

City of New Orleans

The Mayor's Criminal
Justice Coordinating Council

ORLEANS PARISH PRISON REHABILITATION PROGRAM: FINAL EVALUATION REPORT

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FINAL EVALUATION REPORT

Prepared By

The Mayor's Criminal Justice Coordinating Council

June, 1979

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The Orleans Parish Prison Rehabilitation Program
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Final Block Grant Evaluation

Project: Orleans Parish Prison Rehabilitation Program

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Authorized Official: Ernest N. Morial, Mayor
City of New Orleans

EXECUTIVE SUMMARY

Overview

The Orleans Parish Prison Rehabilitation Program, operational since January, 1975, has received State, Part C, Block Funds since August 15, 1976. Beginning with the first full month of such funding, September, 1976, this evaluation covers a twenty-eight month period ending December 31, 1978. However, since the most recently completed grant ended October 31, 1978, that date is used for the cut off point for the unit cost assessment.

Initially, the program was implemented in the old Parish Prison after a 1972 Court Order mandated that prison conditions be improved. While located in the old prison, the program developed three major components - Counseling/Classification, Education, and Vocational Services. Subsequently, during July and August, 1977, the program moved into a new prison where the operation of the program was expected to improve. While some additional services were offered, those components which had emerged earlier remained the most visible.

The Rehabilitation Program began with the long term goal of decreasing recidivism. However, the language of subsequent grant applications changed such that the primary goal became more immediate, focusing on service delivery and educational advancement. Thus, this study assesses the delivery of services within the various components and, in addition, provides a comparison of

service delivery in the two institutional settings.

Findings

During the twenty-eight month evaluation period, 1,298 inmates were interviewed by the Classification Unit, and, of those, 1,002 (77%) were placed into one or more of the various components of the program. Among those participating, the average inmate was a twenty-six year old black male.

While the program was located in the old prison, the average monthly number of interviews was forty-six, with thirty-five actually "placed" in the program. The same figures for the new prison were forty-five and thirty-six, respectively.

An important issue for a program such as this concerns the amount of time the inmate has available for participation. While the amount of time between sentencing and the initial program interview increased slightly with the move to the new prison, the inmates actually placed in the program in the new prison had significantly more time to participate. It is interesting that, even with the increased participation time, the average number of group and individual counseling sessions attended decreased with the move to the new prison, while the average number of education classes attended increased by only nine days.

Within the education component there were certain expectations regarding participants at two of the various levels. These expectations were met by 15.9% of the participants at one level (Adult Basic) and by 1.5% at the other (GED).

The unit cost assessment provided basic descriptive costs associated with the program. With 807 operational days, the average

daily cost to provide these services was \$713.00 with the average daily cost per participant being slightly less than four dollars.

Conclusions and Recommendations:

It should be pointed out that, due to the extensive missing data encountered during data collection, the findings of this empirical analysis must be interpreted cautiously. These analyses did, however, indicate that the expectation of improved service delivery in the new prison has not been realized. In addition, the findings suggest that the educational component did not function as expected.

The report includes several recommendations. First, it was suggested that a comprehensive systems analysis be implemented. Second, the report recommends an immediate improvement to the current record keeping system. Third, it is imperative that averaged California Achievement Test scores not be averaged, as this inappropriate technique is both an ineffective and inefficient means of classifying inmates or of assessing their educational advancement. Finally, it is recommended that educational program testing be scheduled at specific intervals based on hours of instruction or some other relevant criteria.

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I INTRODUCTION

A. Funding

The Orleans Parish Prison Rehabilitation Program (OPPRP) was funded through a Part C, Block Grant from the Law Enforcement Assistance Administration (LEAA). As the present evaluation was not undertaken until the program was well underway, the evaluation analysis is largely post hoc. The major analysis of the program covers a 28 month period from September, 1976, through December, 1978. However, the most recently completed grant expired on October 31, 1978, and the summary cost analysis covers only the 26 month period ending October 31, 1978.

B. Limitations

Two major limitations narrow both the scope and depth of this evaluation. The primary limitation relates to the lack of information concerning the Vocational Service Unit. Although training is provided to some program participants in basic skills such as welding, no data were available documenting this. The only data related to vocational training or services were the total number of participants in the Work Release Program. The other limitation results from the lack of aggregate data on the total prison population. Numerous records were lost or destroyed as a result of a flood in May, 1978, and the present system of record keeping only provides data from the previous three months.

1

For a more detailed discussion of the concept of rehabilitation and the history of the project see The Treatment of Criminal Behavior: An Evaluation of Rehabilitation at the Orleans Parish Prison, Mayor's Criminal Justice Coordinating Council, January, 1977.

C. History of the Rehabilitation Program

In November, 1972, the Federal District Court ordered the Orleans Parish Prison to improve prison conditions, including a mandate that social services be provided to inmates. Although this court order proved to be the immediate reason for the development of the program, interest in rehabilitation had already developed. With the local crime rate rising steadily, local criminal justice planners had already begun consideration of alternatives which might modify criminal behavior. Fortunately, the Safe Streets Act of 1968 included the concept of rehabilitation and a task force had been formed locally to consider that possibility. A report released by the task force in August, 1971, recommended that, in addition to medical and diagnostic services, the Parish Prison should provide the following services:

- "(1) Work/Study release.
- (2) Education - This should include basic reading and writing skills as well as a wide range of vocational counseling.
- (3) Counseling - This should include spiritual guidance and vocational counseling.
- (4) Employment - Vocational training and job placement."

Based on these recommendations, rehabilitation was identified as a primary need in the Comprehensive Plan of the Criminal Justice

2

Rehabilitation Task Force: Preliminary Report on Rehabilitation, submitted to the Mayor's Criminal Justice Coordinating Council, August 25, 1971.

3
Coordinating Council in 1972. Subsequently, a grant application was prepared which emphasized inmate classification, professional treatment, and a broad spectrum of human and social services. Although the structure of the unit, as presented in the grant narrative, was somewhat general, the major components of the program were clearly those elements recommended in the 1972 Comprehensive Plan and the 1971 Task Force report.

Although initially funded through a Target Area Grant by LEAA in July, 1973, the program did not become operational until January, 1975. As there had been no further conceptual development during that period, the program became operational with the two-year old grant application as its sole guide. With various specifics such as staff responsibilities, work loads, and program processes largely unspecified, inevitable management and service delivery problems occurred during the initial period of implementation. However, by the second half of 1975, three services developed as the core of the program: Counseling, Education, and Vocational Services/Work Release.

Originally, the Rehabilitation Program was located on the top floor of the old, four-story, Orleans Parish Prison. Access to the unit by inmates was limited to times other than meals and work details and was largely at the discretion of the prison guards. However, by the end of August, 1977, the program had been relocated in the new prison where it was expected to improve both in terms of

efficiency and effectiveness. In this new setting, the inmates were housed on quads according to the level of placement in the program, thereby improving inmate access to the unit.

Since the move to the new prison, the program has refined its operations, but the major components remain those that had emerged during 1975. These are discussed in the next section.

II PROGRAM COMPONENTS

1

A. Classification

The Classification Unit is responsible for the initial interview with inmates in the new prison. While the majority of the interviews result in placement in the Rehabilitation Program, some lead to placement into other programs. In addition to gathering historical and demographic data on each inmate, the classification counselor also administers a series of tests which aids in appropriate placement. Finally, available services are listed for the inmate and that individual's interest in (or, request for) any particular program is noted. On the basis of the interview, the counselor recommends services for the inmate. These recommendations, rather than a formalized treatment plan, are essentially a listing of services requested by the inmate and thought to be appropriate by the counselor.

B. Counseling

It is generally assumed that the mere presence of an inmate in prison indicates a need for counseling. However, whether or not such services affect the long term behavior of the individual is no longer relevant to the delivery of such services. The inmates are regularly provided the opportunity to participate in either individual or group counseling sessions. The primary purpose of counseling seems to be the stimulation of self-analysis by the inmate.

1

Although the Classification Unit is operationally joined with Counseling, the two are treated separately for purposes of analysis.

C. Education

The Education Component, as it currently functions in the new prison, has emerged as the primary and most visible component of the program. Basically divided into three levels, educational services are provided to inmates according to placement made by the classification counselors. The services offered inmates placed in the pre-literacy program focus primarily on the development of reading skills and, like the other levels of educational training, are geared to the individual's specific needs. Those services labeled adult basic education focus on the needs of those inmates with some basic skills. Finally, there is the General Equivalency Diploma (G. E. D.) level which prepares individuals to earn an equivalency certificate.

Inmates are housed in individual rooms in areas known as quads. Each of these quads has rooms for 28 inmates with one 25' x 60' day room and one 30' x 30' classroom available to the inmates. The educational training is facilitated by having only one level (i.e. literacy, adult basic, or G. E. D.) assigned to any quad. Recently, a learning center was opened in which inmates may focus on more specific training using the various educational materials located there.

D. Other Components

Other services such as vocational training, art courses, medical attention, and religious services are also available. Of these, Vocational Services are probably the most relevant to the needs of the inmate. Work release, job counseling, and some skills training are all segments of Vocational Services.

Although most of the discussion in this report by passes

these functions and their effects, the services delivered on a routine basis constitute an important element of the total delivery of services. However, little or no data were maintained on participation in these service areas and no analysis is possible.

III RESEARCH DESIGN AND METHODOLOGY

A. Overview

The present evaluation of the Orleans Parish Rehabilitation Program is essentially a process evaluation covering the period September 1, 1976 - December 31, 1978. This 28 month period was selected for two major reasons. First, September, 1976, was the first full month of the initial block grant. Second, gathering data through December, 1978, allowed for as full and current a description of the program as possible. A related and important issue in considering the period of the evaluation was the physical movement of the program from the "old" Parish Prison to a new facility. Preparation for this move began in July, 1977, and the transition lasted through late August, 1977. The disruptive impact of this move should be reflected in the data. More importantly, it was assumed that the program would operate both more effectively and efficiently once the transition to the new prison was completed. Thus, it was determined that the evaluation should include a comparison of service delivery at the two institutions.

Basically descriptive in nature, this evaluation focuses on the activities of the project to determine adherence to the grant requirements. As the evaluation was conducted ex post facto, the follow-up data necessary for an intensive impact assessment were not available. Initially (i.e., early in the history of the Orleans Parish Prison Rehabilitation Project), the goals were long term and focused on changing the future behavior of inmates in terms of reduced recidivism. An earlier evaluation¹ examined program attempts² at such behavioral change. Even earlier, a national study analyzed the

results of over 200 rehabilitation projects and found, except in a few isolated instances, no proof that these rehabilitative efforts had any effect on recidivism. Subsequently, the language of the grant application was changed so that the goals of the program became more immediate and focused simply on service delivery. Because of these changes, the present evaluation was designed to assess the level and effectiveness of service delivery.

Further, a summary unit cost analysis is provided. As itemized expenses were not available, this analysis only assesses the daily costs of the program, the cost per participant, and the cost per participant per day.

B. Data Collection

After several interviews with project personnel, case folders were reviewed to collect the objective data necessary for the evaluation. Due to the large number of folders to be reviewed, these data were collected at two separate points in time. The first set of data was collected between February 22 - March 3, 1978. These data represented those participants interviewed prior³ to February, 1978, and already released from prison. The final set of data was collected during the month of April, 1979, and represents those participants interviewed between February and December, 1978.

¹ Mayor's Criminal Justice Coordinating Council. The Treatment of Criminal Behavior: An Evaluation of Rehabilitation at Orleans Parish Prison. January, 1977.

² Martinson, Robert. "What Works?" Questions, Answers About Prison Reform. The Public Interest, Number 35, Spring, 1974.

³ For the purposes of analysis, further reference, especially in the Findings Section, to release date also includes any other termination from the program.

Project personnel were most helpful with the data collection and, without such facilitation, the evaluation effort might have become overwhelmingly frustrating. However, it should be noted that the review of the files was less than successful. In many instances the case folders had not been kept current and the evaluator was forced to use only that information which was available. In other instances, no data had been recorded, thereby forcing the evaluator to define much of the information sought as "missing data." For these reasons, the service delivery analyses presented probably understate the actual amount of program activity that the evaluator subjectively believes to have occurred.

C. Other Limitations

During the second phase of data collection, the evaluator became aware that one of the tests used by both the Classification and Education Units was not being properly utilized. The California Achievement Test (C.A.T.) has three components which assess the reading, math, and language level of the examinee. Although the three components are not equivalent and should not be averaged, it appeared that the Classification Unit was using the average C.A.T. score in placing inmates in educational programs. In addition, the averages of subsequent C.A.T. tests were used by the Education Unit to assess educational improvement of participants. Because these average scores were used in the previous evaluation and because they continue to be used by program personnel, it was determined to use them in this evaluation. However, the average scores must be regarded as inaccurate and interpreted with caution.

D. Components of the Evaluation

As this evaluation is primarily concerned with a description and assessment of service delivery, it focuses on the two major components of the Rehabilitation Program. Fortunately, in addition to being the most active components of the program, those components also produced the most comprehensive data. Classification and Counseling, although operationally one component, was treated for purposes of analyses as separate services. Education was the other major component analyzed.

Service delivery of each component was assessed for the entire period covered by the evaluation. Further, a comparison was made between service delivery in the old prison and in the new facility. Finally, to the extent possible using available data, a comparison between the services actually delivered and those projected in the grant application was undertaken.

The Orleans Parish Prison Rehabilitation Program has a number of other components. However, several of these do not lend themselves to objectification and data simply were not available on others. However, some general descriptive statistics regarding other components were available from those case folders reviewed during the second phase of data collection. These include the number of "other" courses (e.g. art classes and/or classes offered by a local community college) taken and the number of participants placed in work-related. These statistics will be provided as an addendum to the general program service delivery analyses.

IV FINDINGS

A. General

During the period of September 1, 1976 - December 31, 1978, the time period covered by this evaluation, 1,298 inmates were interviewed and 1,002 (77.2%) were placed into one or more of the various components of the Rehabilitation Program. Of those, the average participant was a twenty six year old black male. The average time between sentencing and the first interview was fifty-eight days and the average number of possible days participation in the program (i.e. between interview date and release date) was one hundred-eighty-one (181).

Due to the lack of follow-up data, the analysis of the various program components was limited to basic descriptive frequencies and limited comparisons between the two institutional settings of the program.

B. The Classification Unit

Responsible for intake processing and screening, the Classification Unit plays an important role in facilitating the timely delivery of inmate services. However, not all inmates processed by the unit are actually "placed" into one of the various components of the Rehabilitation Program; some are referred to other prison programs.¹ Regardless of the inmate's ultimate placement, and given the generally short length of Parish Prison incarcerations¹, it is imperative that inmates be processed quickly.

Table 1 summarizes the number of inmates interviewed monthly during the evaluation period, as well as the number placed into the Rehabilitation Program. The average number of inmates

1

See Curtis and Davis, A Study of Correctional Design and Utilization in New Orleans: Years 1975-2000, p. 38.

Interviews And Placements (By Month)
By The Classification Unit, OPFRP.

Month, Year	Number Interviewed	Number Placed Into Rehabilitation	Percent Placed Into Rehabilitation
Sep. 1976	33	27	81.8
Oct. 1976	75	55	73.3
Nov. 1976	40	35	87.5
Dec. 1976	31	27	87.1
Jan. 1977	68	57	83.8
Feb. 1977	27	18	66.7
Mar. 1977	52	39	75.0
Apr. 1977	50	34	68.0
May, 1977	43	33	76.7
Jan. 1977	44	27	61.4
Jul. 1977	26	20	76.9
Aug. 1977	26	25	96.2
Sep. 1977	24	24	100.0
Oct. 1977	39	36	92.3
Nov. 1977	100	82	82.0
Dec. 1977	42	38	90.5
Jan. 1976	32	30	93.8
Feb. 1978	39	39	100.0
Mar. 1978	33	30	90.9
Apr. 1978	48	38	79.2
May, 1978	34	21	61.8
Jun. 1978	48	21	43.8
Jul. 1978	64	39	60.9
Aug. 1978	32	20	62.5
Sep. 1978	36	28	77.8
Oct. 1978	55	44	80.0
Nov. 1978	39	30	76.9
Dec. 1978	59	51	86.4
Total	1,239 ^a	968 ^b	

a

Data were missing for 59 cases. Including missing data
Total N = 1,298

b

Data were missing for 34 cases. Total N = 1,002.

interviewed monthly totaled forty-four, while the number placed into the Rehabilitation Program averaged thirty-five. The percent of those interviewed and then placed into the program is also provided. Only in June, 1978, were less than 50% of those interviewed placed into the Rehabilitation Program, while monthly placements averaged 79% of those interviewed.

Table 2

Interviews and Placements (By Institutional Setting)
By The Classification Unit, OPPRP.

<u>Institutional Setting</u>	<u>Number Interviewed</u>	<u>Number Placed In Rehabilitation</u>	<u>Percent Placed In Rehabilitation</u>
Old Prison September 1976 June, 1977	463	352	76.0
Transition Period July, Aug., 1977	52	45	86.5
New Prison Sept. 1977 Dec. 1978	724 ^a	571 ^b	78.9
Total	1,239	968	

^a Data were missing for 59 cases. Including missing data, Total N=1,298.

^b Data were missing for 34 cases. Total N=1,002.

Table 2 compares inmate interviews in different institutional settings. It is apparent from that table that a slightly higher percentage of those interviewed in the new prison were placed in the Rehabilitation Program. Interestingly, Table 2 also indicates that the highest percentage of inmates (86.5%) were placed into the Rehabilitation Program during the transition period of moving to the new prison, a time when the operation of the program was expected to be disrupted. However,

that high percentage results from the relatively low numbers of inmates interviewed during these two months of transition.

Correcting for that irregular period, Table 3 presents the number of inmates that might be expected to have been interviewed and/or placed as compared to the actual frequencies. That table verifies that during the transition period, the number of interviews, as well as placements, were below those anticipated. However, the differences between the expected and observed frequencies of interviews and placements at both the old and new prison settings indicate frequencies were greater than expected both before and after the transition period. As the new prison was expected to facilitate operations of the program, it was somewhat surprising to discover a greater percentage difference between expected and actual interviews at the old prison. Fortunately, the percentage increase between expected and actual placements was as anticipated.

Table 3

a
Differences Between Expected and Observed
Frequencies of Interviews and Placements (By Institutional Setting)

<u>Institutional Setting</u>	<u>Interviews</u>		<u>Percent Difference</u>	<u>Placements</u>		<u>% Diff.</u>
	<u>Expected</u>	<u>Observed</u>		<u>Expected</u>	<u>Observed</u>	
Old Prison 9/76-6/77	442	463	4.5	346	352	1.7
Transition Period 7/77-8/77	88	52	(-) 40.9	69	45	(-) 34.8
New Prison 9/77-12/77	708	724	2.3	553	571	3.2

a

Expected frequencies were calculated by finding the proportion of the total interviewed within any one setting-assuming everything equal. For example, within the Old Prison setting there were ten months during which inmates could have been interviewed. With a total of 1,239 interviewed during the entire period (28 months), the proportion one would expect to have been interviewed in the Old Prison is $10 (1,239)/28=442.5$ (Since the numbers represent people, they were rounded.)

Table 4

Average Monthly Interviews and Placements^a
(By Institutional Setting)
By The Classification Unit, CPPRP.

<u>Institutional Setting</u>	<u>Average Monthly Interviews</u>	<u>Average Monthly Placements</u>
Old Prison 9/76-6/77	46	35
Transition Period 7/77-8/77	26	22
New Prison 9/77-12/78	45	36

^a

See Table 2 for the number of interviews or placements corresponding to each category.

Table 4 provides the average monthly interviews and placements within each institutional setting. Although the average monthly interviews declined slightly after the move to the new prison, the average percentage of monthly placements increased slightly.

While perhaps not within the control of the classification Unit or even the Rehabilitation Program, the time lapse between sentencing and the initial classification interview is important as, generally, inmates at the Orleans Parish Prison are incarcerated for short periods of time. Since beneficial participation in any of the Rehabilitation Program components requires some minimum participation time, it becomes imperative that inmates be placed in the program early. Of complementary importance is the amount of time remaining after the initial interviews before the inmates' release date.

Table 5

Average Days Between Sentencing and First Interviews (Intime) and Average Days Between First Interview^a And Roll-Out (Protime), By Institutional Setting.

Institutional Setting	Intime	Protime
Old Prison 9/76-6/77 N=352	54.2 ^b N=331	151.1 N=346
Transition Period 7/77-8/77 N=45	56.5 N=42	145.5 N=45
New Prison 9/77-12/78 N=605	61.1 N=526	203.1 N=553

^a Within all settings, total N=1002.
Average Intime = 58.4
Average Protime=181.3

^b Due to missing data, the N within each cell may not equal the N for that category.

Table 5 presents data for those 1,002 inmates placed into the Rehabilitation Program and indicates the average number of days between sentencing and the initial interview (Intime) and the average number of days between the first interview and the inmate's release date (Protime). As indicated, the average number of days between sentencing and the initial interviews (Intime) increased with the move into the new prison. However, this seems to be offset by the fact that the average number of days between the first interview and the inmate program release date increased from slightly over five to nearly seven months.

C. The Counseling Unit

In addition to the initial classification interview, inmates are provided other services. These consist both of group and individual counseling and Table 6 provides frequency data for both kinds of counseling sessions. That table also indicates the average number of sessions attended by inmates in the Rehabilitation Program within each of the institutional settings.

Table 6

Average Number of Group and Individual Counseling Sessions Attended By Inmates in Each Institutional Setting

<u>Institutional Setting</u>	<u>Group Sessions</u>	<u>Individual Sessions</u>
Old Prison 9/76-6/77 N=352	4.3 N=324 ^a	5.3 N=330
Transition Period 7/77-8/77 N=45	4.8 N=42	4.0 N=41
New Prison 9/77-12/78 N=605	4.0 N=544	3.5 N=548

^a

Due to missing data, the N within each cell may not equal the N for that category.

As evidenced by Table 6, the average number of sessions, both group and individual, decreased with the move to the new prison.

D. The Educational Component

The Educational Component of the Rehabilitation Program is, perhaps, the most active component and provides the opportunity for academic enrichment to inmates. After an interview which consists, among other things, of a series of tests, including an IQ test and the California Achievement Test (C.A.T.), the Classification Unit suggests the level of placement for participating inmates. Three levels (literacy, adult basic, and GED) are offered which provide instruction geared toward individual inmate needs. Of the 1,002 participants during the evaluation period, 283 were placed into the literacy program, 260 into the adult basic program, and 459 into the GED program. Although instruction is individualized and the inmate proceeds at an individual pace, classes are provided to facilitate advancement. Progress is measured by the C.A.T. which is administered, it seems, at rather arbitrary intervals after the initial testing.

Table 7A provides data for each level of education and denotes the average first and last C.A.T. scores, and the average percent of change, as well as the average number of classes attended at each level. Although these data are averages, in the lower levels of training (literacy, adult basic) the respective percent changes in C.A.T. scores are impressive. Also impressive is the slight change evidenced by the GED group. While low average class attendance may impact change, unfortunately, this cannot be related to score change as the period during which class attendance was counted does not necessarily coincide with the period between C.A.T. tests.

Table 7

Average California Achievement Test
(C.A.T.) Scores (First and Last), with
Percent Change, and The Average Number
of Days of Classes Attended...

A. ... By Educational Level

Educational Level	First C.A.T.	Last C.A.T.	Percent Change	Number Classes
Literacy N=283	4.1	5.4	31.7	32.4
Adult Basic N=260	7.1	8.6	21.1	32.5
GED N=459	10.7	10.8	0.9	22.3

B. ... By Institutional Setting

Institutional Setting				
Old Prison 9/76-6/77 N=352	6.1	8.2	34.4	22.3
Transition 7 and 8/77 N=45	6.6	7.7	16.7	31.8
New Prison 9/77-12/78 N=605	6.0	7.4	23.3	31.5

a

Percent change calculated as follows:

$$\frac{\text{Last C.A.T.} - \text{First C.A.T.}}{\text{First C.A.T.}} \times 100 = \text{Percent Change}$$

Table 8

Average CAT Score Change, Average Number of Days
Between First and Last CAT (CAT-TIME), and Percent
CAT Score Change Per Month

A.....By Educational Level

Educational Level	C.A.T. Score Change ^a	C.A.T. Time	Percent C.A.T. Score Change Per Month ^b
Literacy N=283	1.4	120.0	1.0
Adult Basic N=260	1.5	99.1	1.1
GED N=459	0.5	113.0	0.1

B. ... By Institutional Setting

Institutional Setting			
Old Prison 9/76-6/77 N=352	1.9	95.8	1.6
Transition 78/77 N=45	1.1	116.7	0.4
New Prison 9/77-12/78 N=605	1.3	111.0	0.9

a

C.A.T. score change computed by subtracting the First C.A.T. from the last.

b

Percent C.A.T. score change per month computed as follows:

$$\frac{(\text{Last C.A.T.} - \text{First C.A.T.})}{\text{First C.A.T.}} \div \frac{(\text{C.A.T.}-\text{Time})}{30} \times 100 = \text{Percent C.A.T. Score change per month}$$

Table 8 presents the average C.A.T. score change for each educational level, the average number of days between the first and last C.A.T. test, and the average percent score change per month. As in Table 7, the smallest change occurred among GED participants.

Tables 7B and 8B present data on C.A.T. scores for participants in the two institutional settings. Contrary to what might have been expected, the results suggest that improvement was actually greater in the old prison setting. To substantiate this finding, Table 9 presents C.A.T. data by educational level while controlling for the institutional setting. Although the average class attendance was greater for all educational levels within the new prison setting, the average percent C.A.T. score change per month was generally greater in the old prison.

Table 9

C.A.T. Score Change by Educational Level, Controlling For Institutional Setting

Institutional Setting	Educational Level	First C.A.T.	Last C.A.T.	C.A.T. Score Change ^a	Percent	Classes
					C.A.T. Score Change Per Month ^b	
Old Prison 9/76-6/77 N=352	Literacy	4.4	6.0	1.6	1.6	19.0
	Adult Basic	6.9	9.4	2.4	1.7	31.2
	GED	10.7	7.6	2.8	(-) 0.4	18.9
Transition 78/77 N=45	Literacy	4.7	6.0	1.3	0.4	49.3
	Adult Basic	7.0	7.3	0.7	0.5	37.1
	GED	11.1	13.2	2.1	0.6	11.6
New Prison 9/77-12/78 N=605	Literacy	4.0	5.3	1.3	1.0	33.1
	Adult Basic	7.1	8.6	1.4	1.0	32.5
	GED	10.7	10.9	0.6	0.1	25.9

a

C.A.T. Score change computed by subtracting the first C.A.T. Score from the last.

b

The percent C.A.T. Score change per month computed as follows:

$$\frac{(\text{Last C.A.T.} - \text{First C.A.T.})}{\text{First C.A.T.}} \div \frac{(\text{C.A.T.}-\text{Time})}{30} \times 100$$

In the grant application, those participants at the adult basic level were expected to progress two grade levels after six months (180 days) in the program. After searching the data file for those in the adult basic program who had progressed at least two grade levels, forty five cases were found. As indicated by Table 10, this represents 15.9% of the 283 participants in the adult basic program and these forty-five may be termed a success according to the grant application. Table 10 denotes that the average number of days between C.A.T. tests for this group was 107.4, somewhat more than the average number of days between C.A.T. tests for all participants enrolled in adult basic education (see Table 8a), but a much shorter time than stated in the grant (180). Finally, the average percent C.A.T. score change per month for all participants was much greater than for the "successful" group (3.4% vs. 1.1%).

Similarly, a search was made for those GED participants who, according to the grant application, should progress three (3) grade levels after six months in the program. Table 10 indicates that of the 459 participants at the GED educational level, only seven (1.5%) progressed at that rate. The average number of days between C.A.T. tests for this successful group was 103.1 which, according to Table 8a, was less than for the total GED group and much less than six months. The successful GED participants improved their C.A.T. scores by an average of 1.6% per month, while the GED group improved by only 0.1% per month. (Average progress for those with an initially lower score would be expected to be greater than for those with an initially high score).

Table 10

^a
The Percentage of Successful Participants in
the Adult Basic and G.E.D. Programs, with the
Average Number of Days Between C.A.T. Tests (C.A.T. Time)

	Percentage Successful	C.A.T. Time
Adult Basic (N=283)	15.9	107.4
G.E.D. (N=459)	1.5	103.1

^a

This percentage represents the number of education participants whose C.A.T. scores changed as much as expected according to the grant application.

E. Additional Findings

In addition to the Educational and Counseling Classification Components of the Rehabilitation Program, other services are offered to participants. Among these are art classes and courses taught at a local community college. Those inmates placed in the Rehabilitation Program while located in the old prison (i.e. 9/76-6/77) were enrolled in an average of 3.2 "other" courses. During the transition period, the average dropped to 3.0, with participants in the new prison averaging only 1.5 "other" courses. As was indicated by Table 5, inmates at the new prison spend a longer period of time in the Rehabilitation Program than those at the old prison. Therefore, it is especially noteworthy that the average number of "other" courses taken by participants decreased after moving to the new prison.

The only available objective indicator of the delivery of vocational services is the number of work release participants in the Rehabilitation Program. Of the 1,001 program participants, twenty one percent (21.1%), or 211, were assigned to Work Release.

F. Unit Cost Assessment

This cost evaluation covers 807 operational program days dating from August 15, 1976 to October 31, 1978. Prior to August 15, 1976, the Rehabilitation Program was financed by discretionary funding. During the evaluation period, August 15, 1976, through October 31, 1978, the Law Enforcement Assistance Administration (LEAA) provided ninety percent of the total program cost which came to \$ 517,501. An additional City cash match provided ten percent of the total program cost which came to \$ 57,500.

There were a total of 1141 inmates interviewed for placement in the Rehabilitation Program. Of those 1141 inmates interviewed, 879 participated in the Rehabilitation Program only and an additional seven (7) inmates participated in the Rehabilitation Program temporarily and then transferred to one of the other prison programs.

1. Rehabilitation only

One method used to establish cost effectiveness is to analyze cost per client. This is computed by taking the total cost spent on the project and dividing by the total intake. The total expenditure of the Rehabilitation Program was \$575,001 and the total number of inmates participating in the Rehabilitation Program only was 879, indicating an average cost of \$654.15 per participant.

Another approach is to calculate the unit cost per day. The average cost per participant per day is computed by taking the total cost spent on the project (\$575,001) and dividing by the product of the number of cases (879) multiplied by the average number of days (175.5). Thus, it cost the Rehabilitation Program \$ 3.72 per day per participant to operate.

2. Rehabilitation/Other Prison Programs

The same method of computation was used to assess costs for all inmates including those inmates who were placed in the Rehabilitation Program temporarily and then transferred to one of the other prison programs. In this instance, the cost per participant was \$ 648.98. The average cost per participant per day was \$3.67.

The total cost of the Rehabilitation Program at Orleans Parish Prison, throughout the evaluation period dating from August 15, 1976 to October 31, 1978, was \$575,001. An analysis of the program's total cost per day was determined by dividing the total project cost by the operational program days. Hence, it cost the Rehabilitation program \$712.52 per day to operate and maintain its services. Table 11 gives a brief financial summary of the Rehabilitation Program at Orleans Parish Prison.

Table 11

Costs^a of the Orleans Parish Prison Rehabilitation Program; August 15, 1976 - October 31, 1978^b.

	Rehabilitation Only (N=876)	Rehabilitation/Other Programs (N=886)
Cost (\$)		
Per participant	654.15	648.98
Per day	3.72	3.67
Mean days	175.5	176.8

a

Funding:

90% LEAA \$517,501
10%
City Match 57,500
Total Cost \$575,001

This amounts understates the true cost because it only includes the actual grant amounts, not any additional City or Sheriff subsidies.

b

With 807 operation days, the daily cost of the program was \$713 (575,001/807).

V. Conclusions and Recommendations

A. Conclusions

From the preceding analyses it can be concluded that, while the Rehabilitation Program provided services to a large number of inmates, the expectation that the move to the new prison would enhance service delivery effectiveness has not been realized. Although the percentage of inmates interviewed and placed in the program increased slightly after moving to the new prison, the average monthly number of inmates interviewed actually decreased. The same was true of participation in both group and individual counseling, with a decrease in the average number of sessions attended after the move. Regarding educational services, while the average number of classes attended increased with the move to the new prison, the average monthly academic advancement (as measured by the average monthly percent C.A.T. score change) decreased slightly. In addition, the findings that only 15.9% of those enrolled in the adult basic program and 1.5% of those enrolled in the GED program were "successful" according to specified goals of the program suggest that the educational component did not function as expected.

However, as stated earlier, the findings of this empirical analysis must be analyzed with considerable caution because of the excessive amount of missing data on program participants. It remains the evaluator's opinion that the program provided a variety of necessary services without which many inmates would have been released from prison without having been exposed to any alternatives to ways

of regarding both himself and the Criminal Justice System.

B. Recommendations

As the purpose of evaluation is, primarily, to improve the operations of a particular program and since any evaluation can only be as comprehensive as the data available for analysis, it is recommended that a comprehensive systems analysis be implemented as soon as possible. The recommendations resulting from such an analysis could ensure that data relevant to each program are maintained in a current and accurate fashion and create a framework for performing "in-house" studies, thereby allowing the various programs to adapt to changing demands and/or conditions.

Whether or not the above recommendation is implemented, the Rehabilitation Program must improve the record keeping system for all program participants. After data needs have been carefully identified, efforts should be made to ensure that complete inmate records are maintained. Further, the program should have aggregate statistics available which, at a glance, could provide descriptions of the various components and activities of the program.

Finally, it is recommended that the procedure of averaging C.A.T. scores for purposes of inmate placement and progress assessment be eliminated immediately. In addition to being an invalid totaling of the individual scores, it is both an ineffective and inefficient means of classifying or assessing the educational advancement of inmates. In addition, C.A.T. testing should be scheduled at specific intervals based on hours of instruction or some other relevant criteria.

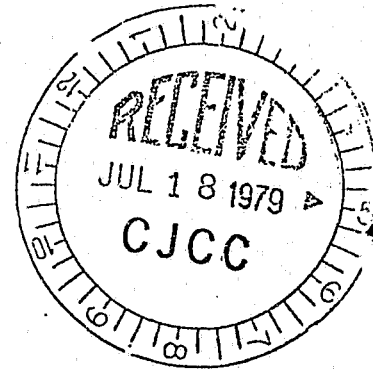
VI. APPENDIX

CRIMINAL SHERIFF

Parish of Orleans - State of Louisiana - New Orleans, Louisiana 70119

CHARLES C. FOTI, JR.
Sheriff

July 18, 1979



Mr. Frank Serpas, Jr.
Director
Mayor's Criminal Justice Coordinating Council
1000 Howard Avenue, Suite 1200
New Orleans, LA 70112

Dear Frank:

This letter is in response to the Orleans Parish Prison Rehabilitation Program: Final Evaluation Report prepared by the Mayor's Criminal Justice Coordinating Council.

At the outset, I would like to say that we interpret most of the data findings to be quite positive; for example, the average cost for services per inmate per day was found to be less than \$4.00. We are very pleased the quality and quantity of rehabilitation services can be delivered to the inmates for comparatively very little money. Overall, however, I found the evaluation itself a disappointment primarily in the three areas outlined below. Some of the problems in the evaluation were points of contention in other evaluations, the most recent being Restitution, so perhaps through this letter we can resolve these recurring issues.

The first general area concerns that lack of a good continuous working relationship with an evaluator which, I believe, is reflected in the quality of the final evaluation product. Specifically, instead of making periodic visits throughout the grant period, the evaluator usually makes an appearance very early in the project, and then returns months, sometimes as in the case of this grant, a year later. One evaluator was here in 1978 for approximately two months. At the conclusion of that data gathering session Rehabilitation staff had spent approximately 320 man hours locating "missing data" that was actually in the Rehabilitation files or other easily accessible files. It is extremely important to note that if data requirements had been made explicit initially, this effort would not have been necessary.

Now, in this recently completed evaluation, numerous references are made to "missing data" to the extent the evaluation summary tells the reader to "interpret cautiously" the findings. The bottom line here is - after several thousand dollars were expended for an evaluation, the Sheriff's Office has a product of questionable value - certainly not a rigorous analysis resulting in positive recommendations for future program operations. Basically, the evaluator did not mention to the Rehabilitation staff that he could not find certain pieces

Page -2-
Mr. Serpas
July 18, 1979

of information. The problem seems to be the information required by a particular CJCC evaluator is not specified until well into the project operation. Although this may not seem to be a problem to the evaluator, it is indeed to project staff who must now keep and/or locate other bits of information. (I could give numerous examples of data which different evaluators have requested on the same project. When a CJCC evaluator leaves, the next evaluator is no longer interested in information "x" but rather wants the project to collect "y" on each program participant. The Rehabilitation staff work in some capacity with several hundred people per year making the record keeping task for CJCC no simple task.)

Another comment on this evaluation's reference to "missing data": after meeting with Gilbert Litton and Jack Ashcraft regarding the Rehabilitation evaluation draft, at which time Rehabilitation staff said they were not informed by the evaluator of his difficulty in locating such a tremendous amount of information, Mr. Carrere said his people would locate the information. This time, approximately 364 man hours were spent locating over 5,000 pieces of information which were either in files or readily accessible. Where information could not be located the reasons were given why it was impossible to attain, e.g. inmate "rolled-out" or transferred to Angola, etc. Certainly, it would seem on a project that has not been evaluated for over 24 months, it is significant to mention to the Rehabilitation staff the evaluator was having difficulty locating information, a majority of which was, in fact, in the files.

In summary, the problem of missing or incomplete information could be solved if (1) the evaluator made clear from the projects commencement, exactly what information he will need (2) the evaluator would explain in the evaluation why some information is incomplete, e.g., the inmate was transferred to Angola, thus a second test could not be administered.

A second problem as I see, is that one of the goals was not measured. I mention this because my staff has reminded me the goal relating to job placement and follow-up was insisted upon by a CJCC evaluator, much to the consternation of staff because of its impracticality of measurement. It is frustrating at best that despite written and verbal communication on this particular point at the time the goal was written, the CJCC decided not to measure if after all.

Thirdly, the conclusions segment was not, to be frank, particularly helpful. Where I had anticipated a good critical analysis of goals and objectives, this evaluation elevated to a major issue how C.A.T. scores are calculated. (It is truly ironic to note the previous evaluator told Rehabilitation staff he needed one simple figure to measure educational achievement and suggested the component parts of the C.A.T. be added together to obtain this figure!)

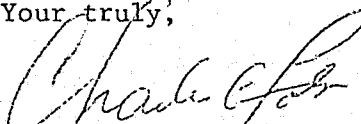
Page -3-
Mr. Serpas
July 18, 1979

Also, a discussion of how service delivery compares between the location of the Community Correctional Center and Orleans Parish Prison is interesting but not particularly helpful because (1) no conclusion are drawn or questions posed about the differences (2) the discussion is moot for our purposes because the entire service delivery has been changed to a Learning Center format since December, 1978, eight months ago.

I would like to comment here on the goals of educational achievement. The evaluation was quite helpful in pointing out the problems with educational achievement. After meeting on this, we have decided the goals were much too ambitious and should be more in line with the anticipated educational achievement levels of the Restitution program, which met its goals. For our own purposes we intend to apply the Restitution standards to the Rehabilitation participants to examine the results. In the meantime, however, a grant adjustment is being prepared to adjust the goals to more realistic levels.

In conclusion, the Rehabilitation data that initially could not be located, is ready for inspection. Please let us know how you would like to handle this. Also, I hope this letter has outlined some problems we feel have plagued not only this project evaluation but others, and that pointing them out here will diminish future discrepancies.

Your truly,


CHARLES C. FOTI
Criminal Sheriff

CCF/jdc



CITY OF NEW ORLEANS

OFFICE OF THE MAYOR

ERNEST N. MORIAL
MAYOR

July 26, 1979

Sheriff Charles C. Foti, Jr.
Orleans Parish Prison
2800 Gravier St.
New Orleans, La. 70119

Dear Sheriff Foti:

This is in response to your letter of July 18, 1979 concerning the evaluation report on the Orleans Parish Prison Rehabilitation Program.

I share your concerns about a good continuous relationship between an evaluator and the staff of a program being evaluated. This was primarily the result of staff turnover in the Evaluation Section. In March of this year I hired Mr. Gilbert Litton to supervise that Section and one of the first things he did was to institute the following policies:

1. Each program will be physically visited at least monthly by the assigned evaluator.
2. Monthly status reports are completed by each evaluator on each program.

I have a great deal of confidence in Mr. Litton and under his supervision the evaluators will maintain much better contact with the programs.

With regard to the references to missing data and the need to interpret the findings cautiously, it should be pointed out that it is common, if not obligatory, for a report to note its

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shortcomings and limitations. On page 10 of the evaluation the problem of missing data is discussed. In explaining how the review of case files (i.e., the data collection) had been less than successful, the report states, "In many instances the case folders had not been kept current and the evaluator was forced to use only that information which was available. In other instances, no data had been recorded, thereby forcing the evaluator to define much of the information sought as 'missing data'. For these reasons, the service delivery analyses presented probably understate the actual amount of program activity that the evaluator subjectively believes to have occurred." Well over half of the individual case files had one (or more) item which was defined as "missing". Time constraints did not allow the evaluator to go look in other places or ask for help every time he found an incomplete file. As noted in your letter it took 364 man hours to find the missing data which, in your words, were "readily accessible." In fact, in many instances, those items for which data were missing were not critical to the evaluation. However, from the perspective of sound management practice it is imperative that all records be kept both current and complete.

While Rehab staff did, once the data collection had begun, make some effort to update the files, the problem of missing data was not resolved. However, given the nature of many of the items for which data were missing, it was believed that complete data would not have significantly affected any of the relevant measures used in the evaluation. At any rate, the files should have been complete prior to the initiation of data collection. The evaluator met with both Hillary Carrere and Margaret Debelieux twice prior to data collection. At the meeting of March 27, 1979, the evaluator discussed data needs as well as the time frame for the evaluation. The evaluation, as explained at this meeting, would use essentially the same information and same design as had been previously discussed with the former Evaluation Supervisor, R. Sternhell. In a letter to Hillary Carrere, dated February 9, 1978, Mr. Sternhell enclosed the research design which was used in the current evaluation. A copy of the letter and research design are attached.

At the initial meeting on March 19, 1979, the problem of assessment of the goal relating to job placement was discussed. No mechanism had been implemented to followup on job placement and Mr. Carrere stated that Rehab did not have the staff for such an endeavor. Earlier, in a letter (attached) dated March 14, 1978,

Mike Geerken, in discussing the evaluation design, stated his understanding that the achievement of the goal related to job placement "simply could not be measured."

Perhaps the "Conclusion Section" could have given more quantification of services such as classification and counseling with an explanation of any differences from the stated goals and objectives of the program. While this information is included in the "Findings Section" of the report, it would have been helpful to restate it.

The method of calculation of the C.A.T. scores was not a major issue of the evaluation. The purpose of pointing out the error in averaging the C.A.T. scores was to prevent the inappropriate placement of students which could minimize the effectiveness of the educational service delivery. If the previous evaluator suggested that the scores be averaged, he was misinformed as to valid test usage.

The results of the comparison of services between the Old Prison and the CCC indicate a need for a careful review of the entire service delivery system of the CCC. It was assumed that when the Rehabilitation Program moved to the CCC that service delivery would be more effective because of the improvements in program space and security. In almost all areas service delivery suffered after the move to the CCC. Further study of these differences would be required in order to draw any conclusions.

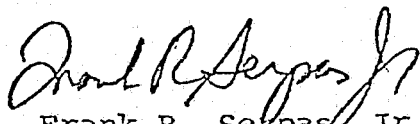
Regarding the educational goal achievement, the evaluation results above do not substantiate the reduction of the goals because of non attainment. The fact that the goals were not met does not necessarily infer that the goals were too ambitious.

It would not be appropriate to reduce the educational achievement levels to those of the Restitution Program. In the Rehab Program the primary service and program focus is that of educational achievement. In the Resitution Program education services are secondary and the reduction of the goals of the Rehab Program to the level of the Restitution Program I feel cannot be justified.

I appreciate your comments about problems that have occurred with evaluations. We are taking the necessary steps to hopefully prevent these problems from occuring in the future.

I will be happy to discuss this with you further, if you
so desire.

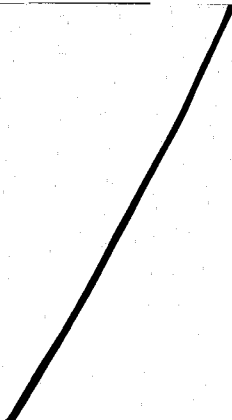
Sincerely,

A handwritten signature in cursive script, appearing to read "Frank R. Serpas, Jr.", written in dark ink.

Frank R. Serpas, Jr.
Director, CJCC

FRS:nd

Attach.



END