurred in the first two weeks of the month while the BRU was not deployed in this area. When the BRU was deployed to the area only two robberies occurred in the last two weeks of the month. Another explanation for the increase

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<sup>2</sup>First Year Report, p. 1.

Table 5

NUMBER OF PERSONS APPREHENDED BY BRU PERSONNEL

(April 1976 - March 1977)

	<u>Homicide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>	<u>Larceny</u>	<u>Auto</u>	<u>Other</u>	<u>Total</u>
April - June	0	0	0	6	1	4	0	8	19
July - Sept.	0	0	7	0	8	11	0	7	33
Oct. - Dec.	0	0	0	0	1	10	0	7	18
Jan. - March	<u>0</u>	<u>0</u>	<u>4</u>	<u>1</u>	<u>1</u>	<u>5</u>	<u>3</u>	<u>4</u>	<u>18</u>
Total	0	0	11	7	11	30	3	26	88

(April 1977 - March 1978)

April - June	0	0	0	2	4	2	0	7	15
July- Sept.	1	0	9	0	1	5	1	15	32
Oct. - Dec.	0	0	0	1	4	6	0	5	16
Jan. - March	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>2</u>	<u>3</u>	<u>0</u>	<u>3</u>	<u>8</u>
Total	1	0	9	3	11	16	1	30	71

of robberies in the BRU operational areas may be due to the fact that during certain weeks, BRU personnel were not deployed to the specified operational areas throughout the City that showed higher occurrences of robbery and burglary.<sup>3</sup>

3. Shortcomings of the zero-visibility concept. There is some evidence gathered through interviews with BRU officers that neighborhood residents have developed the ability to identify plain-clothes officers as police officers. As one BRU officer expressed it "people become suspicious when they see White persons in primarily Black neighborhoods." It is reasonable to assume, therefore, that potential robbers would also be able to identify BRU officers and to adjust their patterns of criminal activity correspondingly. This reasoning would explain why robberies appear to be happening in areas where the BRU is not deployed. Persons who resort to violence or threats in siezing the property of another person are likely to be "street-wise" criminals with extraordinary talents in seeing through zero-visibility disguises.

It is recommended here that the Harrisburg Police Department rethink the strategy of the BRU as it relates to robbery. Have potential criminals developed the ability to identify and anticipate the presence of the BRU officers? Is the zero-visibility concept suitable for a small city such as Harrisburg? Have the methods and tactics of the BRU become routinized to the point that the plain clothes officers are being spotted and avoided? Are too many of the same officers being returned to the same neighborhoods? Has the training of BRU officers been adequate? Is it possible to use more minority officers for zero-visibility work in minority neighborhoods?

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<sup>3</sup>Evaluation Report: Harrisburg Police Department's Burglary and Robbery Unit (Subgrant application - SC-76-C-5C-0184) Prepared by Staff and Technical Services Division, Bureau of Police, Harrisburg, Pennsylvania 1978, p. 4.

#### On View Arrests (Goal 5% Increase)

Once again this year, the data pertaining to on-view arrests does not appear particularly meaningful. There has actually been a reduction in the number of adult on-view arrests during the second year of BRU operation. The entire department made 47 on-view arrests for burglary and robbery during the BRU's first year (April '76 - March '77) compared with 44 during the BRU's second year (April '77 - March '78). The total number of reported burglaries and robberies, however, declined during 1977-78 by 13.3% over 1976-77, so the fall-off in on-view arrests does not appear significant.

On-view arrests for the BRU section of the department for burglary and robbery during 1977-78 totaled 20 or 45.4% of all on-view arrests made by the total department. Thus the BRU accounts for a very large portion of on-view arrests within the total department.

It should be noted, however, that the department's goal of a 5% increase in on-view arrests for burglary and robbery was not accomplished in 1977-78.

#### Clearance-by-Arrest Rates (Goal 5% Increase)

Clearance by arrest rates failed to reach the goal of a 5% increase over the first year of BRU operation. For the total city force, the clearance rate improved slightly (5.0%) for robbery but declined by 23.9% for burglary. See Tables 6 and 7. For burglary and robbery combined the clearance rate for the force fell in 1977-78 by 13.9% from the rate for 1976-77. For the BRU section of the department, the combined clearance rate for burglary and robbery remained the same during the two years (50%). The reader should refer to the First Year Report for a discussion of the limitations of the concept of clearance rates. It is apparent, however, that neither the full police department nor the BRU section of the department made any improvement in clearance rates since the BRU went into operation.

Table 6

RATE OF CLEARANCE BY ARREST  
FOR BURGLARY AND ROBBERY  
BY ENTIRE CITY POLICE DEPARTMENT

	<u>Robbery</u>			<u>Burglary</u>			<u>Combined Burglary and Robbery</u>
	Total Crimes Arrests by	Cleared (N)	% of Clearance	Total Crimes Arrests by	Cleared (N)	% Cleared	% Cleared
<u>75-76</u>							
AMJ		24			76		
JAS		37			92		
OND		38			85		
JFM	66	<u>46</u>	69.7%	187	<u>113</u>	60.4%	
12 mo. total		145	-----		366	-----	
BRU Year #1							
<u>76-77</u>							
AMJ	93	48	51.6%	161	115	71.4%	
JAS	52	39	75.0%	95	97	102.1%	
OND	26	32	123.1%	51	43	84.3%	
JFM	<u>37</u>	<u>30</u>	<u>81.1%</u>	<u>64</u>	<u>47</u>	<u>73.4%</u>	
12 mo. total	208	149	71.6%	371	302	81.4%	77.8%
BRU Year #2							
<u>77-78</u>							
AMJ	41	22	53.7%	83	50	60.2%	
JAS	41	38	92.7%	78	44	56.4%	
OND	46	34	73.9%	78	47	60.3%	
JFM	<u>30</u>	<u>27</u>	<u>90.0%</u>	<u>74</u>	<u>39</u>	<u>52.7%</u>	
12 mo. total	158	121	76.6%	313	180	57.5%	63.9%
Increase or (decrease) in clearance rate							
	BRU Year #1 Over '75-'76		1.9%			21%	
	BRU Year #2 Over BRU Year #1		5.0%			(23.9%)	(13.9%)

Table 7

RATE OF CLEARANCE BY ARREST  
BURGLARY AND ROBBERY UNIT

	<u>Number of Arrests by BRU</u>		<u>Number of Crimes Cleared Through Arrest by BRU</u>		<u>% Clearance Rate</u>	
	Burglary & Robbery	All Crimes	Burglary & Robbery	All Crimes	Burglary & Robbery	All Crimes
AMJ '76	1	19	1	11	100%	57.9%
JAS	15	33	5	19	33.3%	57.6%
OND	1	18	1	12	100%	66.7%
JFM '77	<u>5</u>	<u>18</u>	<u>4</u>	<u>16</u>	<u>80%</u>	<u>88.9%</u>
Yearly Total	22	88	11	58	50%	65.9%
AMJ '77	4	15	3	11	75%	73.3%
JAS	10	32	3	22	30%	68.8%
OND	4	16	2	12	50%	75.0%
JFM '78	<u>2</u>	<u>8</u>	<u>2</u>	<u>8</u>	<u>100%</u>	<u>100.0%</u>
Yearly Total	20	71	10	53	50%	74.6%



### Disposition Rate

For the first time it is possible to calculate meaningful disposition rates for burglary and robbery arrests by the entire department and by the BRU. The disposition rate is the percentage of arrests which are accepted by the District Justice and bound over for trial or otherwise processed past the District Justice stage. This rate, therefore, measures the quality of the arrests. For the year April '77 through March '78, the BRU section of the department had an acceptance rate of 35%, somewhat higher than the 29.3% rate for the entire department.

(See Table 8) If the fifteen month period (since record keeping began) is looked at, the BRU's disposition rate is even somewhat better (48% for the BRU compared with 29% for the entire department). These figures seem to confirm that BRU arrests, being largely on-view arrests, are of better quality, more solidly backed-up by evidence, than arrests made under normal police circumstances by the regular department. This was an expected benefit of the BRU program and these figures seem to verify the expectations.

### Costs Per Arrest

In the city's grant application for support for the BRU program, it was argued that the proposed hire-back approach (over-time use of seasoned police officers already on the force) would result in additional police services at reduced cost. Savings were anticipated because BRU officers being seasoned police officers already were not expected to require lengthy training, additional uniform allowance, and other overhead expenses that would be required for new recruits. To determine whether the BRU is more cost effective than the regular department, a cost-per-arrest figure has been calculated for the BRU and for the entire department. By dividing the number of arrests into the amounts expended for running the department and the BRU during calendar year 1977, it appears that the BRU is somewhat more cost-effective than the regular department. (See Table 9)

Table 8

DISPOSITION OF ARRESTS  
BY THE COURTRobbery and Burglary  
January 1977 - March 1978

	Entire Department			Burglary and Robbery Unit		
	No. Adults Processed Past District Justice	No. of Arrests	Disposition Rate	No. Adults Processed Past District Justice	No. of Arrests	Disposition Rate
JFM '77	28	101	27.7%	5	5	100%
AMJ '77	34	124	27.4%	0	4	0
JAS '77	24	119	20.2%	5	10	50%
OND '77	39	124	31.5%	0	4	0
JFM '78	<u>41</u>	<u>104</u>	39.4%	<u>2</u>	<u>2</u>	100%
Total						
4/77-3/78	138	471	29.3%	7	20	35%
1/77-3/78	166	572	29.0%	12	25	48%

Table 9

COST-PER-ARREST  
CALCULATIONS

Calendar Year 1977

<u>Entire Department</u>		<u>Cost-Per-Arrest</u>
Personnel Costs	\$2,802,000 (Budgeted)	\$5,987
All Expenditures	\$3,030,000 (Actual Expenditure)	\$6,474
Number of Arrests For Burglary and Robbery	468	
<u>BRU</u>		
Total Costs	\$123,627 (Budgeted)	\$5,375
Number of Arrests For Burglary and Robbery	23	

The BRU made 23 arrests for burglary and robbery during calendar year 1977 and its budget for that period was \$123,627 thus yielding a cost-per-arrest figure of \$5,375. The entire department made 468 arrests for burglary and robbery during this same period and its budget for that period was \$3,030,000 thus yielding a cost-per-arrest figure of \$6,474. A more comparable figure for the entire department would probably be calculated by dividing the 468 arrests into personnel expenditures for the entire department (\$2,802,000) thus yielding a cost-per-arrest figure of \$5,987. It should be pointed out that these figures provide only gross comparisons at best. Salary figures for the entire department include many ancilliary functions which are not directly related to burglary and robbery arrests. Similarly, officers in the Patrol and Traffic Division must divide their attention between all the different types of crime thus distorting the comparison with the BRU. Ideally the BRU should be compared with other units with similar goals and objectives but which differ primarily in methods and tactics. Such comparison has been impossible since no other such unit exists in the department and figures are not available for units outside the department. These cost-per-arrest figures, therefore, should be used cautiously with these limitations in mind.

## II. INTERVIEWS WITH BRU OFFICERS

Questionnaires were formulated and administered in face-to-face interviews with the BRU Supervisor; on-street BRU officers; and a Deputy District Attorney of Dauphin County. (See Appendix for copy of questionnaire used.) Questionnaires used for the BRU interviews were pretested, submitted to the Planning and Research Unit of the Harrisburg Police Department and sent through police "channels". Some slight alterations were made in the questionnaire. The changes suggested dealt with rephrasing some questions and the changes were agreed to by the

researchers. Nine officers were randomly selected from the BRU roster (of 35 - 40 officers) to be interviewed, or approximately 25% of the eligible officers. The officers selected had either served in the BRU some time since its inception or were current members. Their length of service as uniformed officers also varied. Each interview lasted approximately 45 to 60 minutes and officers interviewed were informed that their names would be kept confidential.

Information from the interviews with BRU officers is presented under five headings -- 1) Background Information; 2) Officer Motivation and Stress; 3) Officer Perception of Goals, Objectives, and Effectiveness of the BRU; 4) Officer Perception of the Need for Training; 5) Officer Perception of Supervisory Methods.

Background Information. Background data on the BRU officers interviewed included length of time doing police work, length of time with the Harrisburg Police Department, length of time with the BRU and the ages of the individual officers. The average length of time the BRU officers were involved in police work was 5.4 years, and their average length of time with the Harrisburg Police Department was 4.7 years. Length of time associated with the BRU was nearly one year. The mean age of the BRU officers was 29; the eldest being 34 and the youngest 25. By comparison, the average age of the department's uniformed officers was 33 thus indicating that the BRU is attracting the department's younger officers.

Officer Motivation and Stress. In reviewing the procedures for recruitment and selection of BRU officers, it is apparent that there is a large element of self selection involved. Established criteria require that each applicant have a positive recommendation from his uniformed-duty supervisor and that his performance record show evidence of initiative and suitability for BRU duty. Although these criteria are lacking in specificity, there is evidence that the BRU is attracting officers who are committed to the program for substantive,

and not only for financial, reasons. Responses from the officers suggest enjoyment of plain-clothes work and a faith in the zero-visibility methods and deterrence potential of the BRU. Only one officer stated he was in the program primarily for the money while three other mentioned financial rewards as a secondary reason.

Table 10: Reasons for Joining BRU

Reasons Mentioned	Number of Officers	
	1st Choice	2nd Choice
Enjoy Plain-Clothes Work	5	-
Faith in Program	3	-
Monetary Rewards	1	3

Regarding stress as a result of overtime, four out of the nine officers mentioned they were feeling mental stress that was affecting their domestic lives or generally making them feel over-tired. All four of these officers were (or had been at sometime in the past) holding down outside jobs in addition to their regular police work and BRU duty. Five officers reported they did not feel over-worked because of BRU duty. In responses to an earlier question, none of the officers felt their overtime duty affected their regular police duties in any manner. Four of the nine officers felt their BRU duty complemented their regular police duties in a positive fashion.

Officer Perception of Goals, Objectives, and Effectiveness of BRU. A series of five questions was designed to determine how well the officers understood the purpose of the BRU and its zero-visibility concept. There is some evidence of a lack of conceptual clarity. Of the 9 officers interviewed, 6 mentioned apprehension or arrest as the primary and immediate purpose of the unit while only 3 mentioned deterrence or crime reduction as the primary purpose. To a more

specific follow-up question, however, asking about the deterrent effect of the BRU, 8 of the 9 officers answered that the BRU was at least somewhat effective as a deterrent to violent crime. Only one officer felt it was not effective.

Eight of the 9 officers have developed a strategy for relating to the community and for seven of those eight, the strategy is to maintain zero-visibility at all times. Only one officer admitted to allowing his identity to be known to key information sources in the neighborhood.

Seven of 9 officers expressed frustration over not being able to maintain 100% zero-visibility due to the fact that the city is comparatively small and people in the neighborhoods get to recognize the faces of the officers. This is particularly true since White persons in Black neighborhoods become objects of suspicion.

The essence of a zero-visibility strategy centers on deterrence. The risk of being caught-in-the-act of a crime is increased through the introduction of a random variable -- a generalized, invisible police presence -- which the potential criminal cannot anticipate with any degree of certainty. For this police presence to be an effective deterrent the following conditions must exist:

- 1) The potential criminal must be aware of the existence of the plain-clothes unit and be convinced that officers may be operating in the target neighborhood.
- 2) They must be unable, however, to recognize individual officers and to anticipate police strategy such as deployment patterns, numbers of officers present, tactics, etc.

If potential criminals develop the ability to spot the plain-clothes officers and to anticipate their numbers and strategies, the deterrent effect is reduced. In short, criminals learn how to adjust their criminal behavior to avoid apprehension.

While most of the officers concede they are recognized in the communities (7 of 9 officers), most still feel the BRU activity does have some deterrent effect (8 of 9 officers). Only one officer felt the BRU was a very effective deterrent. The apparent confusion over basic objectives of the program (apprehension versus deterrence) is understandable in that it may be endemic to the zero-visibility approach. To be effective, the generalized police presence must be demonstrated through continuing apprehensions. Thus supervisors place emphasis upon arrests. As experience with the BRU lengthens, however, criminals become more able to recognize individual officers and to anticipate their deployment and tactics. Therefore the deterrent effect becomes reduced. This situation presents a classic opportunity for goal displacement, i.e., deterrence becomes the secondary goal while apprehension becomes primary.

Regarding the usefulness of the computerized data print-out system, the officers confirmed that they are being briefed daily at roll-call on the computer print outs by the supervisor who interprets the data. Only one officer, however, felt the computerized information was very useful. Four others felt it was somewhat useful and the remaining 4 felt the computerized information was not useful. While the finding reflects a negative attitude toward the computer system, it should be noted that initially the system was inoperative for a considerable time, and these break-downs undoubtedly influenced the attitudes of the officers initially.

Officer Perception of the Need for Training. Since the effectiveness of zero-visibility as a deterrence is highly dependent upon continually changing deployment strategies and tactics, the need for training seems obvious. The experience of similar units in Atlanta, New York, and Detroit emphasizes this need. In Harrisburg, however, there has been virtually no training of BRU



officers beyond that initially given to all City police officers. Seven out of nine officers report having received no training for BRU duty whatsoever. Two others thought they remembered having one training session with an experienced BRU officer. However, 6 of the 9 BRU officers expressed a need for some training for BRU duty. Three officers felt additional training was unnecessary. The BRU Supervisor and other senior officers in the department also expressed this opinion.

Training programs in other cities have included at least two elements -- 1) training in plain-clothes methods and tactics, and 2) training in civil liberties, rights of citizens, and entrapment.

While formal training has been virtually non-existent for BRU officers, there has been an informal process of information exchange between the supervisor and the BRU officers. This informal exchange generally consists of a short (10-15 minute) briefing by the supervisor during roll call at the beginning of each shift. Such briefings generally consist of a dissemination of computer printout data regarding crime incidence patterns in the grids targeted for that shift, a question and answer session, and informal consultations if necessary.

Since the completion of these interviews the city has formalized and increased its training for BRU officers. The training program as it will operate during the BRU's Third Year (BRU-III) will consist of the following elements:

- a) Training for new personnel in program objectives, methods, policy, crime patterns, use of computer information, and operational procedures.
- b) On-going training in methods, rights of suspects, crimes code changes, legal aspects of plain-clothes work.
- c) Emphasis on legal dimensions of BRU operations using cases and video tapes prepared by District Attorney's office.

The training will be conducted primarily by Corporal Brode at daily roll call with the assistance of Sergeant Wagner, Departmental Training officer. Materials to be used include articles, cases, video tapes, films and other relevant information. (See attached appendix for "Training Program For Burglary and Robbery Unit.")

Officer Perception of Supervisory Methods. The discussions of supervisory methods came largely in response to questions dealing with evaluation policies and scheduling of assignments. Generally, the officers were unclear about performance evaluation standards and policies. Seven of the 9 officers interviewed did not know how they were evaluated for their performance on the BRU. Five felt number of arrests was the most important evaluation criterion. Two others felt their attitude and the completeness of their reports were the essential criteria. Two others felt there were no consistent criteria for evaluation. All of the officers indicated confusion over evaluation criteria.

Obviously, benefits should accrue both to the employees and the department if evaluative criteria are made explicit. If officers are informed that the number of high quality arrests is to be the criterion for performance evaluation, they will be inclined to concentrate their efforts in this area thus advancing the BRU program toward its objective.

It should be pointed out that, since these interviews were conducted, the BRU supervisors have moved to institute a more formalized evaluation process, utilizing a departmental evaluation form administered in a face-to-face conference with the individual officer. (See Appendix B "Training Program For Burglary and Robbery Unit"). This action by the Department should remove much of the ambiguity from the evaluation process.

Regarding fairness of scheduling and impartiality in administering discipline or other personnel procedures, it is vitually impossible to draw any

firm conclusions from the interviews. Six of the nine officers felt the scheduling of officers to BRU duty was basically fair while three felt there was some "favoritism" shown. When asked whether they would complain to the supervisor or go over his head if they felt they had received an unfair evaluation, 8 of the 9 officers said they would complain to the supervisor although 3 felt they might receive "negative repercussions." Seven said they would go over the supervisor's head if they felt they had been treated unfairly. Only one officer said he would not since such action might appear as insubordination.

APPENDIX A

Burglary and Robbery Unit  
Questionnaire

prepared by:

Penn State Evaluation Team

Time doing police work \_\_\_\_\_  
Time with the Hbg. Police Dept. \_\_\_\_\_  
Time with the B/R Unit \_\_\_\_\_

Burglary and Robbery Unit  
Questionnaire  
(All responses Will be Confidential)

I. Introduction

1) Why did you volunteer for the B/R Unit?

2) What is your concept of the purpose of this unit?

II. Perceptions of Individual Officers

3) How good is the flow of information back and forth between the B/R officers and the supervisors? Would you say its \_\_\_ Excellent \_\_\_ Good \_\_\_ Fair \_\_\_ Poor Why?

- 4) Do you have critiques for the purpose of improving individual or group performance?

Do your supervisors encourage you to discuss and recommend new techniques or changes in procedures?

- 5) How are you evaluated?

Does the person who evaluates use a rating form?

Do you think the standards are fair to you?

Why?

Why not?

- 6) If you disagreed with your evaluation would you feel comfortable in discussing this with your B/R supervisors?

7) Who would you talk to about it?

Would you go over this person's head if you were still not satisfied?

8) Is there friction or resentment between the B/R Unit personnel and the other officers on the force?

If yes, what is the cause or causes?



If no, how do you account for such good relations?

9) Did you have any training sessions for B/R Duty?

If not, do you feel they would be of some help?

If so, were they of value?

- 10) Does this overtime duty affect your regular police duties in any manner? (ex: more apprehensive) If Yes, explain how?

### III. Stress

- 11) Do you feel overworked because of the extra B/R duty?

- 12) Can you get time off from B/R duty if it's necessary?

- 13) Do you feel the scheduling for the B/R Unit is fair? If not, why not?

IV. Techniques

- 14) Which of the methods the B/R Unit uses do you feel is the most and least effective?

Why?

- 15) Do you prefer to work alone or in a team?

Why?

16) Do you have a strategy for relating to the community while undercover?

16(a) Is such a strategy necessary to your goal (Probe)?

16(b) Do you let any of the residents know of your presence as a police officer?

17) Have these stake-outs, etc., aided in apprehending any "fences"?

18) As a B/R officer, what percent of your arrests have been accepted for prosecution by the DA? (Probe)

As a B/R officer, what percent of your arrests have been accepted for prosecution by the District Justice?

V. Crime Analysis

19) The B/R Unit has a computerized crime info system with daily and weekly printouts of activity in the B/R area. How useful is this system (the printout) in your work with the B/R Unit? A - Very useful  
B - Somewhat useful  
C - Not useful

19(a) How do you prefer to receive the information?

Why?

Which parts?

20) Approximately, how much time lapses between an arrest and completing your "paperwork"?

21) How effective do you feel the B/R Unit has been as a deterence to crime?

APPENDIX B

Training Program for  
Burglary and Robbery Unit

Prepared by:

City of Harrisburg  
Bureau of Police



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## PERSONNEL EVALUATION

Each Officer in the BRU-II Program has been personally evaluated by Corporal Brode. The BRU Officers were informed personally by Corporal Brode of their rating and how the rating was determined for them. Officers that were dismissed from the Unit were informed of the reason for their dismissal by the Units's Supervisor.

Corporal Brode uses the Harrisburg Police Department's Evaluation Form in his rating of each officer. Corporal Brode is maintaining a systematic approach in the evaluation of officers in the BRU-II Program and will maintain adequate documentation of personnel evaluation. The Supervisor provides the officers with the evaluation results and informs them of the rating scale that determined their rating.

Cororal Brode will continue to evaluate the officers operating in the third year project. The Harrisburg Police Department's Evaluation Form will be used and the officers will be informed as to the method of evaluation. Corporal Brode will discuss their progress with them and the officers will have the opportunity to comment and provide information pertinent to their evaluation.

## TRAINING FOR NEW PERSONNEL

It is anticipated that new members will volunteer for the BRU during the third year project. In order to assimilate these new members into BRU operations in the most effective manner possible, the Harrisburg Police Department will use the following instructional procedure in indoctrinating members into the Unit.

- a. New members of the Unit will be briefed by Corporal Brode as to the goals and objectives of the Unit (see items entitled "Purposes of the Unit" and "Drug Buys and Prostitution" below).
- b. The members will be informed as to the method of scheduling based upon crime patterns for robbery and burglary.
- c. New members will be instructed in the low visibility mode of operation. The experience gathered during previous operations will be imparted to the on-coming officers. Such instructional topics to consist of the use of disguises; the necessity of not associating with uniformed personnel; methods of concealing the portable radio; that when staking out a building from a vehicle that the driver sit on the passenger side of the vehicle to present the appearance that he is waiting on the arrival of the driver; concealing of firearms; etc.

d. Corporal Brode will inform the men on the operational procedures of the Unit. Such topics will include reacting to a robbery in progress in a store in a systematic manner (the Unit will not enter the store to confront the suspect in the presence of by-standers, but will take up positions to cover the exits and assume positions where persons would not be in a cross fire in the event of shooting); the calling in of uniformed personnel to check suspicious events or persons; the use of back-ups in approaching a suspect; the necessity for a thorough search of the suspect; the routing of information gathered during BRU operations to other Divisions and elements within the Department through the use of Interdepartmentals; and other operational methods gathered from previous experience and training.

e. Corporal Brode will re-affirm and refresh the officer's memory on pertinent aspects of BRU operations and the basics of police procedures at periodic intervals during the third project year. This training on an on-going basis will insure that the BRU Officers maintain a high level of alertness and attention to their activities.

f. Sergeant Wagner, Harrisburg Police Department Training Officer, will collate all available information pertaining to low visibility operation, or plain clothes operations in the Department. This information consists of similar operations of other Departments; information from court cases - in Pennsylvania and elsewhere; relevant information from Department Rules and Regulations; the Pennsylvania Crimes Code; and all documents that would be useful. Corporal Brode

will acquaint BRU personnel with the information that pertains to the BRU and the low visibility mode of operation.

g. Sergeant Wagner will route to Corporal Brode documents and information as it comes to his attention on an on-going basis. This information will pertain to BRU operation and basic police operations. The material will include topic areas related to operations in other Departments, court ruling, the District Attorney's position and other relevant material reflecting changes in the law or possible changes.

h. The Harrisburg Police Departmental policy changes regarding field operations will be routed to Corporal Brode and the procedures to be utilized and the implications of same will be explained to the officers by Corporal Brode.

i. New BRU members will view films that touch upon BRU operations. These films are at the Harrisburg Area Community College and to our knowledge would be the most pertinent films for this use. CAT BURGLAR covers one of the main crime specific target areas of the Unit and will serve to re-emphasize and refresh the officer's knowledge of some of the methods of burglars. SHOOT-DON'T SHOOT is an excellent film depicting the processes involved in determining the decision to fire or not to fire. The third film CODE III OFFICER DOWN serves to bring to the attention of the officers the dangers involved in police work. If other films come to the attention of the Harrisburg Police Department, they will be investigated for possible use.

j. Sergeant Wagner and Corporal Brode will summarize the pertinent points of any seminars, workshops, talks, instructions given as part of the Departments regular training program. These summaries will be given to BRU personnel to remind them and emphasize the Department's position on such knowledge and methods.

k. Sergeant Wagner and Corporal Brode will provide information on the legal dimension surrounding BRU operations, low visibility, the rights of suspects, confrontation, identification, etc. (see item entitled "Legal Dimensions" for more information).

l. Corporal Brode will review with new members the Units experience in meeting ambiguous situations and possible reactions to same.

m. Corporal Brode will inform the new members of the content of the Subgrant Application. Its purpose; its evaluations; etc.

#### ON GOING TRAINING FOR BRU-III PERSONNEL

Present members of BRU-II have received considerable information and discussion surrounding low visibility operational methods, confrontation procedures, searches, rights of suspects, methods of stake-outs, use of disguises, use of information, responses to events that occur to the Department, responses to events that occur in the community, changes in the Crimes Code, legal aspects of plain clothes work and much more. This information is being given at roll call and during the reporting of completed assignments and the development of supplemental reports. On-going training and information will be provided to members of the BRU-III project as follows:

a. Corporal Brode will provide at roll call refresher information to members concerning basic police safety, operation procedures, along with goals and objectives of the Unit.

b. Corporal Brode will provide the officers with information pertaining to developments in the courts, other police agencies, etc. as it occurs.

c. Sergeant Wagner will bring to the attention of Corporal Brode and/or route such to the Corporal all information surrounding plain clothes and low visibility operations. This information includes court decision operational methods, policy changes, etc. Sources of information will be compiled from the Pennsylvania Crime Code, IACP sources, Search and Seizure Bulletin, The Pennsylvania Police Criminal Law Bulletin, Newsletter, as well as the information as it comes from the District Attorney's Office.

d. Events that effect the Harrisburg Police Department and need addressing will be discussed by the Unit Supervisor with his men. As an example during BRU-II an Officer was robbed while in plain clothes (He was not assigned to BRU duty, incidentally). Considerable discussion of this episode occurred among BRU personnel with arrival at the consideration that carrying the weapon in the pocket and keeping it from being encumbered by clothing was of prime consideration as well as the procedure of dropping or crouching while firing during shooting to present as small a target as possible.

#### LEGAL DIMENSIONS SURROUNDING BRU OPERATIONS

a. The Department will maintain during BRU-III project period a file of all cases and articles related to this topic as these documents cross the desk of Sergeant Wagner.

b. Corporal Brode will review pertinent cases and events with the BRU officers at roll call related to this topic. The documents will be made available to BRU personnel for their review.

c. The Harrisburg Police Department will approach the District Attorney's Office to videotape discussion of the pertinent factors surrounding the legal dimensions of low visibility operations. Topics to include proper identification as police officers, rights of suspects, proper arrest procedure, etc. Corporal Brode, Sergeant Wagner and others will meet with the D.A.'s Office to discuss this issue and to draw up relevant questions and topic areas. All BRU personnel will view this videotape during regular BRU roll call sessions or other selected times.

#### DRUG BUYS AND PROSTITUTION

Corporal Brode will not permit drug buys or arrests for prostitution or solicitation during BRU-III operations. Pertinent information gathered in the field that encompasses these activities is to be given to other Divisions in order to maintain the low visibility profile as far as possible.

#### PURPOSE OF UNIT

The concrete objective of the Unit is apprehension of the perpetrators of Part I offenses. The main categories being robbery, burglary and theft.

#### DISTRIBUTION OF INFORMATION

Sergeant Wagner will insure that Corporal Brode receives and is acquainted with the documents, newsletters, etc. pertaining to the operation of the Unit.



Final Evaluation Report  
Volunteer-In-Probation Projects  
Cumberland, Dauphin and Lancaster Counties

Submitted to:

The Southcentral Regional Council  
Governor's Justice Commission

Submitted by:

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June 1978

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## Findings and Recommendations

On balance, this study finds that the volunteers-in-probation programs in the three counties of Dauphin, Lancaster and Cumberland have provided some useful services to the clients served by them. Three major findings emerge from this study. First, volunteers are available on a much more frequent and extended basis than probation officers can be. Second, data gathered about interpersonal relations between volunteers and clients and probation officers and clients indicate that clients develop better relationships with volunteers than with probation officers. These data suggest that volunteers could profit from training in counseling methods and interpersonal skills. Third, the evidence for recidivism among clients receiving volunteer services indicates that these clients have a much lower rearrest rate than probationers and parolees across the entire commonwealth. Therefore, the study makes the following recommendations:

1. The volunteers-in-probation programs be continued in the three counties and, if possible, expanded.
2. Resources should be made available to the volunteer coordinators to provide training in counseling methods and in interpersonal skills for their volunteers.

## 1. Introduction

For the past three years, Dauphin, Cumberland and Lancaster Counties have received funds through the South Central Regional Council of the Governor's Justice Commission to operate Volunteers-in-Probation (VIP) programs. This study reports an evaluation of the activities of the volunteers recruited and supported through the V.I.P. programs in the three counties during the period 1977-78. The study seeks to provide insights into the nature of the relationships between volunteers and probationers (hereafter referred to as clients) in the VIP programs. These insights are developed by contrasting the nature of relationships between volunteers and their clients with relationships between probation officers and their clients. Data for this study were gathered through interviews with randomly selected volunteers and probation officers in the three counties.

In recent years, rising crime rates have resulted in a large increase in the number of clients coming under the jurisdiction of probation and parole officers, coming either from incarceration or as an alternative to incarceration. These increased caseloads have far outstripped the resources available to increase the numbers of probation and parole officers needed to supervise the large numbers of clients. The result typically has been a decrease in the amount of time available for supervision and contact per client. Because of the decreased time probation officers have available to spend with clients under the currently strained circumstances, probation

officers frequently have not been able to provide all the services that some clients need to help them readjust or to find alternatives to lives of crime.

One of the reasons that volunteer programs in probation and parole are attractive is that they provide additional manpower resources to work with clients. A second reason for their attractiveness is that volunteers may be able to establish more open relationships with clients than probation officers can. Volunteers may be available in the evening or on weekends, and because volunteers are not officers of the court, clients may be more open and candid with them than they are with probation officers. This availability of non-authoritative contacts may help promote the client's re-adjustment.

## 2. Methodology

This study seeks to determine what kind of differences exist in the relationships between volunteers and their clients in contrast to relationships between probation officers and their clients. To identify differences in these relationships, interviews were conducted with randomly selected volunteers and probation officers in Dauphin, Lancaster and Cumberland Counties. The interviews were conducted on-site in the 3 counties between January and April 1978 by a graduate student in the Master of Public Administration Program at Pennsylvania State University Capitol Campus.

The evaluation focuses primarily on volunteers and probation officers working with adult clients. Dauphin county has 8 probation officers working with adults and the average caseload is 120 clients. Cumberland county has 10 probation officers working with adults with an average caseload of 70 clients. Lancaster county has 16 probation officers working with adults having an average caseload of 87 clients.

The Dauphin County Volunteers-in-Probation Program is an autonomous program in the county government and is directed by a Program Coordinator with an administrative assistant. There were 12 volunteers in the program at the time of the study. Most of the volunteers work with one client, although one in Dauphin County works with three.

Cumberland County operates its volunteer program within the county probation office. A probation officer serves half-time as program coordinator (20 hours weekly). The balance of his week is spent with a regular caseload of clients. The county has 10 volunteers, each working with one client.

Lancaster County also operates its volunteer program within the county probation office. A full-time program coordinator directs the program aided by an administrative assistant. Lancaster County has 27 volunteers, each working with one client.

#### The Sample Group

A study group of volunteers and probation officers from the three counties was randomly selected to be interviewed. Since the total number of volunteers and probation officers in the three counties are small, and since at least fifteen volunteers and a similar number of probation officers were needed to facilitate analyses of differences in their relationships with clients, relatively large samples were drawn. For purposes of the study, approximately half of the volunteers and probation officers in two counties were selected to be interviewed. The sample for Dauphin County thus consists of 6 volunteers and 4 probation officers. In Cumberland County the sample is 5 volunteers and 5 probation officers. In Lancaster County, the sample proportion of probation officers and volunteers was smaller than those drawn in Dauphin and Cumberland Counties. This was done to maintain comparable numbers across the counties. The sample for Lancaster County is 5 volunteers and 5 probation officers. In sum, the study includes a total group of 16 volunteers and 14 probation officers.

#### The Questionnaire

The interviews focused on three major areas of interests. First, volunteers and probation officers were asked questions about the nature of their relationships with their clients. Second, they



were asked questions about the focus of their contacts with clients, and third, about the frequency of contacts and time spent with clients.

Concerning the focus of volunteer and probation officer contacts with clients, questions were asked in 5 broad areas:

- 1) Kinds of Issues discussed with clients
- 2) Probation Counseling
- 3) Work Counseling
- 4) Family Counseling
- 5) Criminal Behavior Counseling

Focusing on these five areas is deliberate. Issues about probation counseling, work adjustment, family counseling and criminal behavior are all topics of concern in the rehabilitation of offenders. The broad question about issues discussed is intended to identify any other common topics of discussion in probationer contacts.

Questions asked of volunteers and probation officers concerning the nature of the relationship with clients derive from a theoretical model of interpersonal relationships.<sup>1</sup> The model posits that there are 4 critical elements that determine the nature of an interpersonal relationship. These are:

- 1) OPENNESS - being candid and honest in dealing with the other person;
- 2) OWNING - taking the responsibility for what one says or does rather than attributing them to others;

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<sup>1</sup>Golembiewski, Robert T., Renewing Organizations, Chicago, Peacock, 1977.

- 3) TRUST - having an assured attitude regarding one's relationship with another, confident of not being lied to or cheated, or hurt physically or emotionally;
- 4) RISK - the perceived gamble in being open, trusting and honest with the other person - low risk is conducive to trusting - high risk is not conducive to trusting.

The model permits characterization of interpersonal relationships as being either re-enforcing or deteriorating. Thus, to illustrate, relationships with clients which contain little openness, owning, or trust, and high risk levels (a deteriorating or non-productive relationship) are not conducive to the volunteer or probation officer being able to assist a client. Conversely, relationships in which the volunteer or probation officer and client do openly discuss issues and have established a good trust level might be conducive to promoting a client's rehabilitation.

The last topic area of the questionnaire asks volunteers and probation officers about the frequency of their contacts with clients and the amount of time spent in contact with each client per month.

#### Procedure

Data concerning these three topic areas were gathered in an open-ended question format. That is, the graduate student interviewer made calls on each subject, asked them the questions from a prepared form and noted their responses to the various questions. Average interview time for each subject was approximately 30 minutes. Responses to the questions were then content analyzed. Results of the content analysis were tabulated and prepared for computer analysis.

Data gathered from the interviews were analyzed in three different fashions. First, to identify differences in relationships with clients between volunteers and probation officers; second, to determine whether differences in relationships with clients exist among volunteers in the three counties, and third, to determine whether differences exist in relationships with clients among probation officers in the three counties. Differences were tested with the chi-square test and with the Fisher's Exact test. Both tests provide probability estimations of real differences in response frequencies between groups. For example, the chi-square test will indicate whether or not the differences in frequency of contacts with clients between volunteers and probation officers are large enough to be considered significantly different. The Fisher's Exact test provides the same kind of information but for smaller samples. In all statistical tests the .05 probability of difference is used as the basis for identifying significant differences.

### 3. Frequencies of Contacts and Time Spent with Clients

A major rationale for volunteer programs in probation is that volunteers are able to have more frequent contact and spend more time with clients than probation officers. Data were gathered in the interviews to determine whether any differences existed in these areas in the volunteer programs in the three counties.

Table 1A displays differences in frequencies of visits per month between volunteers and probation officers. The data show major differences in frequencies of contacts between volunteers and probation officers. Two-thirds of the volunteers reported meeting with their clients three or more times per month, while four-fifths of the probation officers report being able to meet with their clients no more than once per month. These differences are highly significant statistically.

These differences remain constant across the three counties. In all three counties, approximately two-thirds of the volunteers report meeting with their clients three or more times per month. Table 1B shows that there are no statistically significant differences in the frequencies of contacts with clients among the volunteers across the three counties.

Similarly, there are no statistically significant differences in the frequencies of contacts with clients among probation officers across the three counties. Table 1C shows that the majority of probation officers in all three of the counties are able to meet with their clients only once per month.

Table 1

Differences in Frequency of Visits per Month

Table 1(A) Between Volunteers and Probation Officers, All Counties

<u>NUMBER OF VISITS</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
One Visit	13	79		
Two Visits	25	14	14.190	.0008
Three of More Visits	63	7		

Table 1(B) Between Volunteers, Across Counties

<u>NUMBER OF VISITS</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
One Visit	0	20	20		
Two Visits	33	20	20	1.493	.827
Three of More Visits	67	60	60		

Table 1(c) Between Probation Officers, Across Counties

<u>NUMBER OF VISITS</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
One Visit	100	60	80		
Two Visits	0	20	20	3.054	.548
Three of More Visits	0	20	0		

The interview data also reveal large differences in the amount of time spent with individual clients per month between volunteers and probation officers. All of the probation officers indicate that they spend less than four hours per month with individual clients, while three-fourths of the volunteers report spending more than four hours per month with their clients (Table 2A). A majority of volunteers in all three counties spend four or more hours a month with their clients (Table 2B), and all of the probation officers in the three counties report spending less than four hours a month in contact with their clients (Table 2C). In reality, probation officers in all counties report spending far less than four hours per month with their clients, usually not more than one hour. The data in Table 2 are presented with a four hour breaking point because most of the volunteers report spending this much time or more with their clients, and this breaking point facilitates the presentation of data.

Table 2

Difference in Time Spent With Client per Month

Table 2(A) Between Volunteers and Probation Officers, All Counties

<u>TIME</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
Less than One Hour to Less than Four Hours	25	100			.00002
Four Hours or More	75	0.0			

Table 2 (B) Between Volunteers, Across Counties

<u>TIME</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Less than One Hour to Less than Four Hours	17	20	40	.888	.641
Four Hours or More	83	80	60		

Table 2 (C) Between Probation Officers, Across Counties

<u>TIME</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Less than One Hour to Less than Four Hours	100	100	100	---	---
Four Hours or More	0	0	0		

#### 4. Issues Discussed with Clients

Content analysis of responses to the open-ended questions about the types of issues discussed with clients identified six topic areas that volunteers and probation officers reported discussing with clients. These topic areas include: (1) Employment, (2) Family Relations, (3) Education, (4) Drug and Alcohol, (5) Financial, and (6) Social Relations issues. The criterion for identifying issues was that at least four or more volunteers and probation officers identified one of these topic areas as something they discussed with clients.

In strict statistical terms, there are no significant differences in the kinds of issues discussed with clients by volunteers and probation officers (none of the Fisher Exact probabilities go below the .05 level of significance). However, there are some strong hints in the data that there may be differences. The major area of differences suggested in the data concern relationships of the clients to their families and friends. Table 3A shows that probation officers are more likely to focus on family relationships, while volunteers appear to concentrate more on clients' relationships to friends. In addition, the data show a slightly higher incidence of discussing drug and alcohol issues by probation officers than by volunteers. The tendency is only a weak one, however, because drug and alcohol issues were not identified as salient concerns by majorities of either the volunteers or the probation officers.



Table 3

## Differences in Issues Discussed With Clients

Table 3(A) Between Volunteers and Probation Officers, All Counties

ISSUE	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
Employment	63	79			.289
Family Relations	44	79			.057
Education	25	36			.404
Drugs and Alcohol	6	36			.059
Financial	6	14			.448
Social Relations	63	38			.067

Table 3(B) Between Volunteers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Employment	66	60	60	.0711	.965
Family Relations	17	60	60	2.861	.239
Education	50	0	20	3.733	.154
Drugs and Alcohol	0	0	20	2.346	.309
Financial	0	20	0	2.346	.309
Social Relations	50	60	80	1.066	.586

Table 3(C) Between Probation Officers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Employment	100	40	100	6.872	.032
Family Relations	75	80	80	.042	.979
Education	0	40	60	3.546	.169
Drugs and Alcohol	50	20	40	.933	.627

Table 3(C) Continued

<u>Issue</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Financial	0	20	20	.933	.627
Social Relations	50	40	0	3.22	.199

Table 3B indicates there are no significant differences in issues discussed with clients among the volunteers across the three counties, and Table 3C shows only one issue difference among the probation officers in the three counties. Probation officers in Lancaster county are less likely to discuss employment issues with their clients than are probation officers in the other two counties. This difference may merely reflect the inclusion of probation officers who work with juveniles in the Lancaster County sample.

## 5. Probation Assistance

Another issue of concern about contacts with clients is in the area of probation assistance. This is an obvious area of concern because clients who fail to meet the terms of probation are subject to revocation of probation and incarceration.

To identify differences in probation assistance both volunteers and probation officers were asked an open-ended question about how they assisted their clients in meeting the terms and responsibilities of their probation. Five general areas of assistance were identified by the respondents. These include: (1) Clarifying Rules, (2) Paying Fines and Costs, (3) Employment, (4) Counseling, and (5) Guidance-Support.

Table 4A shows only one major difference in probation assistance style between volunteers and probation officers. The probation officers are much more likely to seek to remind clients of the terms and conditions of their probation than are volunteers.

Findings also indicate a slight tendency for probation officers to be concerned with clients finding suitable employment than volunteers are. There are no differences in probation assistance style among volunteers among the three counties (Table 4B). Table 4C shows two differences in style among the probation officers across the counties. In Cumberland County, none of the probation officers reported clarifying terms or conditions of probation with their clients. Similarly none of the probation officers in the samples from either Dauphin or Cumberland County report counseling

Table 4

## Differences in Probation Assistance Style

Table 4(A) Between Volunteers and Probation Officers, All Counties

<u>ISSUE</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
Clarify Rules	13	50			.032
Fines/Costs Payment	13	21			.432
Employment	6	36			.059
Counseling	6	21			.249
Guidance/Support	13	14			.647

Table 4(B) Between Volunteers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Clarify Rules	33	0	0	3.809	.148
Fines/Costs Payment	0	40	0	5.028	.080
Employment	17	0	0	1.777	.411
Counseling	0	0	20	2.346	.309
Guidance/Support	17	20	0	1.066	.586

Table 4(C) Between Probation Officers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Clarify Rules	75	80	0	7.800	.020
Fines/Costs Payment	0	20	40	2.121	.346
Employment	75	20	20	3.764	.152
Counseling	0	60	0	6.872	.032
Guidance/Support	0	20	20	.933	.627

activities. Great caution should be exercised in interpreting these latter findings. In a sense, most of the contact between probation officers and clients consists of counseling in one form or another, and the fact that some probation officers did not mention counseling per se should not necessarily be taken as evidence that they do not engage in this activity. At best, these data strongly indicate a closer look at the content and style of contacts between probation officers and clients should be undertaken.

## 6. Job Assistance

A critical issue in rehabilitation is helping clients find and keep jobs. In many instances, failures of clients to find work often lead them back into criminal activities. In addition, employment is always a condition of probation and parole. Hence the study seeks to identify ways in which volunteers and probation officers assist clients in their work activities.

Table 5 suggests that there is little emphasis on work assistance by either probation officers or the volunteers. In no case do more than half of either volunteers or probation officers mention working with their clients on any job related matters. Failure to visit the job by probation officers may be attributable to the time constraints of large caseloads. Similarly, failure to visit jobs by volunteers may reflect the week-end, and evening emphasis of their contacts with their clients. The low percentage figures of work assistance activity throughout Table 5 by both volunteers and probation officers suggests that this area of activity merits closer examination.

Table 5

## Differences in Work Assistance Style

Table 5(A) Between Volunteers and Probation Officers, All Counties

<u>ISSUE</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
Visit Job	6	43			.025
Stress Good Work Habits	13	14			.647
Accountability/Responsibility	0.0	14			.209
Schedule Visits Conveniently for Client	0	7			.466

Table 5(B) Between Volunteers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Visit Job	0	20	0	2.346	.309
Stress Good Work Habits	17	0	20	1.066	.586
Accountability/Responsibility	0	0	0	---	---
Schedule Visits Conveniently for Client	0	0	0	---	---

Table 5(C) Between Probation Officers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Visit Job	50	40	40	.116	.943
Stress Good Work Habits	25	0	20	1.341	.511
Accountability/Responsibility	0	20	20	.933	.627
Schedule Visits Conveniently for Client	25	0	0	2.692	.260



## 7. Family Relations

Clients' adjustments to family circumstances after incarceration or adjudication are sometimes strained. A client's alienation from his family may contribute to rehabilitation problems. Hence an examination of how volunteers and probation officers deal with clients' family relations is useful.

Interviews with volunteers and probation officers identified five difference modes of assistance to clients in their family relations. These include: (1) Talking to them about family relations, (2) Listening to clients talk about them, (3) Mediating conflicts between the client and other family members, (4) Referring clients to other agencies for family assistance, and (5) Making home visits with clients. Table 6A shows that volunteers are much more likely simply to talk and listen to clients about family relations, whereas probation officers are much more likely to mediate and refer clients to other agencies for family assistance. Table 6B shows no differences for volunteers among the counties, and only one difference for probation officers (Table 6C). In Cumberland County probation officers talk to their clients about family relations to a much greater extent than probation officers in the other two counties.

Table 6

## Differences in Family Relations Assistance Style

Table 6 (A) Between Volunteers and Probation Officers, All Counties

<u>ISSUE</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
Talk	56	21			.057
Listen	25	7			.209
Hear both sides	6	36			.059
Refer to other agencies	0	36			.014
Home visits	6	21			.249

Table 6 (B) Between Volunteers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Talk	50	40	80	1.777	.411
Listen	17	20	40	.888	.641
Hear both sides	17	0	0	1.777	.411
Refer to other agencies	0	0	0		
Home visits	17	0	0	1.777	.411

Table 6 (C) Between Probation Officers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Talk	0	0	60	6.872	.032
Listen	0	0	20	1.938	.379
Hear both sides	50	20	40	.933	.627
Refer to other agencies	50	40	20	.933	.627
Home visits	50	0	20	3.309	.191

## 8. Criminal Behavior Counseling

Since criminal behavior is the reason that clients have come under the jurisdiction of the probation departments, it follows that this is an important area of concern in the rehabilitation of clients. The study attempted to identify different ways in which volunteers and probation officers approached this issue with their clients.

The interviews with the probation officers and volunteers identified two overt dimensions of counseling in the area of criminal behavior, and one surprising rejection of the issue area. The two overt areas are: (1) Confronting the clients with the reality of probably incarceration as consequences of future criminal activities and (2) stressing that client must be held responsible for any criminal activities. Both issues are obviously closely related. Table 7A shows significant differences in the frequency of counseling in criminal behavior between volunteers and probation officers. The probation officers are more likely to raise the issue of criminal behavior and its consequences with their clients. In contrast, volunteers exhibit an almost total avoidance of this whole issue area. The difference is an extreme one but does not necessarily reflect adversely on volunteers. It may be useful for the clients to have opportunities to build relationships based upon present circumstances, not on prior criminal activities, and volunteers provide such opportunities. Volunteer avoidance of criminal issues may be beneficial to clients.

Table 7

Differences in Criminal Behavior Counseling Style

Table 7 (A) Between Volunteers and Probation Officers, All Counties

<u>ISSUE</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
Reality/Consequences	13	50			.032
Stress Accountability/ Responsibility	6	14			.448
Don't deal with this issue	82	0			.0000

Table 7 (B) Between Volunteers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Reality/Consequences	17	0	20	1.066	.586
Stress Accountability/ Responsibility	17	0	0	1.777	.411
Don't deal with this issue	67	100	80	1.996	.368

Table 7 (C) Between Probation Officers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Reality/Consequences	50	80	20	3.600	.165
Stress Accountability/ Responsibility	0	20	20	.933	.627
Don't deal with this issue	0	0	0	---	---

## 9. Model Dimension I: Openness

The next four sections of this study report findings about the model of interpersonal relations. As the previous discussion about volunteers' reluctance to discuss clients' criminal backgrounds suggested, it may be beneficial to the clients to have the opportunities to build relationships with others that do not place the client at an initial disadvantage because of past criminal involvement. The study's focus on the interpersonal relations model dimensions of openness, owning, trust and risk seeks to determine if there are qualitative differences in the nature of the relationships between volunteers and clients as compared to probation officers and clients. We might expect such differences to exist because of the differences in the status of probation officers and volunteers, chiefly because of the official capacity of probation officers when they come in contact with clients, and also because of the limitations on time that probation officers have to spend with clients. We would expect to find higher levels of openness, owning, and trust between volunteers and their clients than between probation officers and their clients. Concerning risk, we would expect to find higher levels between volunteers and their clients than between probation officers and their clients. This expectation about risk levels is contrary to the general model which posits that low risk accompanies high levels of openness, owning and trust. However, the realities of the relationships of volunteers and clients suggest that the opposite may be the case. Because of the official nature of the probation officers' relationships with their clients,



**CONTINUED**

**1 OF 2**

we would expect risk to be an almost negligible factor. In contrast, however, volunteers' maintaining relationships with clients, is inherently a risky matter. Any one of a variety of chance comments made by a volunteer may serve to "turn off" a client. Hence, the risk element in a volunteer-client relationship is probably high.

Table 8 displays responses to the openness items. Four-fifths of both the volunteers and the probation officers say they have open relationships with their clients as a general matter, and their responses to the other openness items seem to bear this out. In relative terms, however, the volunteers seem to have more open relationships with clients than probation officers do. To illustrate, only one-third of the volunteers report there being times that they couldn't talk freely with their clients, while all of the probation officers report such times. Similarly, only one-third of the volunteers report clients' denying things are not going well, while none of the probation officers report such candor from clients. Twice as many volunteers as probation officers report being uncomfortable telling their clients things they don't want to hear. This suggests a sensitivity on the part of the volunteers that is not pertinent to most probation officers. This does not necessarily reflect negatively on the probation officers; none of them have as much time to devote to build a relationship with a single client as a volunteer does.

There appear to be no real differences in levels of openness among the volunteers across the three counties. Approximately 80% of the volunteers in all three counties report having open relation-



Table 8

## Differences in Openness With Client

Table 8(A) Between Volunteers and Probation Officers All Counties

<u>ISSUE</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
How Open is Relationship	81	78			.604
Do You Tell Client What is on Your Mind About Him	69	100			.030
Are You Uncomfortable Telling Client Things He Doesn't Want to Hear	63	28			.067
Were There Ever Times You and Client Couldn't Talk Freely	38	100			.00027
Are You Careful About What You Say to Client	88	100			.275
Does Client Deny Things are not Going Well	38	100			.00027
Has Client Ever Shocked You	31	57			.145

Table 8(B) Between Volunteers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
How Open is Relationship	83	80	80	.027	.986
Do You Tell Client What is on Your Mind About Him	83	60	60	.950	.621
Are You Uncomfortable Telling Client Things He Doesn't Want to Hear	50	80	60	1.066	.586
Were There Ever Times You and Client Couldn't Talk Freely	50	40	20	1.066	.586
Are You Careful About What You Say to Client	83	80	100	1.066	.586

Table 8(B) Continued

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Does Client Deny Things are not Going Well	0	80	40	7.466	.023
Has Client Ever Shocked You	33	40	20	.484	.784

Table 8(C) Between Probation Officers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
How Open is Relationship	75	80	80	.042	.979
Do You Tell Client What is on Your Mind About Him	100	100	100	---	---
Are You Uncomfortable Telling Client Things He Doesn't Want to Hear	25	40	20	.525	.769
Were There Ever Times You and Client Couldn't Talk Freely	100	100	100	---	---
Are You Careful About What You Say to Client	100	100	100	---	---
Does Client Deny Things are not Going Well	100	100	100	---	---
Has Client Ever Shocked You	50	60	60	.116	.943

ships. Only one statistically significant difference emerges in the volunteer analysis. A much larger percentage of the volunteers in Lancaster County report clients denying things are not going well. Two possible explanations for this difference come to mind: (1) perhaps clients in Lancaster county are not having any problems, or (2) perhaps the data reflect the involvement of some of the volunteers with juveniles.

## 10. Model Dimension II: Trust

Table 9 displays findings about levels of trust with clients. On the whole, most of both the volunteers and probation officers report high levels of trust in their relationships with clients. Over 80% of both groups report both that they trust their clients and that their clients trust them. Perhaps the second item in Table 9, which asks if clients mean what they say, probes deepest into the trusting aspects of interpersonal relations between volunteers and probation officers and their clients, and on this item, more volunteers than probation officers seem to indicate a basically trusting relationship exists with the client. Eighty-eight percent of the volunteers report that clients seem to be speaking their minds to them, while only half the probation officers report this trust. The difference is statistically significant. Significant differences are also found in Table 9 concerning the extent to which clients rely on their colleagues. Twice as many probation officers as volunteers report that clients do rely on them to some extent. Two possible explanations for this difference come to mind. First, the low reliance on volunteers may reflect an increased movement toward independence on the part of the client. Second, the high reliance of the client on the probation officer may reflect the inherently dependent relationship that clients have with probation officers. In effect, the data may be showing different kinds of reliance operating here, or perhaps the item was worded too broadly in the study.

Table 9

## Differences in Trust Levels With Clients

Table 9(A) Between Volunteers and Probation Officers, All Counties

<u>ISSUE</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
Do You Trust Your Client(s)	81	85			.567
Does Client Mean What He Says	88	50			.032
Does Client Trust You	100	92			.466
Does Client Rely on You, Much	44	86			.021
Are You Comfortable with Client	94	100			.5333

Table 9(B) Between Volunteers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Do You Trust Your Client(s)	66	100	80	1.996	.368
Does Client Mean What He Says	100	80	80	1.371	.503
Does Client Trust You	100	100	100		
Does Client Rely on You, Much	67	40	20	2.455	.293
Are You Comfortable with Client	83	100	100	1.777	.411

Table 9(C) Between Probation Officers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Do You Trust Your Client(s)	75	80	100	1.341	.571
Does Client Mean What He Says	75	40	40	1.400	.496
Does Client Trust You	100	80		1.938	.379
Does Client Rely on You, Much	100	80	80	.933	.627
Are You Comfortable with Client	100	100	100		

### 11. Model Dimension III: Owning

Owning is another critical dimension in interpersonal relationships. If a person is not willing or able to recognize or admit that his thoughts and feelings are his own, rather than deriving from some other source, he is not likely to be able to build lasting relationships with others. Table 10 shows differences in levels of owning between volunteers and probation officers. Two dimensions of owning are displayed in the table. First, owning by the volunteer or probation officer to the client. This first and third items tap this dimension. The second and fourth items tap the volunteers and probation officer's perceptions of the client admitting to having his own thoughts and feelings and being responsible for his own actions. In the first dimensional area, volunteers seem to report less owning than the probation officers do. Significantly fewer volunteers say they are comfortable telling their clients what they are thinking than probation officers. This difference may be negligible however, because the great majority of volunteers do report being comfortable with their clients.

In contrast however, there do appear to be major differences in the clients' levels of owning in their relationship with the volunteers and probation officers. Only one-third of the volunteers report their clients blaming others for their problems, while all of the probation officers report that their clients blame others. Similarly, almost all the volunteers report their clients accepting their feelings and actions as coming from themselves, while only

Table 10

## Differences in Owning Levels With Clients

Table (A) Between Volunteers and Probation Officers, All Counties

<u>ISSUE</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
Are You Comfortable Telling Client What You Are Thinking About Him	63	100			.013
Does Client Blame Others for His Difficulties	38	100			.0002
Are Comments You Make to Client From You	94	93			.724
Does Client Accept His Feelings and Actions as Being His Own	81	36			.014

Table 10(B) Between Volunteers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Are You Comfortable Telling Client What You Are Thinking About Him	83	60	40	2.204	.332
Does Client Blame Others for His Difficulties	50	40	20	1.066	.586
Are Comments You Make to Client From You	100	80	100	2.346	.309
Does Client Accept His Feelings and Actions as Being His Own	100	60	80	2.871	.237

Table 10(C) Between Probation Officers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Are You Comfortable Telling Client What You Are Thinking About Him	100	100	100		--
Does Client Blame Others for His Difficulties	100	100	100		--

Table 10(C) Continued

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Are Comments You Make to Client From You	100	80	100	1.938	.379
Does Client Accept His Feelings and Actions as Being His Own	25	20	60	2.022	.363



one-third of the probation officers report this acceptance. Both differences are statistically significant.

These findings about owning levels appear constant across the three counties for both volunteers and probation officers. Table 10B shows no differences in either dimension of owning among the volunteers, and Table 10C shows no differences among probation officers.

## 12. Model Dimension IV: Risk

Two differences are present in risk levels in relationships with clients between volunteers and probation officers. The first area of difference can be seen in Table 11A, item 2, which asks if the volunteer or probation officer says things that the client won't like. Willingness to do so indicates low levels of risk in a relationship. All of the probation officers report willingness to risk while only two-thirds of the volunteers report dealing with their clients in this manner. In a guarded relationship, one in which the parties are not at ease with one another, they may not be willing to risk alienating the other person. Volunteers appear to be more sensitive to risk problems than probation officers.

The second area of risk difference can be seen in item 3. This question asks if the client has ever indicated surprise at something the volunteer or probation officer said. Willingness to reveal surprise reactions is another important indicator of open relationships. Only thirty percent of the volunteers indicated that clients will show surprise reactions, while nearly all the probation officers reported in the affirmative. Two explanations are possible: (1) clients are holding back more in their relationships with volunteers than with probation officers; or (3) the high response of probation officers is a reflection of the official character of their relationships with clients. While these differences remain constant across the three counties, this phenomenon of the risk element in client relations with volunteers and probation officers needs further study.

Table 11

Differences in Risk Levels With Clients

Table 11(A) Between Volunteers and Probation Officers, All Counties

<u>ISSUE</u>	<u>VOL</u> <u>% Yes</u>	<u>P.O.</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>	<u>FISHER</u> <u>PROB</u>
Have You Ever Indicated Surprise at Something Client Said	31	58			.145
Do You Say Things Client Won't Like	63	100			.013
Has Client Ever Indicated Surprise at Something You Said	31	93			.00073
Are You Uncomfortable Telling Client What He Needs to Know	31	29	2.066		.595

Table 11(B) Between Volunteers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Have You Ever Indicated Surprise at Something Client Said	17	40	40	.950	.621
Do You Say Things Client Won't Like	83	40	60	2.204	.332
Has Client Ever Indicated Surprise at Something You Said	17	40	40	.950	.621
Are You Uncomfortable Telling Client What He Needs to Know	0	60	40	4.829	.089

Table 11(C) Between Probation Officers, Across Counties

<u>ISSUE</u>	<u>DAUPHIN</u> <u>% Yes</u>	<u>LANCASTER</u> <u>% Yes</u>	<u>CUMBERLAND</u> <u>% Yes</u>	<u>X<sup>2</sup></u>	<u>PROB</u>
Have You Ever Indicated Surprise at Something Client Said	25	80	60	2.770	.250
Do You Say Things Client Won't Like	100	100	100	---	---
Has Client Ever Indicated Surprise at Something You Said	100	100	80	1.938	.379
Are You Uncomfortable Telling Client What He Needs to Know	25	20	40	.525	.769

### 13. Discussion

The purpose of this study is to determine if differences exist in relationships between volunteers and their clients and probation officers and their clients. The study focuses on three major areas of differences: (1) in frequencies in duration and contacts and duration of contacts with clients; (2) in the content in contacts with clients; and (3) in the style of the interpersonal relationships with clients.

Data gathered for this study indicates a major difference in only one of these three areas. Volunteers meet with their clients much more frequently and spend more time with them than do probation officers. This is consistent with the rationale for volunteer programs in probation. The findings hold for all three counties. In all of the counties, volunteers are more accessible than probation officers are.

No major patterns of differences emerged in the data for the other two foci of the study. There are not many differences in the kinds of issues discussed between volunteers and their clients and between probation officers and their clients. Of the few issue differences that were found, the most important seems to be the lack of emphasis on the clients' criminal past by volunteers compared to probation officers.

The volunteers are less open, more trusting, less owning and feel more risk in their contacts with clients than probation officers do. On the other hand, however, the findings indicate that the

clients are more open, more trusting, and more owning with volunteers than with probation officers. These latter findings suggest a value in having non-official volunteers available as contact people for clients. The findings also suggest that emphasis be placed on training volunteers in interpersonal relations and counseling to take advantage of clients more open approach to volunteers than to probation officers.

On the whole, all the findings of the study are objective rather than subjective, in that the data were gathered through interviews and not through "hard" observations of interactions between volunteers or probation officers and clients. Ideally, clients also should have been interviewed but both resources and issues of confidentiality precluded doing so. Hence this study's findings should not be taken as final. Much more research about volunteer programs is needed.

In the final analysis, the "best" measure of the impact of a volunteer program would be a study of recidivism of the clients. Do clients exposed to volunteers show better re-adjustment than clients who have not received volunteer services, and do variations in styles of volunteers services relate to differences in adjustment? Unfortunately, recidivism is influenced by a variety of other factors other than clients receiving volunteer services, and any study of recidivism in this context would be a major, and, probably an indeterminate undertaking.

Despite these limitations, it may be useful to know the extent of recidivism among the clients of the volunteers surveyed in this

study. Accordingly, a follow-up study was done to find out the long term adjustments of these clients. The volunteer group surveyed in this study services 18 clients (one volunteer works with 3 different clients).

Of these eighteen clients, three have been rearrested since they have come in contact with volunteers. Of these three arrests, two have been merely "technical" violations of probation or parole conditions, both essentially problems of the client failing to pay fines or other costs on time. Only one rearrest has been for a criminal violation, shoplifting. This one criminal arrest occurred in Lancaster County. If criminal arrests are the standard for calculating recidivism, this one arrest indicates a 6% "failure" rate for the three VIP programs taken together. If any rearrest is taken as the standard, then the problem rate for the three programs is 18%. In either event, the rates compare favorably with the recidivism rate for Pennsylvania as a whole, which is in the neighborhood of 20% one year after release for prison or probation sentencing to 40% within three years. Recidivism rates are not computed by the probation and parole offices in the three counties, so no direct comparisons by county or for all three are possible. In any event, the low recidivism rate for VIP clients in the sample strongly suggest a beneficial impact for the VIP efforts in the three counties.

APPENDIX A  
Volunteer Questionnaire



QUESTIONNAIRE  
VOLUNTEER

1. What types of issues do you discuss with your clients?

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2. How many times do you see your clients?

Monthly \_\_\_\_\_ Weekly \_\_\_\_\_

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3. How do you assist your client in fulfilling the demands of probation/parole?

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4. How do you perceive your role as a volunteer?

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5. How do you assist your client in work adjustment?

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6. How much time do you spend with your client?

Monthly \_\_\_\_\_ Weekly \_\_\_\_\_

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7. How open is the relationship between you and your client?

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8. Are you comfortable in telling your client what you are thinking or feeling about them?

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9. Have you ever indicated to your client that you were surprised at something they said?

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10. Do you feel that you have received adequate training in order to deal with your client?

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11. Do you trust your client?

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12. Do you tell your client what is on your mind about him/her?

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13. Do you believe that your client really means what he/she says to you?

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14. Do you feel uncomfortable telling your client things that he/she does not want to hear?

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15. Do you feel that your client trusts you?

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16. Are you comfortable in dealing with your client?

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17. Do you sometimes say things to your client knowing that he won't like what you say?

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18. When you make comments or criticisms to your client, do you phrase them as being your opinions?

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19. Does your client blame other people for his/her difficulties?

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20. Has your client ever indicated surprise at something you told him?

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21. Have there been times when you and your client were not able to talk freely?

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22. How much do you think your client relies on you?

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23. Does your client accept his/her feelings and actions as being their own?

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24. Are you careful about what you say to your client?

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25. Does your client ever deny that things are not going well?

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26. Has anything your client told you ever come as a shock to you?

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27. Are you ever uncomfortable telling your client things you think he/she should know?

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28. How do you assist the client with his/her family relationships?

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29. How do you counsel your client regarding criminal behavior?

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30. Have your own life experiences assisted you in your role as a volunteer?

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APPENDIX B

Probation Officer Questionnaire

QUESTIONNAIRE  
PROBATION OFFICER

1. What types of issues do you discuss with your clients?

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2. How many times do you see your clients?

Monthly \_\_\_\_\_ Weekly \_\_\_\_\_

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3. How do you assist your clients in fulfilling the demands of probation/parole?

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4. How do you perceive your role as a probation officer?

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5. How do you assist your clients in work adjustment?

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6. How much time do you spend with your clients?

Monthly \_\_\_\_\_ Weekly \_\_\_\_\_

7. How open is the relationship between you and your client?

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8. Are you comfortable in telling the clients what you are thinking or feeling about them?

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9. Have you ever indicated to any of your clients that you were surprised at something they said?

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10. Do you feel that you have received adequate training in order to deal with your clients?

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11. Do you trust your clients?

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12. Do you tell your clients what is on your mind regarding them?

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13. Do you believe that your clients really mean what they say to you?
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- 
14. Do you feel uncomfortable telling your clients things that they do not want to hear?
- 
- 
15. Do you feel that your clients trust you?
- 
- 
16. Are you comfortable in dealing with your clients?
- 
- 
17. Do you sometimes say things to your client knowing that he won't like what you say?
- 
- 
18. When you make comments or criticisms to your clients about their behavior or attitudes do you phrase them as being your own opinions?
- 
- 
19. Do your clients blame other people for their difficulties?
- 
- 
20. Have your clients ever indicated surprise to something you told him?
- 
- 
21. Have there been times when you and your clients were not able to talk freely?
- 
- 
22. How much do you think your clients rely on you?
- 
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23. Do your clients accept their feelings and actions as being their own?

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24. Are you careful about what you say to your clients?

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25. Do your clients ever deny that everything is not going well?

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26. Has anything your clients told you ever come as a shock to you?

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27. Are you ever uncomfortable telling your client things you think he needs to know?

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28. How do you assist the clients with their family relationships?

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29. How do you counsel your clients regarding criminal behavior?

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30. Have your own life experiences assisted you in your role as a probation officer?

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Southcentral Region  
Correctional School System:  
Implementation Plan

Submitted to:

The Southcentral Regional Council  
Governor's Justice Commission

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## Rationale for Educational System

The Correctional Education Advisory Committee of the Education Commission of the States (ECS) has identified severe educational problems among offender populations. Martinson (1974) points out that no rehabilitative program shows much positive change over a more punitive approach. Towns and McKenna (1977) agree that since a punitive approach cannot be shown to be more effective, a less onerous and more humanistic system should be chosen. In addition, such systems are generally less expensive. Therefore a region wide school system for county prisons is proposed. Texas, Connecticut, Illinois, New Jersey, Arkansas, and Ohio already have statewide correctional education systems. Cook County, Illinois and Los Angeles City Jail (both with average daily census of more than 2000) have local correctional school systems. Apparently, no one has a several county system.

The premise for the proposed school system is that it can facilitate the individual inmate's assimilation into a career, help him acquire new perceptions and skills, and prevent further incarceration.

To aid the inmate's progress, all inmates should hold jobs within the prison, be on work release, or attend some full time educational or vocational program.

The basic assumptions for such a system are the following:

- a) the system is organized across the entire Southcentral Region of the Governor's Justice Commission
- b) financial and service resources are centralized
- c) educational resources of the communities are utilized extensively
- d) "short term" inmates require specialized materials and methods
- e) work release programs and educational programs should be integrated and
- f) legally constituted educational units have broader access to state and federal sources of funds.

## Implementation Plan

### Policy Making Board

The rationale for a policy making board which also monitors a school system has been accepted generally in the United States. Arguments for control by the non-specialist from the community are well documented. What are the possible benefits from such a school board for the Southcentral Region Correctional School System (SCRCS)?

It would seem that a community based educational and work release program should have community input. In addition, community public relations will be helped with such representation on the board. Placement for educational and work release prisoners when they become ex-offenders will be facilitated with business representatives on boards.

Several possible boards with different compositions are proposed. Each board should have an uneven number of people with education and community persons in the greater number.

#### Board Structure A:

The Southcentral Regional Council shall be augmented with community representatives and constitute the School Board. The head administrator of the SCRCS shall serve as an ex-officio member.

Simultaneously each county prison shall constitute an advisory council with community and prison inmates as members. These advisory councils serve as local facilitating and monitoring subcommittees.

#### Board Structure B:

The advisory councils in A above shall be constituted first and elect two members to serve as an executive committee which constitutes the SCRCS School Board with the head administrator as an ex-officio member.

Board Structure C:

The warden, one education person, one community representative and one inmate in each county shall constitute the SCRCSS Board with the head administrator as an ex-officio member.

Recommended:

Structure B

Funding

Estimates of the yearly cost of incarceration of one inmate vary from \$2000 to \$8000. Yet this figure does not include such costs as court fees, lawyers fees, welfare to a dependent female/male or aid to dependent children. If all such costs are computed for the "average" prisoner, then the yearly cost per inmate climbs to \$14,000 - \$20,000.

School costs, particularly when school systems are community based, would in the long run not make costs as high as \$14,000 per inmate. Coupled with the average 6-12% reduction in recidivism rates generally reported for those completing education programs, the funding of prison education systems generates a good cost/benefit ratio.

According to the Adult Basic Education (ABE) Act all citizens have a right to a free education until they are 21. County prison populations do include people aged 17 to 21. Therefore educational services for them are mandated and funds should be requested. In several programs (New Jersey, Los Angeles, Cook County) monies are used for materials which can then be shared with those over 21.

Some inmates are veterans and eligible for educational benefits. For those prisoners such assistance should be sought.

A Federal District Court ruled in Rutherford vs. Hutto (1974) that a state has a sufficient interest in eliminating illiteracy among convicts to justify mandatory attendance at prison school classes. (Tennessee Law Review, V 42, N 4, Summer, 1975,

p. 793-803). If this ruling were implemented in county prisons, then adult basic education and veteran's funds would increase in amount.

Contractual agreements can be negotiated with community based services. Funding for these contracts should come from each county's budget.

Recommended:

All sources of funding, including grant proposals, should be pursued by the administrator/coordinator.

Administrator or Coordinator

For the SCRCSS an head administrator should be hired as soon as the Board constitutes itself and develops a screening procedure. The job description and qualifications are outlined in Appendix A.

Should the SCRCSS not be constituted, a coordinator of educational programs for the county prisons should be hired. The salary for the coordinator should be paid by each county contributing a proportional share (for example, Dauphin County with a larger inmate population would contribute more than Lebanon County). Job descriptions and qualifications are outlined in Appendix A.

Other supervisory personnel can be added as the school system develops and incorporates more teachers and differing programs.

Recommended:

An head administrator to be called Superintendent should be hired.

Community Psychologist or Community Relations Specialist

This person should be the second staff member hired whether the SCRCSS is constituted or not (if not, the salary is prorated like the coordinator's is). The task of this person is community oriented. The person shall

1. educate the public toward a non-prison system which is community based (this may include publicity, speeches, surveys, research studies on inmates, etc.)

2. negotiate education release, educational furloughs, educational contracts, etc.
3. advocate for the inmate within the communities and
4. generate community concern and input into the SCRCSS.

Qualifications: a master's degree in community psychology with some public information work experience highly desirable.

Recommendation:

Whether or not a school system is instituted, this person and the administrator or coordinator are needed to make the present county education system work better through coordination and sharing of programs, methods, and "what works".

Educational Diagnostic Center

Possibilities of contracting with a state prison facility (such as Whitehill) to do assessment of inmates should be pursued. Although such state centers expend a lot of effort in assessing personality factors, they can also measure academic achievement levels. Skills in decision making and social adjustment scales can be added as things to measure.

If contractual arrangements cannot be made to use the facilities and expertise at Whitehill, then an educational diagnostic specialist should be hired. This person would be the third staff member whose salary would also be prorated. This staff member could travel on a fixed schedule to each prison. Later the educational diagnostic center could be housed in a portable trailer.

About three days of diagnosis and individual counseling would be needed. Therefore a three day stay at each prison would be needed.

The goal of testing is to screen in (not out) and provide the basis for individual treatment plans for each inmate. Measurement and assessment of inmates should include:



1. demographic data
2. achievement and aptitude scores
3. decision making skills measured
4. perception of social reality measures
5. social history outlines
6. career orientation measures

Recommendation:

Contracting for the services is the first priority.

Contingency-Incentive Contracting

As a part of the assessment and educational diagnosis process, an individualized plan is constructed for each inmate. However, the most important part of this planning is the insistence that control of the inmate's stay in prison, work or education, and career outside prison can be under her/his control. To teach dependency on the prison's control of the inmate is to increase recidivism rates.

Therefore a contract system should be an integral part of the process. This means specific objectives need to be worked out with each inmate. The system can include a legally binding contract as in Wisconsin's Mutual Agreement Program (MAP). An example of the intake procedures and contract system used in the Vanier Centre for Women, Ontario, Canada is included in Appendix B.

Recommendation:

Any contract system broken into specific goals and short time lines will work. Incentives (rewards such as extra phone or commissary privileges, weekend furloughs, etc.) should be written into the contracts.

Teachers

For contractual services in a school district or at adult basic education centers and vocational schools, teachers would be certificated.

If there are high risk prisoners who cannot be released into the community, basic education should be provided within the prison. Teachers of these prisoners need course work in remedial reading, special education, abnormal psychology and social education.

Every teacher needs to include counseling in the form of discussions and advising. Developing coping skills is at least as important as reading. Coping skills usually include planning or goal setting, communication, cooperation, conflict resolution and decision making.

It is possible to conceptualize several models, each requiring different divisions of teachers:

- A: All education, including coping skills and vocational training, is contracted out. Only a G.E.D. or ABE program is offered in the prison.
- B: Only academic and vocational programs are contracted out. Coping skills, poetry and expository writing modules are done inside the prison and are used as affective programs effecting attitudinal change.
- C: Only vocational programs requiring expensive equipment are contracted for outside the prison.

Recommendation:

Model B should begin the program with working toward Model A as a goal.

Curriculum and Materials

The basic concepts are that all educational and training work by the inmate is:

1. on a contract system
2. individualized
3. in short modules (one to two pages) and
4. that goals are reasonable and rewards are high.

An extended bibliography of materials and programs is found in Appendix C. There are, however, some basic programs seldom given to prison inmates or contracted for in community programs. These should be considered for possible offering in the prisons:

1. health education including diet and exercise rules, dental care, etc.
2. sex education, including venereal disease and family planning concepts
3. career education including skills in filling out job applications, compiling work histories and practicing interviewing skills.

Recommendation:

All of the above seven guidelines should be a part of the proposed program.

Special Concerns

Coordination with Work Release:

Since assessment and diagnosis for educational and work release purposes both entail attitude measures, the diagnostic specialist should undertake all the measures.

Further, the community psychologist would be involved in structuring work release programs. Therefore a separate system of work release supervision is not recommended.

Learning Disabled and Mentally Retarded

Records of our prison populations consistently show a subgroup of inmates who are mentally retarded. Hopefully, the diagnostic center and procedures given above will help pick out these persons. Intermediate Units should be contacted for contractual services to such inmates.

There are even greater percentages of the learning disabled than the mentally retarded. Some correctional education officials think there may be as high as 40% of their population which have some learning disability; hearing loss, dyslexia, etc. These persons should also be identifiable in the screening process. Special teachers need to be contracted from the Intermediate Units.

## Women

Special counseling attention should be directed toward women inmates whose incarceration generates more stigma than does that of a male. Newer counseling procedures just for women need to be used (NIDA, 1976). Female offenders are poor, young, undereducated and often single with dependent children. The cost of her incarceration, including aid to dependent children, is very high. Most vocational education for women prisoners has remained a traditional "feminine" one; i.e., cosmetology, nurse's aide, etc. Non traditional careers should be explored.

## Tracking Systems

If a prison education system is truly a rehabilitative one, it will include the various career education components outlined above. Special prerelease job counseling and job placement programs should be the responsibility of the SCRCSS.

## Evaluation

### Program

- A. The SCRCSS should do a self evaluation which would then be critiqued by an outside evaluation team.
- B. If governmental monies are used, evaluation by outside person(s) will be mandated.
- C. The following guidelines should be used for assessment:
  1. How closely does the school program meet the 1977 Commission for Accreditation for Corrections Standards? (See Appendix D)
    - a. An analysis of why certain standards are not met would be required.
  2. How nearly does the school system adhere to its own stated goals and policies?
    - a. Such goals and policies shall have been written by the policy making board, advisory councils at each prison, and school personnel.

3. What special qualifications do school personnel have?
4. What kinds of curriculum and materials exist?
5. What kind of testing is available?
6. What are the special services (for learning disabled, handicapped, ill, mentally retarded)?
7. What are the components of the social adjustment program?
8. What (and how effective) are the inmate tracking systems?
9. Is there pre-employment counseling, referral, and placement?

### Students

#### A. Individual prisoners

1. Measure achievement levels in reading. (Pre-post testing)
2. Measure achievement levels in math. (Pre-post testing)
3. Measure prisoner self esteem or self image. (Pre-post testing)
4. Measure prisoner social problem solving skills. (Pre-post testing)
5. Measure work related attitudes. (Pre-post testing)
6. Interview prisoners on goals of his (her) education program (Pre-post interviews)

#### B. All prisoners, summary statistics

1. Compare recidivism rates of work release, educational programs, and work-in-prison-only inmates.
2. Do employment follow-up studies on the three kinds of prisoners in 1 above. Check for length of employment, pay scales, number of jobs.

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APPENDIX A  
Administrator/Coordinator



Regional Educational Coordinator  
Job Description

The general role of the Regional Director is to coordinate and facilitate the development and implementation of educational programs, to facilitate cooperation among the county prisons of programs, equipment, and materials, and to facilitate the utilization of programs outside agencies.

1. The Coordinator shall be responsible for providing the most recent information regarding education programs, materials, and innovations appropriate for county prisons to county prison education personnel.
2. The Coordinator shall provide technical assistance for the writing of proposals to secure grants and subsidies.
3. The Coordinator shall act as liason between the county prison and the educational agencies--school districts, intermediate units, and P.D.E.
4. The Coordinator shall arrange for and coordinate contracts with other agencies.
5. The Coordinator shall coordinate the acquisition and use of equipment and materials.
6. The Coordinator shall arrange for and coordinate the administration and interpretation of examinations.
7. The Coordinator shall facilitate, develop, and implement cooperative programs with other agencies.
8. The Coordinator shall arrange for and implement in service education for county prison personnel.
9. The Coordinator shall perform other duties as required.

Job Qualification

The Regional Educational Director shall have attained a minimum of a master's degree in education and a minimum of three year's experience in prison education. The Coordinator shall have knowledge of: grant and contract writing: prison education programs, administration and interpretation of standardized tests, and techniques of developing group cooperation.

The Regional School Director  
Job Description

The role of the Director is to administer the regional school system established by the component county prisons.

The Director shall be responsible for:

1. Preparing the annual budget of the System.
2. Administering the policies established by the Regional Board.
3. Administering the approved budget of the Regional School System.
4. Planning of the various programs and curricula of the System.
5. Implementing the programs and curricula of the System.
6. Coordinating the facilities, materials, and personnel of the System.
7. Supervising and evaluating the personnel of the System.
8. Recommending persons to be employed to the Regional Board.
9. Making recommendations for new or modified policies to the Board.
10. Other responsibilities as required by the Board.

Job Qualifications

The Director shall have attained a masters degree in education, certification in educational administration, and three years experience in prison education. The Director shall possess knowledge of educational administration, curriculum development, supervision and evaluation, and prison educational programs.

APPENDIX B  
Contract System

Figure I

PHASE I

<u>Assessment</u> / <u>Re:</u>	<u>Orientation</u> To Opportunities: <u>VANIER</u>	<u>Co-Correctional</u>	<u>BRAMPTON</u>	<u>OTHER</u> <u>COMMUNITIES</u>
1. Behaviour )				
2. Security Status)				
3. Academic Standing	- Correspondence Course tuition, upgrading	- Classroom teaching, Upgrading	- High Schools Community College	- High School, College University
4. Vocational Skills	- Basic Work Skills (i.e. work areas)	- Trade Training	- Short-term } Long-term } Jobs	- Regular Employment
5. Leisure Interests	- Complex Activities	- Co-ed Group	- Community Centre, Y.W., Movies, theatre, physical activities, etc.	
6. Psycho-Social factors i.e. environmental supports, pressures,	- C.O. counselling - Small groups - Individual psycho- therapy		- E. Fry - Family Service Centre - A.A.	- A.Y., A.A., E.Fry - Halfway Houses, - Agencies

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Figure II

PHASE II

Pre-Negotiation

Resident issued a Work Sheet  
to set out plans re:

1. Behaviour )
2. Security status)
3. Education/Skill Training
4. Work Assignment
5. Leisure Pursuits
6. Other (i.e. living arrangements upon release; community support services, specialized treatment, etc.)



Placement Board

If approve plan in principle,  
resident is assigned to:

1. Cottage
2. Work Area
3. Meet with staff, other resource persons re:  
finalization of M.A.P.  
plans in readiness for  
Negotiation Phase.

Figure III

PHASE III

(Face-to-face) Negotiations

with PLACEMENT BOARD

1. Terms of Agreement clarified:
  - a) programme - specific objectives
  - b) conditions - specific to be met in attaining a)
  - c) violations - specific that would jeopardize Agreement.
2. Guaranteed Earned Remission
3. Agreement signed

Level I Agreement

This agreement between \_\_\_\_\_ and Vanier Centre for Women whereby a resident of an Ontario correctional institution is guaranteed earned remission of sentence is based on:

- (i) the resident successfully completing the specified program objectives ("Successfully complete" for the purpose of this agreement means completed with a passing grade or evaluation of satisfactory within the reasonable capabilities of the resident, for the specific program or service objective being evaluated by the responsible staff member assigned to the individual program or service objective);
- (ii) the institution (and Probation and Parole Services when applicable) providing the necessary specified programs and services; and
- (iii) the resident not committing any further illegal acts, and abiding by Ministry and institutional rules and regulations.

PART I - RESIDENT

I, \_\_\_\_\_ understand and agree to successfully complete the objectives as they are specifically outlined in PART III below in consideration for GUARANTEED EARNED REMISSION of my sentence. I understand that, at any time, I may submit a request to the Program Planning Board for renegotiation of this agreement. I will to the best of my ability carry out the objectives of this agreement, and realize that failure to do so will cancel and negate the agreement.

PART II - INSTITUTION (and Probation & Parole Services when applicable)

I, Velta Brumelis, as chairperson of the Program Planning Board, representing Vanier Centre for Women agree to provide the necessary programs and services specified in PART III below to enable \_\_\_\_\_ to timely and successfully complete the objectives of and perform this agreement.

I, Dorothy Simpson, representing the Ontario Probation and Parole Services agree to work with \_\_\_\_\_ in obtaining, timely and successfully, the necessary community programs and services specified in PART III below.

PART III - OBJECTIVES

1. I will continue to engage in Cosmetology classes at Vanier (Mon. - Fri. a.m.) and will satisfactorily complete the program established between myself and Mrs. C. Waller, Instructor, by August 19, 1977.
2. As of May 16, 1977, I will enroll in the Graphic Arts Course at Brampton A.T.C. (Mon. - Fri. p.m.) and will satisfactorily complete the program established between myself, Mr. P. Culver, Principal, and Brampton Adult Training Centre staff by Nov. 11, 1977.

Date Completed/  
Amended

PART III - OBJECTIVES (Continued)

Date  
Completed/  
Amended

3. I will continue to engage in the institutional work training program in the area of housekeeping and will satisfactorily undertake work in this area when not involved in Cosmetology/B.A.T.C. class. This to continue until August 19, 1977.  
(Instructors: Mrs. F. Ives and Mrs. L. Silverston).
4. I will continue to engage in the Yoga program at Vanier, attending 90% of available classes and earning average or better reports until Nov. 11, 1977. (Instructors: Recreation Staff).
5. I will continue to participate in the Drug Group counselling program until July 22, 1977, attending a minimum of 90% of the sessions and earning average or better reports.  
(Leader: Ms D. Lawson, M.S.W.).
6. No later than June 6, 1977 I will enroll in the Community Awareness Program at Vanier (six weeks), attending 90% of available classes and earning average or better reports.  
(Instructors: Mrs. A. Pride and Mrs. P. Whitehead).
7. No later than June 6, 1977 I will enroll in the Recreational Skills Program at Vanier, and will satisfactorily complete the program by August 19, 1977.
8. No later than July 4, 1977 I will enroll in the Outdoor Club Activity Program run by the Recreation Dept. and will satisfactorily complete this program which shall include, camping, canoeing and swimming by August 31, 1977.
9. Starting July 4, 1977 I will enroll in a five week swimming program on a twice-weekly basis, and will satisfactorily complete this program by obtaining my bronze swimming medal.
10. No later than August 22, 1977, I will transfer to Ingleside and begin volunteer work if available at A.R.C. Industries, to be continued until Nov. 11, 1977.
11. No later than September 5, 1977, I will enroll in the Recreation Dept.'s Applied Leadership and Group Work Program, and will satisfactorily complete this program by Nov. 11, 1977.
12. No later than Nov. 14, 1977, provided space is available and I am accepted at E. Fry House, Toronto, I will be placed in the Community Residential Agency Program and remain there until my release. While at E. Fry House, I will secure and maintain employment according to the conditions of the Temporary Absence Program. Prior to Nov. 14, 1977 I will, with the institution's assistance, obtain my Birth Certificate and/or Social Insurance Number, and apply for an individual O.H.I.P. Number.  
  
While engaged in the C.R.A. Program, I will maintain a savings in my trust account equal to a minimum of \$20.00 weekly of my wages earned, to be put aside for my release.
13. No later than Dec. 5, 1977, I will be interviewed by an Addiction Research Foundation Counsellor and will become involved in a program recommended by him/her, earning average or better reports.



PART IV - CONDITIONS FOR VIOLATION OF AGREEMENT

I, \_\_\_\_\_ understand that this agreement is subject to review and may be renegotiated or declared null and void if:

- (i) I commit an act which, if dealt with in a court of law, could result in conviction;
- (ii) I commit more than one infraction of the institutional rules in any month or any serious act of behaviour resulting in misconduct proceedings;
- (iii) Previously unknown information regarding outstanding charges and/or warrants becomes available.

I further understand that it is my responsibility to abide by that level of custody to which I am assigned after transfer from the Vanier Assessment/Orientation Cottage. Should this agreement call for a reduction in custody (e.g. a transfer to a community residential placement), it is my responsibility to assure that I continue to be eligible for a transfer to minimum custody status. Should I fail to progress to minimum custody status, or should I transfer to maximum custody status, this agreement is subject to review and may be renegotiated or declared null and void.

Signature of Resident	Date	Chairperson, Program Planning Board	Date
Resident Program Manager	Date	Probation & Parole Services Representative	Date

Figure IV

(Face-to-face) Negotiations

with PAROLE BOARD (in joint consultation with Placement Board)

- Basis of discussion - Level I Agreement re: Earned Remission

- Modifications re: Conditions, additional expectations, etc.

1. Terms of Agreement clarified:
  - a) programme - changes if any
  - b) conditions - changes if any
  - c) violations - changes if any

2. Agreement signed

Level II Agreement

Vanier Centre for Women, Ontario, Canada



Ontario Ministry of Correctional Services

Vanier Centre for Women - MUTUAL AGREEMENT PROGRAM - LEVEL II

This agreement between ..... #..... and the Ontario Parole Board whereby a resident of an Ontario correctional institution is guaranteed a definite parole date is based on:

- (i) the resident successfully completing the specified program objectives ("Successfully complete" for the purpose of this agreement means completed with a passing grade or evaluation of satisfactory within the reasonable capabilities of the resident, for the specific program or service objective being evaluated by the responsible staff member assigned to the individual program or service objective);
- (ii) the institution (and Probation and Parole Services when applicable) providing the necessary specified programs and services; and
- (iii) the resident not committing any further illegal acts, and abiding by Ministry and institutional rules and regulations.

PART I - RESIDENT

I, ..... #..... understand and agree to successfully complete the objectives as they are specifically outlined in the LEVEL I Agreement dated ..... plus (if applicable) any further conditions as stated in PART IV below in consideration for a GUARANTEED PAROLE DATE, viz..... I understand that, at any time, I may submit a request to the Ontario Parole Board for renegotiation of this agreement in consultation with ..Vanier Centre for Women. I will to the best of my ability carry out the objectives of this agreement, and realize that failure to do so will cancel and negate the agreement.

PART II - ONTARIO PAROLE BOARD

The case of ..... #..... was considered by the Ontario Parole Board during a meeting at ..... On ..... and it was agreed that parole should be granted as of ..... provided he/she timely and successfully completes the objectives of this agreement as specified in the LEVEL I Agreement and (if applicable) as stated in PART IV below. Failure to do so will cancel and negate this agreement.

PART III - INSTITUTION (and PROBATION & PAROLE SERVICES when applicable)

I, ....., representing Vanier Centre for Women agree to provide the necessary programs and services specified in the LEVEL I Agreement and (if applicable) as stated in PART IV below to enable ..... #..... to timely and successfully complete the objectives of and perform this agreement.

I, ....., representing the Ontario Probation and Parole Services agree to work with..... #..... in obtaining, timely and successfully, the necessary community programs and services specified in the LEVEL I Agreement and (if applicable) as stated in PART IV below.

PART IV - OBJECTIVES (Summary of Level I Agreement conditions PLUS - if applicable - additional conditions, in full detail)

..... #.....

Date Completed/  
Amended

PART V - CONDITIONS FOR VIOLATION OF AGREEMENT

I, ..... # ..... understand that this agreement is subject to review and may be renegotiated or declared null and void if:

- (i) I commit an act which, if dealt with in a court of law, could result in conviction;
- (ii) I commit more than one infraction of the institutional rules in any month of any serious act of behaviour resulting in Misconduct proceedings;
- (iii) Previously unknown information regarding outstanding charges and/or warrants becomes available.

I further understand that it is my responsibility to abide by that level of custody to which I am assigned. Should this agreement call for a reduction in custody (e.g. transfer to a community residential placement), it is my responsibility to assure that I continue to be eligible for a transfer to minimum custody status. Should I fail to progress to minimum custody status, or should I transfer to maximum custody status, this agreement is subject to review and may be renegotiated or declared null and void.

Signature of Resident	Date
Resident Program Manager	Date
Probation & Parole Services Representative	Date

Confirmed by Minutes of Ontario Parole Board Meeting held at .....

.....

On.....

APPENDIX C

Programs and Materials

Addison-Wesley, General Catalog, Specifically Includes: College Education, Elementary, Secondary, Career; Reading, Mass.

Barnell Loft, Ltd., General Catalog, Specifically Includes: Education, Vocation; Baldwin, N.Y.

Bennett Books, General Catalog, Specifically Includes: Avocation, Home Economics and Industrial Education; Peoria, Illinois

Cambridge, General Catalog, Specifically Includes: Education, Video Tapes; New York, N.Y.

Changing Times Education Service, General Catalog, Specifically Includes: Career, Education, Vocation; Washington, D.C.

Curriculum Associates, General Catalog, Specifically Includes: Education; Woburn, Mass.

Consumer Reports, General Catalog, Specifically Includes: Teaching Tools and Movies Based on Magazine; Mt. Vernon, N.Y.

Control Data Education, Co., General Catalog, Specifically Includes: Electronic Education; Minneapolis, Minnesota

Delmar Publishers, General Catalog, Specifically Includes: Vocation, Education; Albany, N.Y.

Dexter & Westbrook, Ltd., General Catalog, Specifically Includes: Education; Baldwin, N.Y.

Globe Book Co., General Catalog, Specifically Includes: Educational Tapes, Newspaper Workshops; New York, N.Y.

Lowell and Lynwood, Ltd., General Catalog, Specifically Includes: Education, Vocation; Baldwin, N.Y.

McCormick-Mathers, General Catalog, Specifically Includes: Education; Florence, Kentucky

McGraw-Hill Book Company, General Catalog, Specifically Includes: Educational Tapes, Career, Life Skills, Independent Living Series; New York, N.Y.

P.A.R., Inc., General Catalog, Specifically Includes: Education, Life Skills; Providence, R.I.

The Psychological Corporation, General Catalog, Specifically Includes: Education, Video Tapes; New York, N.Y.

Scholastic Testing Service, Inc., General Catalog, Specifically  
Includes: Testing; Bensenville, Illinois

Society for Visual Education, Inc., General Catalog, Specifically  
Includes: Films, Education, Careers; Chicago, Illinois

Steck-Vaughn Co., General Catalog, Specifically Includes:  
Education; Austin, Texas



APPENDIX D  
Manual of Standards for  
Adult Correctional Institutions

MANUAL OF STANDARDS  
FOR  
ADULT CORRECTIONAL  
INSTITUTIONS

Commission on Accreditation  
For Corrections  
6110 Executive Boulevard, Suite 750  
Rockville, Maryland 20852

August, 1977

## EDUCATION AND VOCATIONAL TRAINING

4393 There is a certified, comprehensive and continuous education program for inmates that extends through the high school level. (Essential)

DISCUSSION: The institution should provide a comprehensive education program that emphasizes literacy training and includes individualized programming and instruction from grade school through college level courses. Correspondence courses may be used to provide some of this instruction.

4394 There is a system for ensuring that the education program continues to meet the needs of the inmate population. (Essential)

DISCUSSION: Meeting the educational needs of inmates requires a thorough knowledge of those to be served. Close working relationships between educational and classification personnel are essential. The process of developing curricula should include input from inmates, and a system should be developed to review the education program regularly.

4395 Educational and vocational training opportunities are available to all inmates except where there is substantial evidence to justify otherwise. (Essential)

DISCUSSION: The institution should ensure that educational and vocational training programs are available to all inmates who can benefit from and who have an interest in such programs. Where enrollment in an education or training program must be restricted, justification for that restriction should be documented.

4396 Educational and vocational counseling are provided so that inmates are placed in that phase of an educational or vocational program most suited to their needs and abilities. (Essential)

DISCUSSION: Such counseling should provide inmates assistance, encouragement and feedback with respect to their educational or vocational goals, and should help ensure that each inmate's curriculum is integrated, to the extent possible, with their job assignment.

4397 There is a systematic approach to determine the personnel requirements for the educational and vocational programs to ensure all inmates access to staff and services. (Essential)

DISCUSSION: The staff/inmate ratio is a significant factor influencing effectiveness in any teaching environment. Inmates require the same interaction, feedback and personal attention as students in educational and vocational programs outside the institution.

4398 There is an annual evaluation to measure the effectiveness of the educational and vocational training programs against stated performance objectives. (Essential)

DISCUSSION: The education program should be evaluated annually and the results submitted to the chief executive officer for review.

4399 There is a system whereby the educational and vocational training programs are assessed against stated objectives by qualified individuals, professional groups and trade associations; this assessment is done at least every three years. (Essential)

DISCUSSION: Such assessment is necessary to ensure that the institution's educational and vocational training programs are recognized and accepted by professional educators, licensing boards and trade associations. This system of accountability also can indicate those programs that are ineffective and those that should be expanded or revised. Justification may be developed for budget presentations.

4400 Educational supervisors and instructors are licensed or accredited by the state or jurisdiction in which the institution is located. (Essential)

DISCUSSION: All teachers and their supervisors should be certified by the state department of education or other appropriate body, and should receive additional training to meet the special needs of inmates.

4401 Inmates working as teachers or in other certified professions receive training and supervision. (Essential)

DISCUSSION: Inmates who are teachers or other certified professionals should be employed in their respective capacities, where possible, so that they can utilize their skills and assist in the operation of the institution. Inmates working in these capacities may encounter special problems in relating to staff and other inmates; therefore, they should be trained and carefully supervised.

4402 The educational program is supported by specialized equipment, including, at a minimum, classrooms, teaching carrels, audio-visual materials and facilities, chalk-boards and administrative space. (Essential)

DISCUSSION: Regardless of the extent of the educational program, specialized facilities and equipment are essential.

4403 The educational program allows for flexible scheduling that permits inmates to enter at any time and to proceed at their own learning pace. (Essential)

DISCUSSION: Offenders vary greatly in learning ability, interest level and motivation. The educational program should be structured so that an inmate can enter at any time and proceed through the various grades at a comfortable pace. Individualized instruction is essential. Programmed instruction, teaching machines and educational television may be used in addition to traditional teaching methods.

4404 The institution uses community educational programs for selected inmates. (Important)

DISCUSSION: Educational programs in the community can supplement the institution's educational program. The institution can arrange for correspondence courses, for a local educational institution to bring courses to the institution, or for qualified inmates to attend classes at nearby schools.

4405 The educational program includes instruction in functional social skills. (Essential)

DISCUSSION: The institution should provide courses in consumer activities, family life, etc., and, where possible, should incorporate instruction in social skills in regular course content. Math courses, for example, could include instruction in reconciling checking accounts.

4406 Vocational training programs are integrated with academic programs and are relevant to the vocational needs of inmates and to employment opportunities in the community. (Essential)

DISCUSSION: Vocational training programs should be related to the needs of inmates and to the job market. It is essential that inmates who desire vocational training receive instructions in marketable job skills. Inmate needs can be determined by the classification committee or by screening case files and consulting with inmates. The community's employment needs can be assessed through contacts with local labor and industry representatives. Equipment and curricula for the vocational training programs should be updated periodically to ensure compatibility with training developments in the community. (See related standard 4386)

4407 Vocational instructors are licensed or certified by the state of jurisdiction in which the institution is located. (Essential)

DISCUSSION: All instructors should be certified by the state department of education or other appropriate body, and should receive additional training to meet the special needs of inmates.

4408 The institution uses community resources in the vocational training programs. (Essential)

DISCUSSION: Community resources can enhance the institution's vocational training programs considerably. Resources such as

trade councils, employer and employee associations, federally funded projects, e.g., Job Corps, and private community action groups can help plan, fund and coordinate the institution's vocational training programs. They also may provide referrals for on-the-job training and work release and work furloughs, and may assist in the institution's job placement program for soon-to-be-released inmates.

## LIBRARY SERVICES

4409 The institution provides comprehensive library services. (Essential)

DISCUSSION: The institution library should contain a full array of reference, reading and audio-visual materials for educational and recreational purposes. The institution's library should be comparable to a public library.

4410 Written policy defines the principles, purposes and criteria used in the selection and maintenance of library materials. (Essential)

DISCUSSION: Library materials should be selected to meet the educational, informational and recreational needs of the inmates. They should be easily accessible and regulated by a system that prevents abuse.

4411 The parent agency has a full-time staff member, qualified in library science, to coordinate and supervise the library services for all institutions in the system. (Essential)

DISCUSSION: The library supervisor should be qualified and experience to meet the responsibilities of coordinating the library services.

4412 The institution has a qualified staff member who coordinates and supervises library services. (Essential)

DISCUSSION: Each institution should have a staff member to coordinate and supervise library services on a part-time or full-time basis. This person should receive training in library services.

4413 Library services are available daily, including evenings, weekends and holidays. (Essential)

DISCUSSION: There should be no restrictions on access to library services and facilities. The availability of library services is particularly important under conditions of

confinement. Library personnel should be available in proportion to resident needs, with most staff being assigned to the library at peak use periods.

4414 There is a systematic approach to determine the personnel requirements for the library services to ensure inmates access to staff and services. (Essential)

DISCUSSION: Sufficient library staff should be available to assist inmates in knowing what is available and how to locate it. The American Correctional Association/American Library Association Joint Committee on Institution Libraries has established staff/inmate ratios that may be used in determining the number and type of library personnel required.

4415 There is a systematic approach to determining the library service needs of the inmate population. (Essential)

DISCUSSION: Library materials should be relevant to the needs and interests of the inmate population. They should reflect the different reading levels, languages, special interests and ethnicities of the inmates.

4416 The library is functional in design and inviting in appearance. (Essential)

DISCUSSION: The library should be well lighted and have good acoustics and temperature control so that the facility is conducive to concentration. Space should be provided for reading, conferences and group viewing and listening. The library's furnishings and equipment should be selected for attractiveness, durability, comfort and ease of maintenance. Equipment should include, at a minimum, typewriters, photo duplication equipment, record players and a telephone.

4417 Library services provide for, at a minimum:

- Planned and continuous acquisition of materials to meet the needs of users;
- Logical organization of materials for convenient use;
- Circulation of materials to satisfy the needs of users;
- Information services to locate facts as needed;
- A reader's advisory service that helps provide users suitable materials;
- Promotion of the uses of library materials through publicity, book lists, special programs, book and film discussion groups, music programs, contests and other appropriate means; and
- A congenial library atmosphere. (Important)

DISCUSSION: This standard follows the guidelines developed by the American Correctional Association/American Library Association Joint Committee on Institution Libraries.

4418 The institution library participates in interlibrary loan programs. (Essential)

DISCUSSION: Participation in interlibrary loan programs with local and state public library systems can increase the materials available to inmates without increasing acquisition expenses.

## RECREATION AND INMATE ACTIVITIES

4419 Written policy and procedure provide for a comprehensive recreational program that includes leisure time activities comparable with those available in the community. (Essential)

DISCUSSION: The traditional forms of recreation, i.e., activities in the yard, library and auditorium, should be expanded so that inmates may express their talents and pursue their interests. An assessment should be made of each inmate's recreational interests, and steps should be taken to ensure that, wherever possible, inmates can pursue their recreational preferences.

4420 The recreational program includes both athletic and cultural activities. (Essential)

DISCUSSION: The recreational program should stimulate a wide range of interests that inmates can pursue when released. The program should include athletics, music, painting, writing, drama, handcrafts and similar activities that can help inmates channel their energies into legal pastimes during reintegration.

4421 The institution employs a full-time, qualified recreation director who supervises all recreation programs. (Essential)

DISCUSSION: The recreation program should be supervised by a qualified recreation director who should have a sufficient number of assistants to carry on a comprehensive program of indoor and outdoor activities.

4422 The recreation director selects, trains and uses inmates as program assistants. (Important)

DISCUSSION: All inmates should be encouraged to participate in the planning and organization of the recreation program. Selected inmates should be used as assistant coaches, administrative clerks, equipment clerks and as officials in games and contests held on institution grounds.

4423 Written policy governing recreation encourages interaction with the community. (Important)

DISCUSSION: Such interaction may include bringing in volunteers to provide instruction, inviting local teams to compete with



institution teams, and taking inmates into the community for recreational activities.

4424 Facilities and equipment, which are maintained in good condition and are suitable for the planned recreation activities, are available in proportion to the inmate population. (Essential)

DISCUSSION: Facilities should include an outdoor recreation area; a gymnasium with seats for spectators; an auditorium with stage equipment; game rooms and games such as table tennis, shuffleboard, chess, checkers, cards, etc.; weightlifting apparatus and other body-conditioning equipment and space for their use; a music room; and space for the pursuit of arts, crafts and hobbies. Locker rooms, showers and dressing rooms also should be available. Provision should be made for the regular inspection of all equipment and for repair and replacement as necessary.

4425 There is a systematic approach to determine the personnel requirements for the recreational program to ensure inmates access to staff and services. (Essential)

DISCUSSION: Sufficient personnel should be available to allow inmates to participate in a wide variety of recreational activities.

4426 Written policy and procedure provide that the recreational needs and interests of inmates are assessed on a continuing basis. (Essential)

DISCUSSION: To encourage inmate participation and to meet their needs and interests, suggestions for activities should be solicited from inmates.

4427 Written policy and procedure provide for a specific program of inmate activities. (Essential)

DISCUSSION: Telephone calls, inmate publications, arts and crafts, honor housing and ethnic study groups are all inmate activities. These and all other inmate activities should be regulated by written guidelines that define the purpose and scope of each activity. Provision should be made for supervision of all activities.

4428 There is a systematic approach to determine the personnel and financial requirements needed to support inmate activities. (Essential)

DISCUSSION: Inmate activities help promote good morale. The institution should provide sufficient resources to ensure that all inmate activities operate effectively.

4429 Written policy and procedure permit inmates to participate in community activities, provided the inmates' custodial status allows them to leave the institution. (Essential)

DISCUSSION: In addition to the community programs and services brought into the institution, inmates should be allowed to participate in activities in the community that can benefit both the inmate and the community.

APPENDIX E  
Draft Survey

Survey

This survey is designed for persons involved in county level, adult corrections. It is to be sent to prison educators, education administrators, counselors, prison wardens and judges. The replies will be considered in developing an educational model for the Southcentral Region of the Governor's Justice Commission.

Please return to:

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Southcentral Region  
Governor's Justice Commission

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Please assist us by answering this survey. Remember to refer to the adult prisoner.

1) What kind of educational program do you now have in your County?

2) In particular, do you presently have	Yes	No
work release	_____	_____
educational release	_____	_____
furloughs	_____	_____
halfway houses	_____	_____
higher education	_____	_____
correspondence courses	_____	_____
ABE	_____	_____
GED	_____	_____

3) Do you send prisoners outside of prison for any reason? If yes, what reason?

4) How many teachers do you have?

5) What are they certificated in?

6) Do you have any prison education or work programs in your county that you consider to be outstanding?

Would you share that program with us. (Please attach a description if that is easier)

7) If there were a strong education component across your region (several counties), would you agree that sentencing could involve mandatory participation in the program?

Strongly agree     Agree     Neutral     Disagree     Strongly disagree

8) Prior to sentencing, please give your reactions to:

A) educational testing

Strongly agree     Agree     Neutral     Disagree     Strongly disagree

B) signed contract with prisoner

Strongly agree     Agree     Neutral     Disagree     Strongly disagree

C) personality diagnosed

Strongly agree     Agree     Neutral     Disagree     Strongly disagree

D) group recommendation for prisoner (including prisoner, family, educator, community psychologist, correctional officer)

Strongly agree     Agree     Neutral     Disagree     Strongly disagree

E) prisoner's contracting for recommended rehabilitation program.

Strongly agree     Agree     Neutral     Disagree     Strongly disagree

9) How do you react to the philosophy of keeping those convicted of victimless crimes in a community setting?

Strongly agree     Agree     Neutral     Disagree     Strongly disagree

10) How do you think your community would react?

Strongly agree     Agree     Neutral     Disagree     Strongly disagree

11) Would you be willing to cooperate in any effort to get legislation of funding for regional education systems?

12) These replies are anonymous unless you have identified an outstanding program. Please check the following descriptors of you and your job.

male	_____	work program administrator	_____
female	_____	judge	_____
teacher	_____	attorney	_____
counselor	_____	exoffender	_____
educational administrator	_____	psychologist	_____
warden	_____		

Evaluation Project Direction and  
Regional Council Planning Assessment

Submitted to:

The Southcentral Regional Council  
Governor's Justice Commission

Submitted by:

Irving Hand  
Associate Professor of State  
and Regional Planning and  
Director, Institute of State  
and Regional Affairs

Ronald J. Perry  
Regional Planning Analyst

June 1978



Evaluation Project Direction and Regional  
Council Planning Assessment

Throughout the past project year, the project team composed of Irving Hand and Ronald Perry participated in a number of activities related to the fulfillment of the project's obligation to the Council and its staff. As stated in the project application the persons responsible for this element of the project's activity anticipated completion of the following:

- "1. Administration and monitoring of both the fiscal and work product elements of the project during the twelve month period.
2. Participation in the Southcentral Regional Council's planning and decision making process for purposes of review and evaluation as well as to assist in the consideration and application of the Governor's Justice Commission planning requirements. This activity to last over the twelve months of the project period.
3. Library research to aid in the Council's planning process; participation to be conducted over six months of the project period.
4. Meetings with Council staff to review and advise on planning activities are expected to take place on a regular basis.
5. Two meetings are anticipated during the project year with the full Council to review activities and findings.
6. Bi-monthly meetings with project participants are expected for purposes of monitoring and review of activities.
7. Principal responsibility for the preparation of quarterly progress reports will be maintained by this section of the project team."\*

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\*Second Year Project Application, page 8.

Activities undertaken in response to these tasks have been divided between directing the activities of the evaluation project and working with the Southcentral Regional Planning Council, its Planning Committee and staff. The evaluation project has been provided substantive procedural and administrative direction by these members of the project team pursuant to the satisfactory completion of the project evaluations presented in this report.

Participation in the planning activities of the Southcentral Regional Planning Council has included advising with Council members and staff on a regular basis concerning items of an ongoing or general nature. In addition, specific advice and counsel has been offered on several matters including the reorganization of the Law Enforcement Assistant Administration and the consideration of state legislation dealing with criminal justice planning and its application in Pennsylvania. Related activities have included participation in a day-long workshop held with the county prison wardens in the region.

Participation has also been maintained throughout the project period with The Council Planning Committee in its deliberations and activities. It is hoped that involvement of project participants in the activities of this Committee has been useful in further establishing its role as part of the Council's planning and decision making structure.

As a result of the activities undertaken during this year, the following observations are offered for the Council's consideration:

1. The Council's role as a planning agency for criminal justice system activities in the Southcentral region has grown and been strengthened in recent years. Growth in the role of planning has been demonstrated by activities such as the development of the Council's planning priorities and regional needs assessment as well as a strengthening of the role of the Planning Committee in the Council's decision making structure.

The Council should continue to place strong emphasis on its role as a planning agency, not only because of the Council's initial mandate, but also because this planning capability is central to the adequacy of the Council's analytical and decision making capacity in positively affecting the crime situation in the region.

2. As the reorganization of the Law Enforcement Assistance Administration proceeds on the national level, the Southcentral Regional Planning Council should speak out, as it has during the past year, concerning the roles that regional planning councils have demonstrated in planning for and coordinating areawide criminal justice system activities. These views should be expressed to the State Administration, the Pennsylvania Congressional delegation, the other Pennsylvania regional councils, appropriate national associations whose interests relate to criminal justice planning efforts in general.
3. The Southcentral Regional Planning Council should similarly advise as to the substance and consideration of the proposed state legislation dealing with the criminal justice planning responsibility in the Commonwealth. This alert should apply not only because failure to pass such legislation by December 31, 1978 would result in a cutoff of Law Enforcement Assistance Administration funds to Pennsylvania, but also to assure that the role and function of regional councils is fully recognized in such legislation.

These observations both supplement and build on the Findings and Recommendations presented in the First Year Final Report, which, because of their continued relevance, are included as an Appendix to this report.

These judgements are offered for the continued attention of the Council during 1978-79 as it seeks to do its work with the vitality, care and purpose its record will demonstrate to date.

APPENDIX A

Findings and Recommendations  
Taken from the First Year Report

## Findings and Recommendations

1. It is important that the role of the Regional Council be clear and understood by its members; by those involved in criminal justice planning and implementation (LEAA, GJC); and by those agencies, organizations and institutions, public and private, within the criminal justice system.

The Safe Streets Act and the Law Enforcement Assistance Administration when initially enacted and established had a sense of urgency, mission and focus. In the minds of some, that sense of urgency, mission and focus has become blurred. In the process of dealing with this condition, it is essential that the role of the Regional Councils be set forth not in bureaucratic detail, but rather as a set of principles and responsibilities to be exercised as a full participant in the criminal justice system.

Given the experience with the Safe Streets Act and its evaluation as detailed by the Advisory Commission on Intergovernmental Relations in its report entitled, Safe Streets Reconsidered: The Block Grant Experience 1968-1975, in a State such as Pennsylvania, Regional Councils have an important contribution to make in participating in the State's broad criminal justice goal definition and policy determination. In this capacity, the Regional Council could serve to operationalize those considerations in formulating and applying regional policies and plans from the "top-down" as well as from the "bottom-up".

Ultimately, the role of the Regional Council in Pennsylvania is complicated, difficult but strategically crucial in dealing with criminal justice issues. It is only at the regional level where the range of applicable interests which make up the criminal justice system are represented and can be brought to bear on these concerns.

2. The regional concept within any particular State must be formulated reflecting that State's characteristics and conditions can be viewed as useful in order for regional agencies to participate as desired and valued partners in the planning and decision making process.

The regional concept has been under consideration in Pennsylvania for a number of years for a variety of functions and responsibilities. This concept has been sketched out and applied with less than evenness by each of several State Administrations.

Multi-county regional comprehensive planning agencies exist in Pennsylvania's ten uniform planning regions (the Capitol Region Planning and Development Agency, coincidentally, covers the same eight counties which comprise the Southcentral Region of the Governor's Justice Commission). It appears that none of these agencies directly conducts a criminal justice planning responsibility. This is an interesting contrast to a number of other states where the contrary is true; the comprehensive regional agency often includes a criminal justice planning responsibility.

The decision was made in Pennsylvania at the outset of the implementation of the LEAA program by the Office of the Attorney General to proceed along separate functional lines for criminal justice planning purposes. The regional concept needs to be broad enough to provide the opportunity for functional planning integration in any particular state where it can be justified. The price of uniformity, however, should not be rigid, unquestioned adherence. The benefit of exception should be considerably stronger understanding and support of the regional agency as being uniquely tailored to a particular set of circumstances and conditions.

3. Criminal justice system planning and its implementation should be covered in State law to give appropriate recognition, purpose and stability to this

responsibility. The regional concept and its application should be explicitly provided for in that legislation.

The Crime Control Act of 1976 (Public Law 94-503), which amended the Omnibus Crime Control and Safe Streets Act of 1968, provides that in those States which do not have such legislation, a law to govern the application of those programs provided for by this Act must be enacted no later than December 31, 1978.

Within the context of this project, preliminary discussions have been held with both the Regional Council and the Governor's Justice Commission staff on this matter. Additionally, selected reference materials have been made available for their consideration in this regard (e.g. the Institute of State and Regional Affairs work on substate regionalism for the Governor's Office of State Planning and Development and the report issued to the Southwestern Pennsylvania Regional Planning Commission in June of 1976 entitled, Regional Planning: Purpose and Program).

4. In the Commonwealth of Pennsylvania, because of its size, diversity and resulting complexity, substate, multi-county regions are essential for the planning and administration of Federal programs whose effective use calls for State and local participation in problem identification and disposition.

This considered view is offered in light of the previous recommendations as a means of addressing a State directed response to the application of Federal programs in the Commonwealth in a coherent and coordinated way.

5. Regional Criminal Justice Planning Councils in Pennsylvania are evolving institutional arrangements. Their respective capacities are subject to dynamic demonstration and change in light of Council membership, leadership as well as supporting staff and resources. Council membership should be of

sufficient number and composition to reasonably reflect the make-up and interests of the region. Supporting staff and resources should reasonably relate to the work program and priorities determined by the Council.

This matter was made the subject of specific review with the Council staff and served to document a draft statement prepared by the Council Administrator for the Governor's Justice Commission on the role of a Regional Council.

6. Regional Criminal Justice Planning Councils (members and staff) and the Governor's Justice Commission (members and staff) in Pennsylvania should explore ways through which to assure desired communication and participation in policy definition, priority determination and plan formulation. The circularization of memoranda and draft documents within unrealistically tight time schedules (also frequently out of sync with the Regional Council meeting schedule) does not work in the best of interest of quality performance.

Consistent with the role of the Regional Council as a participant in Governor's Justice Commission planning process, it is essential that reasonable time be made available for the exercise of that responsibility. It is recognized that the contrained pattern which has existed may originate with LEAA procedures and limitations. It is important, nevertheless, that the applicable procedures be modified if useful advice is to be offered by Regional Council on policies, priorities, guidelines and similar considerations.

7. The Southcentral Regional Council appears to be maturing as a Regional Council as well as becoming better informed about its eight county region. The Council has been increasingly instrumental in developing a "sense of the region" concerning criminal justice system matters, and providing an effective forum for the review and recommendation of projects with growing



attention directed to its policy and planning responsibilities as the framework for advice to the Governor's Justice Commission.

These considerations are reflected in the work that has been done in developing the 1978 Plan materials. This is reflected not only in terms of staff documents which have been prepared, but more importantly in their review, consideration and shaping with members of the Council at general meetings, Executive Committee meetings, Planning Committee meetings and individual contact.

Policy and planning are becoming more frequent and, it is hoped, more comfortable agenda items. Issues, problems and needs have provided a focus for an understanding and appreciation for localized and shared concerns with regional impact. Data and information are being more closely examined as to relevance and utility. These items are selectively being carried forward and continuing attention to facilitating its management and use.

It should be remembered that the region is a large geographic area which comes through as a natural region from several vantage points other than criminal justice including health, transportation, education and comprehensive planning. The Council's program might be given an added dimension by exploring opportunities for expanded communication (by means of a Southcentral Regional Council newsletter and regionally sponsored workshops on particular issues or activities). In this fashion, individual program and project "success stories" might be shared to good advantage and the Council's program could become better known to the agencies, organizations and individuals functioning in the region.

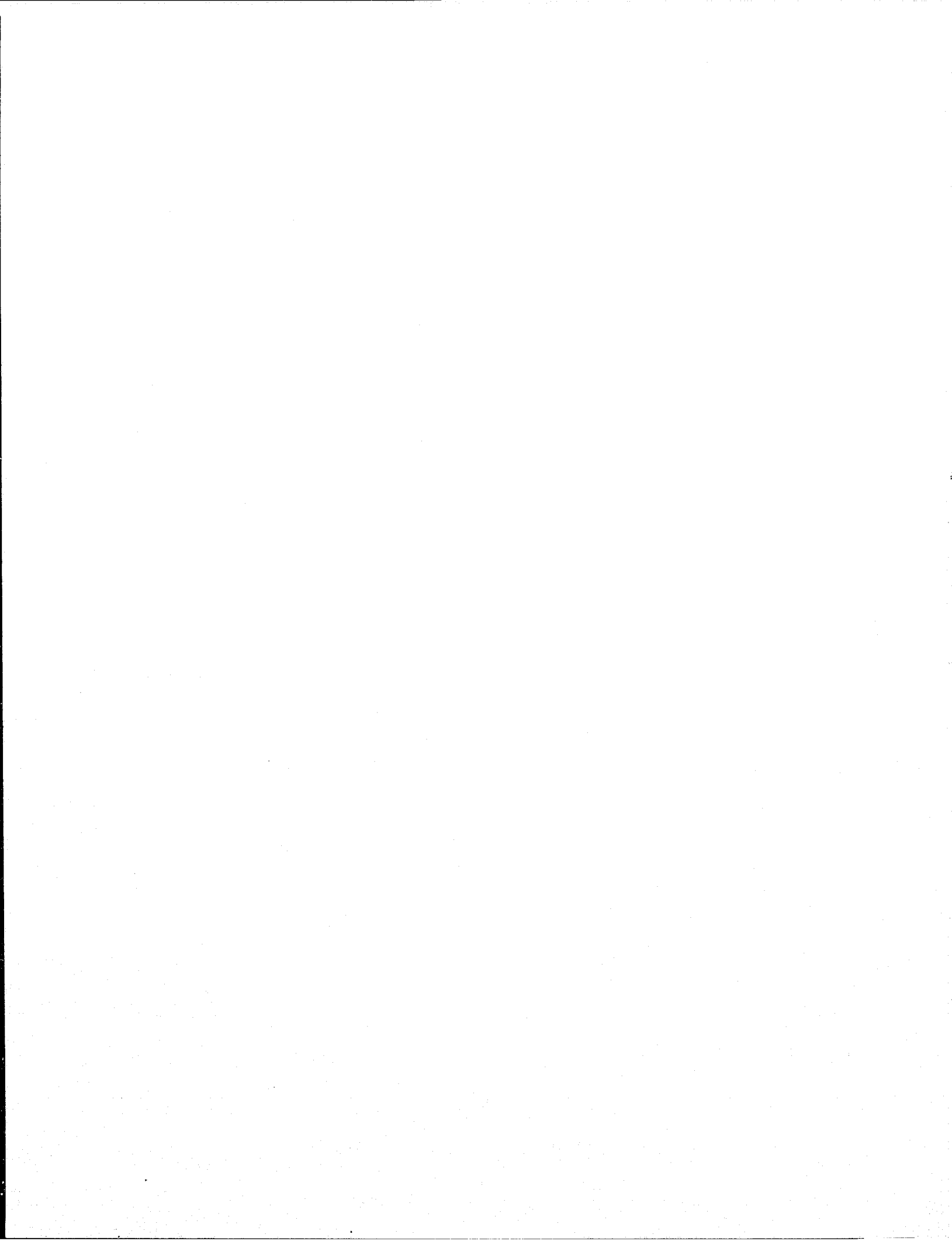
8. Monitoring and evaluation is an obvious and generally taken for granted element in the planning process. The Southcentral Regional Council is

out front with an evaluation project which among other things is demonstrating the potentials of a University-Council relationship as an expression of mutual interest and general benefit.

There are, however, inherent risks in being creative. On the one hand, the Council may receive commendation and recognition for being purposeful and innovative. On the other hand, the Council may be blamed for trying to do something that everyone knows will not work. That judgement often depends on the results of such actions and an individual's perception and understanding of their usefulness.

The Council-University relationship makes sense and should work. If positive results from such a relationship are not forthcoming, then a determination should be made as to the nature of the problem and steps taken to deal with it.

More importantly, monitoring and evaluation make sense. But such efforts can be useful only if viewed as a serious part of the planning process. Their purpose should be to provide constructive criticism that is not viewed as window dressing but as a means of improving the overall criminal justice system.



**END**