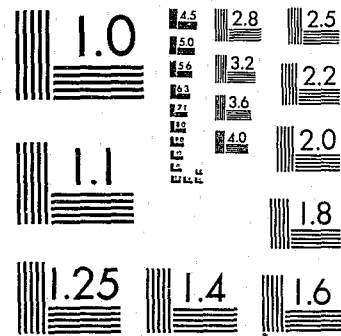


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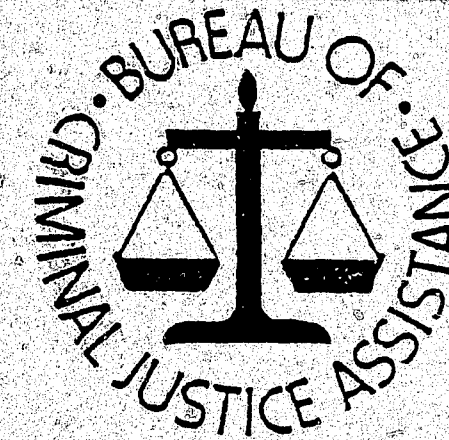
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STATE OF FLORIDA  
DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION OF PUBLIC SAFETY PLANNING AND ASSISTANCE



DEPARTMENT OF CORRECTIONS

COUNSELING AND SOCIAL SERVICES

PROGRAM EVALUATION

FINAL REPORT

79713

ARTHUR YOUNG

ARTHUR YOUNG & COMPANY

SUITE 540  
BARNETT BANK BUILDING  
TALLAHASSEE FLORIDA 32301

September 22, 1980

Mr. Tom Long  
Special Services Director  
Bureau of Criminal Justice Assistance  
Division of Public Safety  
Planning and Assistance  
Department of Community Affairs  
Room 530, Carlton Building  
Tallahassee, Florida 32301

Dear Mr. Long:

Enclosed are twenty copies of the Final Report of our evaluation of the Counseling and Social Services Program.

We have incorporated your comments, and understand that the Department of Corrections has no further corrections to the content of the report.

Very truly yours,

*Arthur Young & Company*

U.S. Department of Justice  
National Institute of Justice

79713

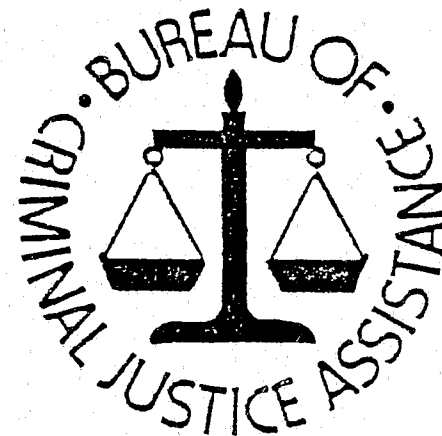
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STATE OF FLORIDA  
 DEPARTMENT OF COMMUNITY AFFAIRS  
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DEPARTMENT OF CORRECTIONS

COUNSELING AND SOCIAL SERVICES

PROGRAM EVALUATION

FINAL REPORT

ARTHUR YOUNG

NCJRS

JUN 24 1981

ACQUISITIONS

BUREAU OF CRIMINAL JUSTICE ASSISTANCE  
 DEPARTMENT OF CORRECTIONS  
 COUNSELING AND SOCIAL SERVICES PROGRAM EVALUATION

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COUNSELING AND SOCIAL SERVICES PROGRAM EVALUATION

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BUREAU OF CRIMINAL JUSTICE ASSISTANCE  
DEPARTMENT OF CORRECTIONS  
COUNSELING AND SOCIAL SERVICES PROGRAM EVALUATION

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## I. INTRODUCTION AND METHODOLOGY

This document is Arthur Young's final report of the evaluation of the Counseling and Social Services (C&SS) program of the Department of Corrections (the Department or DOC). The evaluation was funded by the Bureau of Criminal Justice Assistance (BCJA) and represents one of the major elements of the second year of Arthur Young's assistance to the BCJA in developing an evaluation capability. The results, conclusions, and recommendations of this evaluation are documented in detail in this report.

This introductory chapter contains the following sections:

- Background of the Evaluation Project;
- Evaluation Issues and Objectives and Scope of the Evaluation;
- Evaluation Methodology; and
- Outline of the Remainder of the Report.

### BACKGROUND OF THE EVALUATION PROJECT

This evaluation of the C&SS program was conceived by the BCJA as part of its continuing evaluation capability program. This project consisted of a first year effort including four evaluations of Law Enforcement Assistance Administration (LEAA) funded program areas and two special studies conducted for the BCJA under contract by Arthur Young.

For the second year of the evaluation capability program, the BCJA designated four evaluation areas. Based on a competitive consultant selection process, Arthur Young was selected to conduct this engagement. As in the first year of the evaluation capability, the selection process involved the development of a proposal outlining the professional approach our Firm would use in conducting the four identified evaluations.

Though the proposal included a brief description of the project, a review of evaluation issues and objectives, and a preliminary work plan, these were insufficient to immediately begin each of the projects. The first task defined for each project was the development of a more specific evaluation plan as the basis for consultant activity and input by concerned parties during the evaluation.

## I. INTRODUCTION AND METHODOLOGY ARTHUR YOUNG



## EVALUATION ISSUES, OBJECTIVES AND SCOPE

The C&SS program first received LEAA grant funding in July 1974. Five subsequent grants have been awarded. Yet, a preliminary review conducted in the development of an evaluation design indicated a general lack of knowledge and understanding of what the C&SS program encompasses. The following questions indicate the range of this issue:

- What are the individual institution programs?
- What services are available?
- How often are they used?
- How many inmates are receiving services and what kind?
- What are the treatment modalities being used?
- What are the workloads involved?
- Are there sufficient staff resources given the workloads and potential needs of the inmate population?

Our evaluation approach was organized to investigate and document the current structure, problems, and activities of the C&SS programs. It will provide the Department and the individual institutions with a framework for planning, monitoring and improving C&SS service delivery. The evaluation issues, objectives and scope are discussed below:

### Counseling and Social Services Evaluation Issues

The most important issues related to the evaluation of the C&SS program have to do with its management control and data systems. Automated systems at the Department are not intended to collect data on inmates' participation and success in C&SS programs; the manually reported statistics prepared by the institution-based programs, discussed at more length in the next chapter, are not inmate specific. Accordingly, there is no means of measuring program success except in terms of the opinions of C&SS staff and institution management.

The assessment of the program was based on collecting data on the individual programs, the program as a whole and on the counseling staff.

### Counseling and Social Services Evaluation Objectives and Scope

The objectives defined in the evaluation design and actually used in the evaluation include:

- Determine the scope and standardization of services provided with an assessment of the reason for differences based on such factors as institutional size and focus;
- Determine the needs and problems which are evident in the project and make recommendations for correction of these problems and for future funding;
- Determine the required organizational role and functional responsibilities between the Adult Services Program Office, Institution C&SS Program Supervisors, and C&SS staff units;
- Determine the degree of C&SS program integration with institution departments and variation between institutions; and
- Collect C&SS staff data and develop various profile statistics for use in program planning and management by DOC and by the individual institutions.

A planned objective of comparing the C&SS program in Florida to the "State of the Art" was to be addressed by visits to programs in other states. This task activity was dropped at the request of the BCJA to provide additional resources for other components of the total evaluation project.

The scope of the evaluation was determined by the availability of documentation on the program, as discussed above. This scope resulted in an evaluation based primarily on qualitative assessments. The exact scope of the evaluation is as defined in the evaluation methodology discussed in the following section.

## EVALUATION METHODOLOGY

The specific tasks accomplished in this evaluation of the C&SS program are discussed in the following paragraphs. A schematic of this approach is presented as Exhibit I following this page.

### TASK 1 DEVELOP EVALUATION DESIGN

This task involved the development of the Counseling and Social Services Evaluation Design. The Evaluation Design preparation included review of prior year subgrant files and meetings with Department of Corrections program personnel to clearly document program structure and program objectives. Site visits were made to the Counseling and Social Service programs in operation at three institutions -- Apalachee Correctional Institution (ACI) in Sneads, the Reception and Medical Center (RMC) in Lake Butler and the Union Correctional Institution (UCI) in Raiford -- in order to document program structure and approach and to clarify the feasibility of collecting specific data elements for the purpose of this evaluation.

### TASK 2 DEVELOP DATA COLLECTION INSTRUMENTS

The basic content of the required data collection instruments was included in the Evaluation Design, and approval of content was a key component of the review of the design by the Department and the BCJA. This task involved finalizing format for the instruments based on approved content. The Evaluation Design had suggested development and implementation of an Inmate Services Records and Reporting System based on the data collection systems in use at ACI. Department personnel were unable to supply the time needed to introduce this system.

### TASK 3 COMPILE AND ANALYZE REPORTED DATA

The scope of this task was narrowed considerably by the elimination of the Inmate Services Record and Reporting System. It included only compilation of data relating to staff surveys.

DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM  
EVALUATION APPROACH

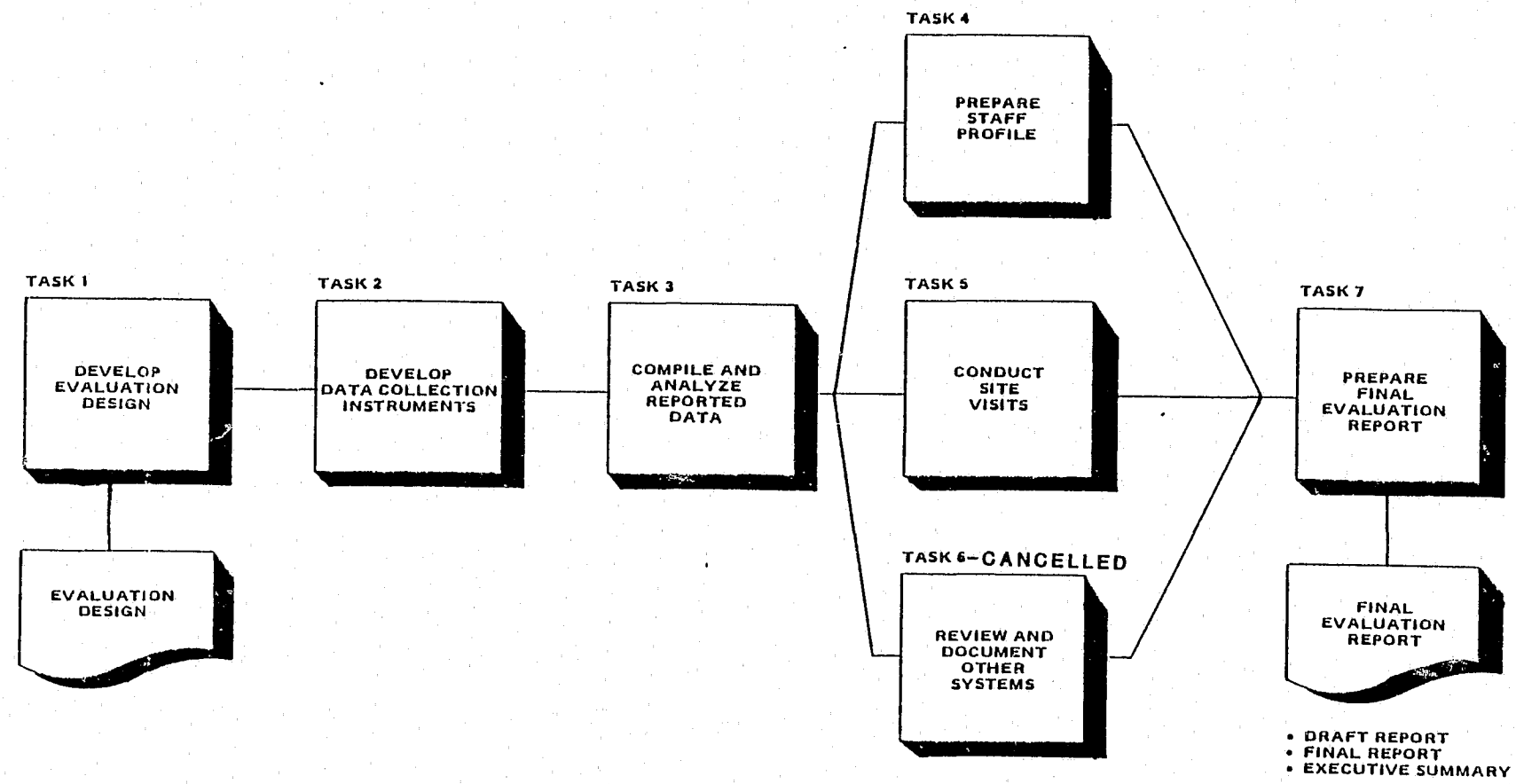


EXHIBIT I



TASK 4 PREPARE STAFF PROFILE

This task involved the preparation of the staffing analysis included in Chapter 3 of this final report, using data reported previously.

TASK 5 CONDUCT SITE VISITS

With the elimination of Task 6, it was determined site visits should be conducted to all operational LEAA funded programs and to General Revenue programs with staffs of two or more.

During these visits data was collected by means of structured interviews with the institution Superintendent, the Counseling and Social Services Supervisor (where this position exists), and the various Counselors. Interviews related specifically to such items as:

- Organization and reporting relationships;
- Types of service provided;
- Qualifications of service providers; and
- Participant's impression of program benefit.

The data collection instruments used are included in Appendix A.

TASK 6 REVIEW AND DOCUMENT OTHER SYSTEMS - Cancelled

The "State of the Art" in the provision of counseling and social services within the institutional environment can only be determined by identification of such systems in other states which are generally held to have highly effective systems. The BCJA determined that this data collection and analysis should be excluded.

TASK 7 PREPARE FINAL EVALUATION REPORT

This task involves the documentation of the results of the evaluation analysis and the preparation and presentation of this report.

OUTLINE OF THE REMAINDER OF THE REPORT

Following this introductory chapter, the remainder of the report is organized in the following chapters:

- Counseling and Social Services: Administrative Structure - includes the program history, its organizational placement within the Department and discussions of program standards, documentation and monitoring;
- Counseling and Social Services: Institution Operations Analysis - includes an overview of the programs at the institutional level, and analyses of staffing, organization and program services;
- Counseling and Social Services: Institution Findings and Recommendations - which includes discussions of the programs at each of the institutions visited by Arthur Young evaluation consultants; and
- Summary of Findings and Recommendations - which extracts the results of the evaluation presented in the previous chapters.

## II. COUNSELING AND SOCIAL SERVICES: ADMINISTRATIVE STRUCTURE

ARTHUR YOUNG

## II. COUNSELING AND SOCIAL SERVICES: ADMINISTRATIVE STRUCTURE

This chapter describes the administrative organization of the Counseling and Social Services Program and discusses the program's ability to operate as an integrated entity within the Department. The program's administrative structure, by institution, is discussed in Chapters III and IV.

### PROGRAM HISTORY

The positions of psychiatrists, substance abuse counselors, correctional counselors, and vocational placement counselors have been a traditional part of Florida's correctional system well before formal organization of the C&SS program. The positions were not, however, integrated around a single program objective. Department management obtained funding, first from the Department of Labor and subsequently, from the Law Enforcement Assistance Administration (LEAA), to create an integrated unit and add staff.

LEAA grant applications include the following statement of intent:

"The overall objective for establishing the Counseling and Social Services Department . . . is to provide unified, coordinated, professionally guided counseling and social services to meet the needs of inmates. . ."

Originally included in a grant application submitted in May 1974, this "overall objective" has been restated with only minor wording changes in five subsequent funding requests. The administrative component of the C&SS program must be reviewed in light of this stated purpose.

LEAA funding is now in its sixth and final year. It must, therefore, be assumed that there has been adequate lead time for solving problems derived from start up. Counseling and Social Services is a mature program administratively.

### ORGANIZATIONAL PLACEMENT OF THE ADMINISTRATIVE COMPONENT

The Department of Corrections, like many other Florida state agencies, separates its programs' standards development and monitoring activities into a program office structure, distinct from the operations component of the Department. The administrative component of the C&SS program is based in the Adult Services

Program Office, under the Assistant Secretary for Programs. According to the Department's 1978-79 annual report, the following activities related to counseling programs are the responsibility of this program office:

- Coordinating and monitoring counseling and social services throughout the Department;
- Monitoring such inmate activities as Alcoholics Anonymous, Jaycees, Gavel Club, etc., and providing technical assistance in these areas; and
- Planning and coordinating special contract drug treatment programs.

This responsibility assignment is not as clear as it would initially seem. Two other program offices -- Youthful Offender and Health and Education Services -- which are both also under the Assistant Secretary for Programs, have assigned responsibility which may impact the C&SS Program. The Youthful Offender Program Office is responsible for:

- Developing, implementing and monitoring youthful offender programs for youth committed to the Department of Corrections and assisting in the development of standards for evaluation of youthful offender programs; and
- Assessing needs of youthful offenders committed to the Department of Corrections.

Accordingly, the Youthful Offender Program Office may have involvement in supervision and monitoring of the counseling and social services program in youthful offender institutions.

The Health and Education Services Program Office is also involved in counseling and social services. Among its defined activities are:

- Providing for psychological diagnosis and testing of all inmates and developing counseling programs;
- Providing technical assistance to vocational instructors at the regional and local level; and
- Monitoring and assisting academic and vocational training programs as well as workloads to ensure provision of appropriate staff.

All psychologists employed in institutions by the Department of Corrections are directly responsible in a line reporting relationship to the Division of Operations. For a staff reporting relationship with the Program Office, some psychologists are responsible to Counseling and Social Services, under Adult Services, while others are responsible to the Health and Education Program Office. Vocational placement counselors who respond programmatically to the C&SS program must obviously coordinate closely with the vocational education programs within their respective institutions. These programs respond to the Health and Education Program Office. In recognition of this extensive interaction, we understand that there was consideration at the end of May 1980 of transferring the C&SS program from Adult Services to Health and Education.

In addition to problems associated with unclear lines of responsibility for standards development and monitoring, the administrative component of the C&SS program has suffered from lack of staff. It was originally envisioned that the responsibility for standards development and monitoring would be placed in a section comprised of three professional positions and one clerical position within the Adult Services Program Office. One year after the reorganization of the Division of the Corrections into the Department of Offender Rehabilitation, a mandated staffing reduction required the elimination of five authorized positions in the Adult Services Program Office. All four positions dedicated to the C&SS program were eliminated. The program supervisor currently assigned responsibility for the C&SS program received this assignment as an addition to his existing workload.

#### PROGRAM STANDARDS

As far as we have been able to determine, program standards related to counseling and social services promulgated by the Adult Services Program Office for which the institutions may be held responsible are limited to a three page Policy and Procedure Directive, number 4.07.50 issued at the end of November, 1979. After citation of authority and a statement of general philosophy relative to the purposes of Counseling and Social Services, the directive defines its purpose as "to establish policy, guidelines and procedure for administering the following services:

- A. Psychological testing;
- B. Substance Abuse Programs;
- C. Vocational Placement Counseling;
- D. Pre-Release Programs;
- E. Family Services Programs."

The actual policy is stated in one and a half pages, included as Exhibit II on the following page. While these defined policies are a valuable first step in creating a unified structure for the program, additional detail will be required. To the

**DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM**

NUMBER: 4.07.50

COUNSELING AND SOCIAL SERVICES

POLICY

- A. The Counseling and Social Services Department will be headed by an individual with the following minimum training and experience: A Master's Degree in Social, Behavioral or Rehabilitative Science from an accredited college or university and three years of professional experience in performing rehabilitative counseling or social service work, one year of which must have been in a supervisory capacity.
- B. The Department's staff will meet the minimum training and experience standards for their particular responsibility as established by the Division of Personnel.
- C. Volunteers, paraprofessionals and interns should be carefully recruited, trained and utilized to add depth and diversity to the overall program.
- D. All institutional personnel should be made aware of the function of, and methods of referral to Counseling and Social Services through orientation programs, publications or whatever media which may be available.
- E. Routine counseling sessions will be scheduled on a regular basis and coordinated with other institutional programs. Counseling inmates on an emergency basis will be performed by qualified staff, designated by the head of the Counseling and Social Services Department. Emergency counseling will be provided when the need arises.
- F. Regularly scheduled case conferences will be established between counselors and social workers and the Counseling and Social Services Supervisor.
- G. The caseload for counselors should be determined by staff provided vs. number of inmates.
- H. During the initial screening of inmate records by classification personnel, if the record reflects mental or emotional problems a referral must be made immediately to the Counseling and Social Services Supervisor who will assign the case to a psychologist for immediate review and recommendation concerning custody, housing and special programs.
- I. Substance abuse programs will be provided for inmates who have drug and/or alcohol addiction problems. These programs should include, at a minimum, efforts to motivate addicts to seek help, realistic goals for the rehabilitation of inmates with drug or alcohol abuse problems, and a variety of approaches to provide flexibility to meet the varying needs of different addicts.
- J. A psychological assessment, including a personal interview, will be conducted and shared with the team responsible for the case when an inmate remains in administrative or disciplinary confinement beyond 30 days. If confinement continues for an extended period, a psychological assessment should be made at least every three months.
- K. Confidentiality is crucial to any counseling program and should be maintained unless legal and moral obligations to respond exists, such as a clear and present danger of injury to self or others or escape is present.
  1. When counseling begins, it should be made very clear to the inmate what information cannot be kept confidential. When a psychological assessment is requested, the inmate must be told who will receive the assessment.

**DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM**

- L. The Counseling and Social Services staff will provide the following records to the Counseling and Social Services Supervisor on a monthly basis:
  1. Group counseling - numbers and hours;
  2. Number and hours in individual counseling;
  3. Number of interviews;
  4. Number of psychological evaluations and to whom provided;
  5. Staffing and consultation records;
  6. Names of tests and number of inmates tested;
  7. Number of meetings and number of inmates attending substance abuse meetings;
  8. Number of family planning classes conducted and number of inmates attending;
  9. Number of job placement interviews and number of inmates placed on jobs; and
  10. Number of inmates involved in pre-release and number of outside trips.

extent any additional standards exist for Florida's C&SS program, they are derived from the standards defined by the Commission on Accreditation for Corrections. Relevant standards are listed in Exhibit III on the following page.

In addition to limited formal promulgation of program standards, no provision has been made for the informal development of standards across institutions, which might have resulted from an extensive monitoring program with a technical assistance component or through regular interaction between staff of the Counseling and Social Services Programs at different institutions.

#### DOCUMENTATION

Weaknesses in program documentation are evidenced by problems in two areas; the lack of program manuals and the quality of internal and external reporting.

##### Program Manual

The C&SS program, in its seven years of existence, has yet to produce any form of a program manual. It has, accordingly, been impossible to assess individual program compliance with the guidelines expressed in the manual. In May 1979, the program manual was identified as being approximately a year from completion. In May of 1980, there was still no sign of documentation beyond a three page Policy and Procedure Directive.

##### Reporting

There are two levels of activity reporting within the C&SS program which are relevant to this analysis. These are internal reporting -- from the program components at each institution to the program office -- and external reporting -- from the program office to the grantor agency, in this case BCJA. The same reporting format is used for reporting at both levels. This reporting format, illustrated as Exhibit IV on the following pages, was developed jointly by the Grants Management Section of the Department and the BCJA.

The primary problem with this summary report is its concentration on discrete activities without documentation of results, and its limited relationship to the grant's measurable objectives. As an example, in order to assess the program, data is needed not on how many tests were administered, but rather how many inmates were tested, and the results of those testing procedures. Further, the summary report has no written instructions.

## DEPARTMENT OF CORRECTIONS COUNSELING AND SOCIAL SERVICES PROGRAM

### NATIONAL STANDARDS

#### Classification

4375 Written policy and procedure provide for special needs inmates. (Essential)

#### Education and Vocational Training

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)

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

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)

#### Social Services and Counseling

4437 The institution maintains a social services program that provides a range of resources appropriate to the needs of inmates, including individual and family counseling and community services. (Essential)

4438 The social services program is administered and supervised by a person qualified and trained in the social or behavioral sciences or a related field. (Important)

4439 The social services program provides coordinated and regularly scheduled counseling for inmates. (Important)

4440 Counseling is provided by qualified, trained counselors. (Essential)

4441 The social services program involves all institution personnel. (Important)

4442 Written policy and procedure govern determinations of caseloads for counselors and social workers. (Important)

4443 Written policy and procedure require regularly scheduled case conferences between each counselor and social worker and the social services program supervisor. (Essential)

4444 Written policy and procedure provide for substance abuse programs for inmates with drug and alcohol addiction problems. (Essential)

DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION

SUMMARY REPORT

COUNSELING AND SOCIAL SERVICES DEPARTMENT		
SUMMARY REPORT		
	QUARTER	TOTAL YEAR
Tests Administered		
a. IQ		
b. Achievement		
c. GED		
Tests Administered		
a. Vocational Aptitude		
b. Vocational Interest		
Tests Administered		
a. MMPI		
b. Other		
Number of Inmates in Drug Abuse Program		
Total initial interviews		
Academic-Vocational Educational Orientation		
a. Number of sessions		
b. Number of inmates		
Pre-intervention orientation		
a. Number of sessions		
b. Number of inmates		
Special Services (Drug Treatment, Family Services, Vocational Rehabilitation, etc.) Orientation		
a. Number of sessions		
b. Number of inmates		
Number of initial assignment Team Meetings		
Six Month Evaluations		
Other Evaluations		

DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION

SUMMARY REPORT

	QUARTER	TOTAL YEAR
Group Counseling		
a. Number of inmates		
b. Number of groups		
c. Number of sessions		
d. Number of inmates terminated		
e. Average number of sessions prior to termination		
Individual Counseling (Professional)		
a. Number of inmates		
b. Number of sessions		
c. Number of inmates terminated		
Individual Counseling (Paraprofessional)		
a. Number of inmates		
b. Number of sessions		
Number of referrals to Vocational Rehabilitation Counselor		
Number of referrals to Work Evaluation Unit		
Updated Psychological Evaluations		
a. For Parole		
b. For Community Release		
c. For Furlough		
d. Other		
Education Programs on Drugs and Drug Abuse		
a. Number of programs		
b. Number of inmates		
Alcoholics Anonymous		
a. Number of groups		
b. Number of inmates in groups		
c. Average number in attendance		
d. Number of meetings held		
e. Number of meetings away		



DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION

SUMMARY REPORT

	<u>QUARTER</u>	<u>TOTAL YEAR</u>
Family Planning		
1. Number of classes conducted		
2. Number of inmates completing course		
Pre-release Activities		
1. Number of inmates completing activities		
2. Number of trips outside institution		
Job Placement		
a. Number of interviews		
b. Number of actual placements		
Number of Citizen Volunteers		
Training Activities		
a. Number of staff participating		
b. Number of hours		

Consequently, there is no assurance that responses prepared by the different institutions are consistent. No standards are provided for documentation to support report content. Our project team evaluators were told that some data elements -- such as individual counseling -- are estimated at some institutions and have no backup documentation.

MONITORING AND COORDINATION

As described above, one of the major functions undertaken by a program office-based coordination unit should be monitoring and technical assistance to individual program components to assure procedures are in compliance with defined program standards. Even with programs where program standards have not been fully defined, as is the case in the C&SS Program, a monitoring and technical assistance function, when used extensively, can help to integrate program operations by serving as a transfer mechanism for successful procedures from one locale to another and for correction of inappropriate program operations.

The lack of a monitoring coordination function for C&SS is evidenced by the disparity of programs at different institutions. While some institution-based programs are fairly effective, as discussed in later chapters, the effective components have been developed at an institutional level rather than provided by the Department. Management procedures and curriculum material for use in the counseling program are not shared from one institution to the next.

III. COUNSELING AND SOCIAL SERVICES:  
PROGRAM OPERATIONS ANALYSIS

This chapter analyses the C&SS Program as it operates in the institutions, including staffing, organization and program services. Discussion of the C&SS program by individual institution is presented in Chapter IV.

PROGRAM COMPONENTS AND ORGANIZATION

This section of our report presents the study's general findings and conclusions on the desirable components within a C&SS operation. The federal grant which funded C&SS staff was intended to permit an expansion and an integration of services to inmates. Neither the grant, nor subsequent state directives, have defined what in fact constitutes a complete and integrated program structure. During our site work we explored with staff what they perceived as the most appropriate structure. Staff included both those engaged in the C&SS services and custody and treatment staff.

Our discussions centered on two questions. The first question concerns what types of service components should be a part of C&SS operations. An example of a service component would be substance abuse counseling. These components are, in turn, made up of many individual programs -- such as an alcohol anonymous program. The second question explored was how components were interrelated. For example, are some components considered to be of more importance than others? Do some need to be in place before others can be started?

Exhibit V provides an illustration of the general consensus as to how a C&SS program within an institution should be structured. A comprehensive C&SS program was considered to consist of six interrelated components. Substance abuse programs were perceived to be the most fundamental service component. It was considered as the core component because substance abuse problems were perceived as a primary cause of incarceration. Most staff estimated that 70 - 80% of inmates were in prison because their crime was drug related or committed under the influence of drugs or alcohol.

Psychological services programs were considered as next most important. These programs were perceived as important because of their potential to help the inmate adjust to prison life and also to obtain needed therapy. Custody staff indicated that psychological evaluations and counseling were considered beneficial to minimizing risks of violent behavior and security problems. A high degree of interaction was seen as desirable between psychological and drug abuse programs. That interrelation was seen more

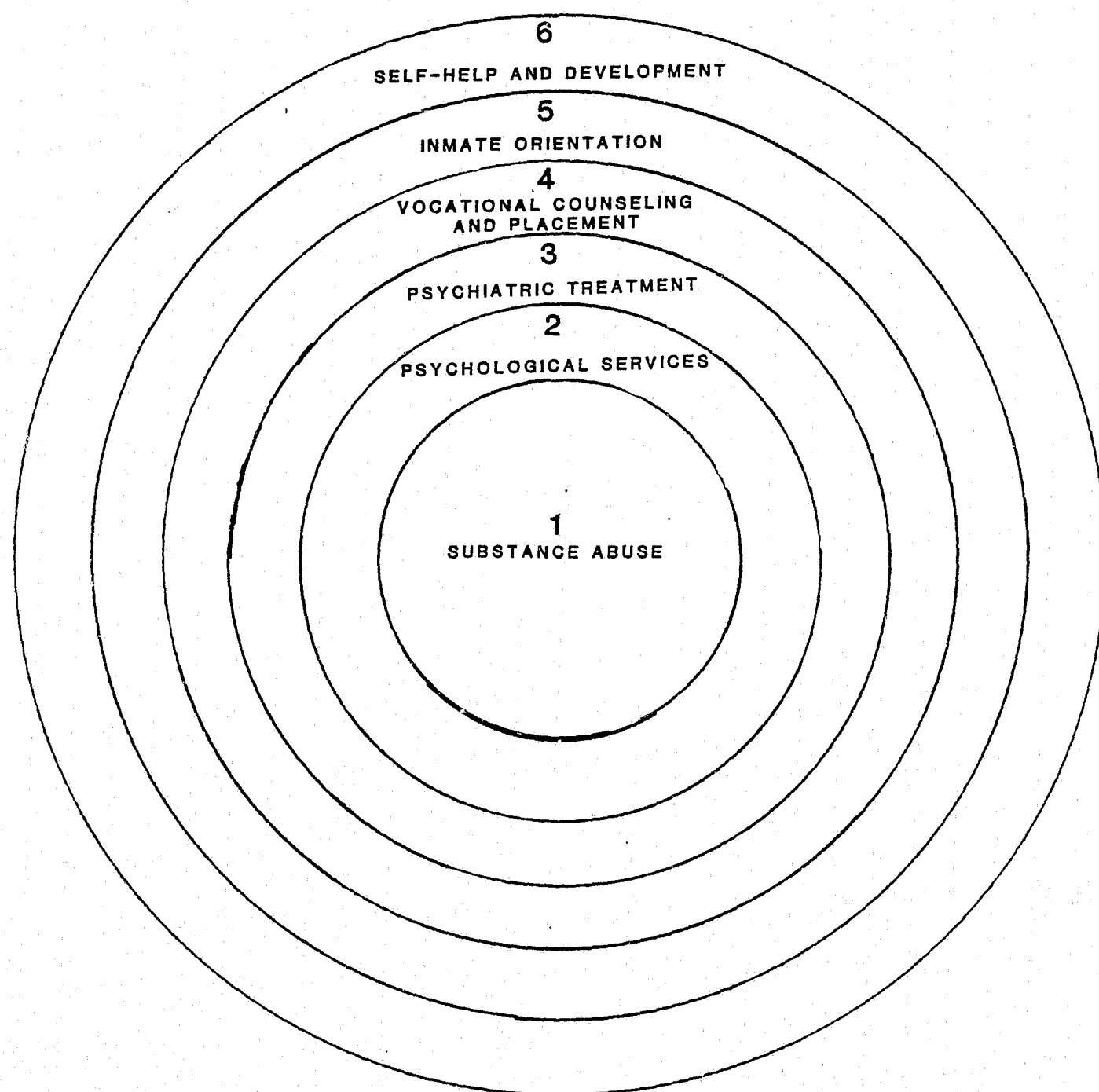
III. COUNSELING AND SOCIAL SERVICES:  
PROGRAM OPERATIONS ANALYSIS

ARTHUR YOUNG

EXHIBIT V

DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION

COUNSELING AND SOCIAL SERVICE PROGRAM COMPONENTS



in terms of intensive therapy and treatment programs rather than in information and general counseling. A therapeutic community was cited most often by C&SS staff as the most effective approach for integrating the two service components. Custody personnel, however, generally expressed concern that a therapeutic community would pose many security and operational problems and were not in favor of such an approach.

Psychiatric services were seen as another component highly interrelated with both psychological and substance abuse components. These programs were cited as important to providing psychotherapy and medication to inmates with psychotic histories. Both C&SS and custody staff, however, expressed concern that medication programs did have some negative influences. Some inmates were perceived to seek unnecessary support through medication. Psychological screenings were seen as an important means to obtaining the most effective use of psychiatric services available.

Vocational counseling and placement programs were cited as the next most important service component. They were perceived as important particularly where institution populations involved a high proportion of youthful offenders and inmates with relatively short stays before parole. It was considered an important component because of the potential benefit of employment after release in helping the inmate avoid recidivism. Because of the time and resources required to operate vocational training -- some training programs require up to 2,000 hours -- testing and screening were emphasized.

Orientation counseling was perceived as a closely related service component supporting vocational services as well as the psychological and substance abuse components. Orientation programs included both intake and pre-release programs. They were cited as important in assisting inmates in adjustments to their new living circumstances. Programs were seen as providing both information and direct assistance to inmates. An example of such assistance is helping an inmate obtain a drivers license before release.

A variety of self help and life planning programs were cited as an important component of C&SS operations. An example of such programs would be the Jaycees. These programs were perceived as a vehicle for inmates to develop changes in attitude and behavior without significant resources being needed. They rely primarily on the inmates and community volunteers for their operation.

Although these six service components were considered as necessary, many institutions had no programs, or only a limited number of programs, in several areas. In many cases, programs were not well integrated. They were not under a single adminis-

trator nor were there any policies and procedures to coordinate activities. The reasons for these differences between the perceived models and actual operations was explored. The general consensus as to the causes are highlighted below:

- Lack of adequate numbers of staff due to funding limitations;
- Limited interest and support from Superintendent and custody staff;
- Inadequate training and experience of counselors to organize and conduct programs;
- Accessibility of inmates to staff being restricted because of work assignments; and
- Limited resource materials to assist in organizing and conducting programs.

Of the causes, funding was cited as the most significant and pervasive.

#### STAFFING ANALYSIS

Exhibit VI on the following page shows the staffing of Florida's C&SS program as of the end of May 1980, when our field visits were conducted. Slightly less than half (47 of 103 positions) within these institutions are funded through the LEAA grant. C&SS programs at other institutions consist of a single general revenue funded position. Exhibit VII shows the breakdown of positions by position type. Eight of the fifteen programs have program supervisor positions authorized; two have been filled for the first time only in the very recent past and the position at UCI, currently vacant, has never been filled. The largest single group of employees is in psychology, including psychologists and psychologist technicians. "Other" professional positions affiliated with C&SS are found in only two institutions: eleven "institutional counselors" and a social worker at FSP, and seven "counselor-therapists" at Lantana.

Exhibits VIII - X are analyses of staff training and experience. They are compiled from C&SS staff questionnaires initially mailed to all grant funded positions. During the site visits additional forms were distributed to the remaining professional staff who are not grant funded. Information on all clerical positions has been omitted. A total of 48 professionals returned the surveys.

Exhibit VIII illustrates the formal educational level of C&SS professional staff who responded to the survey, and Exhibit IX the

DEPARTMENT OF CORRECTIONS  
 COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION  
 STAFFING BY FUNDING SOURCE

Institution	# of Positions			# Grant Funded			# General Revenue Funded		
	Total	Open	Filled	Total	Open	Filled	Total	Open	Filled
Apalachee Correctional Inst.	13	1	12	5	1	4	8	0	8
Florida State Prison	19	0	19	5	0	5	14	0	14
Lawtey Correctional Institution	4	0	4	0	0	0	4	0	4
Reception & Medical Center	2	0	2	2	0	2	0	0	0
Union Correctional Institution	8	1	7	3	0	3	5	1	4
Brevard Correctional Institution	3	0	3	3	0	3	0	0	0
Florida Correctional Institution	13	0	13	5	0	5	8	0	8
Marion Correctional Institution	2	0	2	1	0	1	1	0	1
Sumter Correctional Institution	7	2	5	3	0	3	4	2	2
Broward Correctional Institution	2	2	0	2	2	0	0	0	0
Dade Correctional Institution	2	0	2	2	0	2	0	0	0
Glades Correctional Institution	7	1	6	7	1	6	0	0	0
Lantana Correctional Institution	8	0	8	0	0	0	8	0	8
Avon Park Correctional Institution	5	0	5	3	0	3	2	0	2
DeSoto Correctional Institution	8	0	8	6	0	6	2	0	2
<b>Total Program</b>	<b>103</b>	<b>7</b>	<b>96</b>	<b>47</b>	<b>4</b>	<b>43</b>	<b>56</b>	<b>3</b>	<b>53</b>

EXHIBIT VI

DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION

STAFFING ANALYSIS

Institution	Program Supervisor	Vocational Placement	Psychology	Drug Abuse Counselor	Correctional Counselor	Other Professional	Clerical	Total Institution
Apalachee Correctional Institution	1	2	3	2	2	-	3	13
Florida State Prison	1	1	2	1	2	12	-	19
Lawtey Correctional Institution	-	2	1	1	-	-	-	4
Reception & Medical Center	-	1	-	-	1	-	-	2
Union Correctional Institution	1	1	4	1	-	-	1	8
Brevard Correctional Institution	1	-	1	1	-	-	-	3
Florida Correctional Institution	1	1	2	6	1	-	2	13
Marion Correctional Institution	-	1	1	-	-	-	-	2
Suwannee Correctional Institution	1	1	3	1	-	-	1	7
Broward Correctional Institution	-	-	1	1	-	-	-	2
Dade Correctional Institution	-	-	2	-	-	-	-	2
Glades Correctional Institution	-	1	-	1	3	-	2	7
Lantana Correctional Institution	-	-	1	-	-	7	-	8
Avon Park Correctional Institution	1	1	2	1	-	-	-	5
DeSoto Correctional Institution	1	1	2	1	1	-	2	8
Total Program	8	13	25	17	10	19	11	103

EXHIBIT VII



DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION  
EDUCATION BY DEGREE LEVEL

Position Type	Total # Personnel Reporting	Number with Minimum of AA Degree		Number with Minimum of Bachelor Degree		Number with Advanced Degree		Number Without Degree	
		#	% Total	#	% Total	#	% Total	#	% Total
Program Supervisor	4	4	100.0	4	100.0	4	100.0	0	0.0
Vocational Placement	10	8	80.0	6	60.0	1	10.0	2	20.0
Psychology	8	8	100.0	8	100.0	7	87.5	0	0
Drug Abuse	18	18	100.0	18	100.0	16	88.9	0	0
Correctional Counselor	8	3	37.5	2	25.0	1	12.5	5	62.5
Total	48	41	85.4	38	79.2	29	60.4	7	14.6

EXHIBIT VIII

DEPARTMENT OF CORRECTIONS  
 COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION  
 EDUCATION BY DEGREE MAJOR

Position Type	Number by Type of Degree *							
	Total Reporting	Education	Psychology	Criminology	Administration	Social Work	Other	No Degree
Program Supervisor	4	3	-	-	1	-	-	-
Vocational Placement	10	4	-	4	-	-	-	2
Psychology	8	2	6	-	-	-	-	-
Drug Abuse	18	7	2	2	3	2	2	-
Correctional Counselor	8	1	-	2	-	-	0	5
<b>Total</b>	<b>48</b>	<b>17</b>	<b>8</b>	<b>8</b>	<b>4</b>	<b>2</b>	<b>2</b>	<b>7</b>

\* Associate, Bachelor, Master, or Doctorate

EXHIBIT IX

degree major. A very high percentage (60%) of the professional staff reporting have advanced degrees. Excluding the vocational placement and correctional counselors who have the lowest level of formal education of the position types, other professional employees all have at least bachelor degrees and 90% have advanced degrees. Job descriptions provided to us by the DOC indicate that vocational placement counselors are required to be degreed, with a substitute of additional education for experience. Correctional counselor positions are classified as sub-professional and do not require a degree. Four of the vocational placement counselors and six of the correctional counselors do not have college degrees.

By far the most common degree major was in education (17 of the 41 degreed respondents), followed by psychology and criminology or criminal justice (8 each). Specific majors are required only for psychologists (by the nature of their profession) and for program supervisors. DOC policy 4.07.50, issued in November 1979, specifies that the C&SS department within an institution should be headed by an individual with a "Master's Degree in Social Behavioral or Rehabilitative Science." The four respondents to our survey all have Master's Degrees, three in education (two of these in guidance and counseling) and one in public administration.

Exhibit X summarizes specific training programs which have been attended by survey respondents. Three of the four responding supervisors had attended a total of nine special training sessions related to their work. Six of the ten vocational placement counselors attended nineteen programs. Seven of the eight psychologists and psychologist technicians attended twenty-four courses. Fourteen of eighteen substance abuse counselors reported attending 48 training programs. Six of eight correctional counselors attended fourteen training sessions.

Exhibit XI, also derived from reported survey results illustrates the experience of position incumbents. Drug abuse counselors have the least time in position of any broadly represented group. Average time in position for psychologists may be distorted by the fact that several psychologist positions are vacant -- indicating a higher turnover rate than the average two years in position implies.

Statistics for the average years of equivalent experience outside of DOC is misleading for incumbents in vocational placement and psychology. The prior experience of the ten vocational placement counselors is one with 15 years, one with 7 years, one with 19 months and seven with no prior related experience other than DOC experience. Four of the eight respondents in psychology have no prior related experience.

DEPARTMENT OF CORRECTIONS  
 COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION  
 TRAINING PROGRAMS ATTENDED

Position Type	# Attended by Type of Training Program					
	# With No Training Indicated	General	Alcohol Drug Abuse	Vocational	Behavioral	Administration & Management
Program Supervisor	1	4	4	0	1	0
Vocational Placement	4	10	3	0	5	1
Psychology	1	2	5	0	17	0
Drug Abuse	4	5	27	0	16	0
Correctional Counselor	2	9	0	0	5	0

EXHIBIT X

DEPARTMENT OF CORRECTIONS  
 COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION  
 STAFF EXPERIENCE

Position Type	Number Reporting	Average Time In Position (Months)	Average Years with DOC (Years)	Average Years Equivalent Experience Outside of DOC (Years)
Program Supervisor	4	21.0	9.9	4.3
Vocational Placement	10	31.9	11.4	2.4
Psychology	8	24.6	6.8	3.3
Drug Abuse Counselor	18	18.2	6.8	3.5
Correctional Counselor	8	52.3	10.4	0

EXHIBIT XI

The final observation relating to staffing is the ratio of inmate population to counselors illustrated in Exhibit XII. Two ratios have been prepared because of the variety in program services -- the ratio of inmates to all non-clerical C&SS positions and the ratio of inmates to psychologists and substance abuse counselors -- the "therapeutic" counseling positions. Ratios in this latter category average 248:1 and range from a low of 22:1 to a high of 802:1.

There is an apparent imbalance not accounted for by special programs in several institutions, most notably Marion and Glades, both with ratios approximately 3.2 times the average. Understaffing at most of the other institutions is caused by vacancies -- Broward's 375:1 ratio is fictitious, since the program's two positions are vacant; Sumter's average of 242:1 is actually twice that at the present, since two psychologist positions are vacant.

#### ORGANIZATIONAL ANALYSIS

Our review of program operations found a variety of organizational approaches for counseling and social services activities. Most institutions (93%) organize their staffs into a separate department. That department is most often supervised by an individual who also has other counseling and services responsibilities. For example, the supervisor may also be the substance abuse counselor. Relatively few departments (9 of 15) have a full-time supervisor position devoted to program planning, management and evaluation of C&SS activities -- and of these, several have just filled the position for the first time, and one institution (UCI) has never had the position occupied.

Although most institutions reviewed in this evaluation have a separate department for C&SS activities, those departments do not always include all staff providing counseling and social services. A psychologist at the institution may be part of the medical rather than the C&SS department. One out of three institutions have their C&SS staff assigned to several departments.

Exhibit XIII summarizes the organizational approaches in use. Our observations during the site reviews indicate that a centralized department has positive benefits and results. Those institutions with centralized departments were noted to have, in general, the following kinds of characteristics:

- A formalized curriculum and structure to their counseling, testing and therapy programs;
- A wide variety of programs available to inmates;
- A close working relationship with classification, custody and treatment staff;



DEPARTMENT OF CORRECTIONS  
 COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION  
 RATIOS OF INMATES TO STAFF

Institution	Inmate Population 5/31/80	# of C&SS Non-Clerical Positions	Ratio Inmates to C&SS Non-Clerical	# of Psychologist and Substance Abuse Counselors	Ratio Inmates to Psychologist and Substance Abuse Counselors
Appalachee Correctional Inst.	1137	10	1:114	5	1:227
Florida State Prison	1417	19	75	3	472
Lawtey Correctional Inst.	439	4	110	2	220
Reception & Medical Center	359	2	180	0	00
Union Correctional Institution	2240	6	373	5	448
Brevard Correctional Inst.	749	3	250	2	375
Florida Correctional Inst.	416	11	38	8	52
Marion Correctional Inst.	802	2	401	1	802
Sumter Correctional Inst.	966	6	161	4	242
Broward Correctional Inst.	280	2	140	2	140
Dade Correctional Institution	559	2	280	2	280
Glades Correctional Inst.	783	5	157	1	783
Lantana Correctional Inst.	176	8	22	8	22
Avon Park Correctional Inst.	1183	5	237	3	394
DeSoto Correctional Inst.	653	6	109	3	218

EXHIBIT XII

EXHIBIT XIII

DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION

SUMMARY OF C&SS ORGANIZATION

Institution	Organization Characteristics		
	Separate Department	Full Time Supervisor	Centralized Services
Apalachee Correctional Institute	X	X	X
Florida State Prison	X	X*	---
Lawtey Correctional Institute	X	---	---
Reception & Medical Center	X	---	---
Union Correctional Institute	X	X**	---
Brevard Correctional Institute	X	X	X
Florida Correctional Institute	X	X	X
Marion Correctional Institute	---	---	---
Sumter Correctional Institute	X	X	X
Broward Correctional Institute	?	---	?
Dade Correctional Institute	X	---	---
Glades Correctional Institute	X	---	---
Lantana Correctional Institute	X	X	X
Avon Park Correctional Institute	X	X	X
DeSoto Correctional Institute	X	X	X

\* - Position recently filled for the first time.

\*\* - Position authorized, but never filled.

? - Difficult to determine, since both positions are vacant.

- Staff trained to back-up and assist one another in programs outside of their primary treatment discipline; and
- A formalized set of policies, procedures, and forms to assist in referrals, treatment planning and follow-up by all departments.

The use of a centralized department does not appear to be a function of the number of staff or the population of the institution. It was observed to be more a result of the institution's Superintendent or Assistant Superintendent. Strong interest and involvement by the individual in this position in developing the program invariably leads to a more centralized department, which is expected to support custody and treatment activities in a comprehensive way.

The inter-department support provided by C&SS staff was found to be oriented primarily towards the classification department. That assistance varied to a great extent between institutions. In some cases staff participated in classification teams. In others, they only prepared evaluations and recommendations without being directly involved in the process. All programs supported classification in the orientation of inmates being received or being released.

The support to general custody and security staff was observed to be less direct. The individual counseling activities of the C&SS staff was perceived by those interviewed to help the correctional officers. It provides a place they can refer inmates to get help and relieve stress. They, in turn, do not have to deal with situations for which they do not have time or skills.

Support to education and treatment staffs was also observed to be less direct. That support is achieved by means of the recommendations made for classification and by being a referral resource for problem inmates. There are few instances, Lantana being the most notable exception, where a formal, inter-department team approach is being used for treatment planning and service delivery.

Inter-department coordination for C&SS operations is being accomplished primarily by informal means. Where supervisors are in-place, coordination is supported by the superintendent's monthly department head meeting. Otherwise, day-to-day contacts between individuals are used to plan activities and resolve problems.

Our general findings and conclusions are that proper program organization has significant impact on the effectiveness of C&SS

service delivery. The organizational characteristics that were found to be most desirable for C&SS operations are listed below:

- Separate department status;
- An assigned supervisor with at least 75% of time available for department administration and program planning;
- Staff assigned only to the C&SS department for vocational, psychological, substance abuse and general counseling services;
- A management team composed of key department heads to work with the C&SS supervisor in planning and coordinating program services;
- Strong support and involvement of the superintendent in monitoring and directing C&SS activities on a regular basis; and
- Written personnel job descriptions and policies supporting each position assigned to the C&SS department.

It is our recommendation that all C&SS programs, both those now in operation as well as those started in the future, be organized with these characteristics. It should be noted that all of these recommendations are consistent with the DOC's avowed purpose of creating "unified, coordinated, professionally guided counseling and social services . . ."

#### PROGRAM SERVICES

Our site visit evaluation work concentrated on a review of program services available to the inmates. All program staff were interviewed to obtain information on services available, frequency of use, and considerations which aided or hindered use. Of particular interest was the treatment modality and resource materials used. This section summarizes our general findings and conclusions.

Overall, the greatest concentration of resources and activities is spent in individual counseling and assistance. All counselors average almost 50% of their available time in those counseling situations. These sessions are typically on an unscheduled basis. Walk-ins and contacts on the prison grounds account for 75% of sessions occurring. It appears that only 20% of inmates meet with counselors on a regularly scheduled basis such as every Tuesday.

Counseling contacts are reported to be in two general categories. One category is inmate assistance -- for example, an inmate desiring to use the phone or get information from his classification officer. The second category is related to crisis intervention. These instances are often related to tensions, fear, and trouble in dealing with institution life. In most cases, therapy is provided through group rather than individual counseling sessions. Contacts provide only general support without behavior modification.

Group therapy counseling accounts for approximately 20% of staff time. Group sessions are used extensively for drug and psychological therapy. Most sessions are operated on a once a week basis, lasting 1-1/2 to 2 hours with a typical group being 20-25 inmates. The groups are run primarily under a reality, transaction analysis modality.

A considerable variation among and diversity in group sessions was identified. There are few similarities in terms of content, resource materials and inmate participation. For example, a substance abuse program in one institution may be highly structured. Inmates must complete specific phases and a considerable number of films, booklets and curriculum materials may be involved. Another institution may have a completely unstructured program where counselor and inmates meet weekly to discuss general topics and concerns in improving their behavior and attitudes.

Psychological services were found to be concentrated primarily in testing and evaluation. The psychologists reported that approximately 80% of their time is involved in preparing evaluations. Most evaluations are a result of new commitments, primarily those committed through an Area Classification Team. Other evaluations are from referrals from staff because of aberrant or violent behavior, or as required by regulations relating to inmates in administrative detention.

A number of common problems are cited by psychologists in the completion of these evaluations. For example, testing results for commitments through the Reception and Medical Center are considered to be unreliable. Retesting for IQ and other evaluative measures is done in most instances. Another example is that of expectations of custody staff that the evaluations will assist in identifying escape risks and potentially violent inmates, when the psychologists feel such results are far too precise for the methods they can use.

Vocational services were also found to be concentrated primarily in testing and evaluation. Methods vary between institutions in terms of which tests and screening criteria was used. Testing and screening often lead to academic recommendations. In

many cases it is found that an inmate lacks the requisite reading level or other basic education needed to handle the training course. Counselors, therefore, work closely with the inmate, his classification officer and the education staff to develop a program to meet prerequisites.

Problems encountered include the lack of work assignment slots in the areas where vocational training is being provided. For example, an inmate might complete carpentry training though no slots existed in the prison work assignments so that he could use his new trade. Another problem is that the length of the training often preclude inmates who are close to their release date.

A variety of self-help and development programs are available to inmates. Typical programs are Jaycees, Alcoholic Anonymous, and Gavel Club. These programs generally involve inmate and community volunteers as resources. Some institutions dedicate considerable correctional counselor time to these programs while other institutions rely on outside volunteers. The programs provide weekly meetings and involve inmates in activities and special projects.

The Correctional Counselor positions are most frequently involved in these general counseling and assistance programs. The positions were originally created to operate furlough and work release programs. However, these programs were eliminated at most institutions in favor of community work release centers. The function of these positions has therefore shifted into orientation, general counseling and inmate assistance activities. The counselors are commonly responsible for aiding inmates in adjustments upon intake and for pre-release preparation. It appears that many of these activities are performed by classification personnel in other institutions.

A profile of the overall C&SS program services might be described as an attempt to provide a continuum of inmate support. Upon intake the inmate receives information and orientation from correctional counselors as well as other C&SS staff. He is made aware of rules and programs as well as ways through which he may receive special counseling and assistance services.

He may then be involved in testing, screening and counseling programs for psychological, vocational and substance abuse treatment planning. The findings of these evaluations become a part of the information that is used by classification to establish a custody and treatment plan.

The inmate is then likely to become involved in group counseling sessions to begin reality oriented therapy to learn about and change his behavioral problems. He will contact the psycho-

logist or other counselor from time-to-time to obtain help in adjusting to prison life and in solving problems on his work or academic assignments.

As he approaches release he will again become involved in orientation and evaluation contacts, usually with a correctional counselor. He will get assistance in preparing for work release -- locating employment, obtaining a social security card or drivers license, learning how to manage money, etc. He will often see the psychologist for another evaluation for the parole board.

Each institution conducts its programs somewhat differently. Certain support services are emphasized over others. The differences tend to be related to population characteristics. Institutions with youthful offenders with shorter sentences tend to concentrate on pre-release counseling and self-development and usually have better developed drug abuse programs. Other institutions with inmate populations with long-term sentences and more psychotic histories tend to concentrate on intake orientation, general counseling and therapy programs.

C&SS staff cited several problems and weaknesses which they perceive to limit their effectiveness in organizing and conducting programs. These considerations are highlighted below:

- Physical Facilities -- Space available was considered inadequate in most institutions for both staff offices and group activities. Several institutions, such as Apalachee and Avon Park, have two physically separate units that have to be served by one staff. This circumstance creates inefficiencies and limits continuity with inmates;
- Work Assignment Priorities -- Work assignments are typically given priority over counseling activities. Groups and other programs such as Jaycees must be scheduled for evenings after daily work schedules are completed;
- Parole Release Policies -- Adoption of the parole release matrix has eliminated many incentives for inmates to participate in C&SS programs. Successful participation is not a criteria used in the release decisions. Gain time is not earned for participation;
- Resource Materials -- A limited amount of resource materials such as films and curriculum



plans are available to help conduct programs. Sharing of ideas and materials is limited between institutions;

- Support Staff -- Funding was not provided for clerical support staff in many institutions. It was found to be common for professional staff to type reports and maintain files. These activities limited their efficiency and availability for direct services to inmates;
- Policies and Procedures -- Only 2 or 3 of the institutions have formalized operating policies, procedures and records. This promotes more unstructured services. It also results in lack of coordination and follow-up between programs; and
- Treatment Modalities -- Many therapy programs are providing services which are not based on specific treatment modalities or models. This situation creates a lack of direction and focus to some program activities.

The existing problems and needs related to program services require that improvements be undertaken in three general areas. The first is formulating program guides that set out specific treatment objectives, resource materials, and curriculum steps for each institution program. Secondly, administrative policies and procedures must be adopted to describe how the C&SS programs will interact with one another as well as with other institution departments. Thirdly, job descriptions need to be standardized to better define the functions and the time commitment to which various C&SS positions will be devoted on a regular basis.

IV. COUNSELING AND SOCIAL SERVICES:  
INSTITUTION FINDINGS  
AND RECOMMENDATIONS  
ARTHUR YOUNG

IV. COUNSELING AND SOCIAL SERVICES:  
INSTITUTION FINDINGS AND RECOMMENDATIONS

This chapter of the evaluation of the Department of Corrections' Counseling and Social Services Program includes an assessment of the program, by institution, for those institutions visited during the evaluation. LEAA grant funds support some or all of the formal Counseling and Social Services Program in thirteen institutions. Arthur Young evaluation consultants visited twelve of these sites. The only site not visited was the Broward Correctional Institution. Grant funds pay for two positions at Broward; both positions were vacant at the time of our field work. In addition, we visited two institutions -- Lantana Correctional Institution and Lawtey Correctional Institution -- where the C&SS programs are sizeable and entirely general revenue funded. No visits were made to institutions with a single counseling and social services position funded by general revenue. Exhibit XIV on the following page illustrates the location of institutions included in this evaluation. Data on specific programs offered, therapies employed and time devoted to individual services are based on interviews and review of program documentation maintained by the institutions. Program operations were not extensively monitored by the evaluators.

The description of each institution which follows includes five parts:

- Background;
- Program Services;
- Program Impacts and Benefits;
- Problems and Needs; and
- Findings and Recommendations.

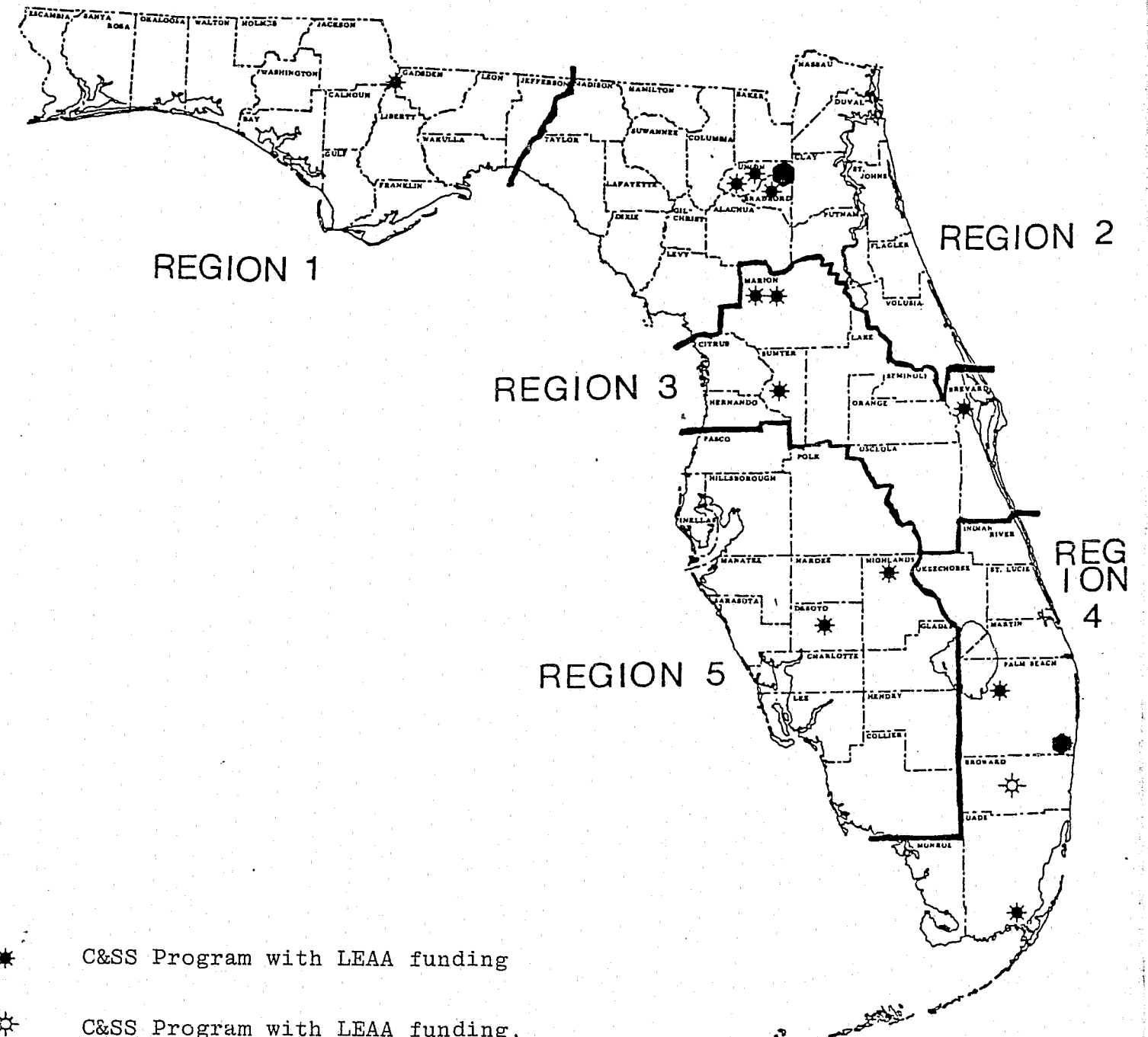
APALACHEE CORRECTIONAL INSTITUTION

Apalachee Correctional Institution (ACI) is the only institution with a C&SS program visited in Department of Correction's Region 1.

Background

ACI formally organized its counseling and social services program in 1973. The program operates as a separate department responsible to the institution superintendent. It is directed by a fulltime supervisor.

DEPARTMENT OF CORRECTIONS  
COUNSELING & SOCIAL SERVICES PROGRAM EVALUATION  
INSTITUTIONS INCLUDED IN EVALUATION



- ★ C&SS Program with LEAA funding
- ☼ C&SS Program with LEAA funding, all positions vacant
- C&SS Program funded entirely by General Revenue



There are thirteen positions assigned to the department. Ten are professional positions and three are secretarial. Five of the positions, one clerical and four professional, are funded by the counseling and social services grant, with the rest paid from general revenue.

The department is functionally organized into two groups -- one in the east and one in the west unit. The staff includes, in addition to the C&SS Supervisor, three psychologists (two east, one west), two drug abuse counselors, two vocational placement counselors and two correctional counselors (one of each in each unit).

The east unit of ACI, established in 1949, is a youthful offender facility with a maximum capacity of 936. The west unit was transferred from the Division of Mental Health of Florida State Hospital in 1959. Philosophy and inmate population characteristic differences between the two units make for some complications for administration of the C&SS department. C&SS is one of only two departments within ACI which does not have a separate department head for each unit.

#### Program Services

The counseling and social services staff provide a wide range of orientation, individual and group counseling, and general counseling programs. Group programs are used primarily for psychological and drug abuse therapy. Inmate orientation and counseling is provided with an emphasis towards institutional adjustment and self development.

The psychological services are 40% devoted to diagnostics -- testing, screenings and evaluations -- 40% to individual and 20% to group counseling. Evaluations are requested by classification, parole and staff. Group counseling uses social adjustment or reality therapy rather than a medical model. Groups are run in assertiveness training and attitude and value clarification. The psychologists refer seriously psychotic inmates or inmates requiring medication to a psychiatrist in the medical department.

The substance abuse program at ACI is a licensed drug program, now following the program developed by the Escambia County Mental Health Center. Local Alcoholics Anonymous volunteers assist with alcohol programs.

The vocational placement counselors are primarily responsible for pre-release and vocational placement

programs. About 40% of their available time is spent on the pre-release program. The vocational placement counselors also assist with the AA groups. Referrals to vocational placement may be inmate generated, but come primarily from education and vocational education units within ACI and from testing records received from RMC. A prescription program to monitor progress is developed for each inmate during orientation.

The correctional counselors conduct Jaycees and orientation programs, as well as working with the pre-release program. Approximately 60% of their time is spent with the Jaycees program. This program is introduced to inmates at orientation and they can join after 90 days. Some 125 inmates in the east unit and 45 in the west unit are active in the program.

These various services are under the direction of the C&SS supervisor. In addition to department administration, he is involved in individual counseling and self-help programs. About 40% of his time is spent in inmate counseling services, including development of treatment recommendations as part of intake classification.

#### Program Impact and Benefits

C&SS staff and programs appear to be well received by other departments. Coordination of activities is accomplished normally by informal means, such as phone calls, personal contacts and notes. The C&SS supervisor as a department head attends regular meetings. Most of the C&SS staff have been long-time employees of the institution, which appears to contribute significantly to their roles and relationships with other departments. Most positions existed before incorporation into the C&SS department.

The program services which have been developed tend to deal primarily with the inmate at intake and at release. Concentration of efforts are directed towards adjustment and developing motivation and self-help techniques. The institution has developed special programs, particularly in drug abuse. As a result, some admissions are a result of the specialized treatment services available.

#### Problems and Needs

The two major needs of the C&SS department at ACI relate to coordination and continuity of care. The C&SS

department is not represented on the institution's classification team, which would enhance coordination and inmate service. The department also needs to develop a formal treatment planning process to enhance formal coordination between the various services within the department.

#### Findings and Recommendations

Our general finding and conclusion is that ACI has an organized and well-coordinated program. However, there needs to be a formalization of planning for services. Expansion should build on current programs with emphasis on drug abuse and psychotherapy programs.

#### FLORIDA STATE PRISON

Florida State Prison (FSP), in Starke, is one of four institutions with C&SS programs visited in Department of Corrections' Region 2.

#### Background

This facility, established in 1972 from the east unit and "o" unit of the old FSP, is designed to house the most serious offenders, behavioral and disciplinary problems and extreme escape risks. The Counseling and Social Services Department, which is currently undergoing organizational change, consists of one drug abuse counselor, two psychologists, one vocational placement counselor, two correctional counselors, one social service worker and eleven institutional inmate counselors. A Department supervisor was selected during the latter part of May 1980, and assumed responsibility for that position in June of 1980.

#### Program Services

The following is a listing and brief description of the services offered by the Counseling and Social Services Department:

- Psychology -- Psychological services consist of psychological evaluations and counseling. The majority of the psychologists' time is spent in the area of psychological evaluation. Counseling by the psychologist is limited primarily to those inmates who display significant problems in adjusting to institutional living;
- Drug Abuse -- The drug abuse program at FSP includes an educational component which attempts

to instruct the inmates as to the physiological and psychological results of drug abuse. Additionally, individual and group sessions are held which attempt to enable the inmate to better understand how to control his behavior and develop alternatives to drug abuse;

• Correctional Counselors -- The correctional counselors are primarily involved in delivery of the pre-release program, the AA program and the Jaycees program. The pre-release program provides assistance in the development of resumes, job interviewing skills, and proper work behavior. The Jaycees program provides the inmates with an opportunity to hold positions of responsibility within an organization and to accomplish various projects through consensus. Additionally, the correctional counselors and the one vocational placement counselor have been able to develop a rather extensive listing of community contacts to which the inmates are referred upon release. These contacts include halfway houses, Salvation Army, Alcohol and drug programs and local AA programs. These contacts have been developed informally over time;

• Institutional Inmate Counselors -- The institutional inmate counselors were filling in for custody staff during a "sick out" which was taking place at the time of the site visit, and so were unavailable for interview. The institutional inmate counselors are assigned to individual wings within the institution and their primary responsibility is that of assisting the inmate in adjusting to life on the inside; and

• Social Service Worker -- The social service worker was also filling in for custody staff and, therefore unavailable for interview. The social service worker's primary responsibility is assisting the inmates in dealing with social security, veterans affairs, and other social programs.

#### Program Impacts and Benefits

Although there is quite a bit of activity generated by the Counseling and Social Services department, the lack of a coordinator makes an assessment of the overall impact of the program difficult. It appears that the main emphasis of the Department is assisting in the

control of inmate behavior while inside the institution. The pre-release program is the only element in the Counseling and Social Services department geared toward assisting the inmate upon release.

#### Findings and Recommendations

As indicated previously, a coordinator has been appointed for the C&SS department and this should result in a better coordinated approach by the individual members of the staff. Additionally, the staff is operating in inadequate facilities with inadequate supplies and materials. The shortage of supplies and materials could be alleviated by more direct involvement and support from either central or regional office.

#### LAWTEY CORRECTIONAL INSTITUTION

Lawtey Correctional Institution (Lawtey) is one of four institutions with C&SS programs visited in Department of Corrections' Region 2.

#### Background

Lawtey is a minimum custody facility which began in April of 1977. The current inmate population is approximately 450. The facility will not accept any inmates who have sex related offenses, or any who have plea bargained from a sex offense to a nonrelated charge. The average inmate age is 42.

The C&SS staff is composed of two vocational placement counselors, a drug abuse counselor, and a psychologist. There is no dedicated clerical support for the staff. The vocational and drug abuse counselor positions were filled when the institution was opened, with the psychologist being added in 1978. Each of these positions reports directly to the one assistant superintendent.

All inmates are given a presentation concerning services offered by the C&SS staff during their orientation and may initiate contact by completing a request for interview form or by an informal verbal request. Additionally, staff from the medical, education, custody, and work supervision departments occasionally refer an inmate for services. As in most other institutions the classification staff recommends additional psychological testing and drug counseling based upon the new inmate's records.

The two vocational placement counselors are heavily involved in work-release and community volunteer programs. The nature of the inmate population is such that many are able to qualify for participation in these programs with the approval of the classification department. Inmates participating in the community volunteer program provide services to local community and non-profit organizations without compensation. The remainder of the vocational placement counselors' time is spent in pre-release classes and counseling. However, the emphasis is in the work release and community volunteer programs.

The psychologist spends about 30% of her time providing psychological evaluations requested by the classification staff as a result of incomplete data from RMC, or the direct placement of an inmate from county jails. The remainder of her time is spent in individual counseling and T-groups. The topics of the T-groups or classes are: self-awareness, systematic relaxation, communication skills, emotions behavior, and human relations.

The drug abuse counselor is involved in individual and group substance abuse counseling for about 80% of his available time. About 20% of his time is spent in administrative duties. His services are designed to both educate the inmates concerning the physiological, psychological, and behavioral consequences of drug abuse, as well as to move the inmates toward a life style free of drug usage. Inmates are never required to participate in his programs but may be highly encouraged to participate by either the committing judge or the classification team.

#### Program Impacts and Benefits

The superintendent felt the C&SS staff contributed positively to the overall operations of the institution though he was not involved in the details of their program. The assistant superintendent to whom the C&SS staff report was unavailable for interview at the time of our site visit. Although the intent of the services offered is to prepare the inmates for productive life on the outside, both the superintendent and the C&SS staff feel their services also help to alleviate certain behavioral and discipline problems on the inside. Unlike some other institutions, however, Lawtey can transfer significantly troublesome inmates to higher security facilities.

### Problems and Needs

The lack of a program coordinator seems to be the most serious problem within the C&SS program. The assistant superintendent has many varied responsibilities and is not able to provide the support needed. Consequently, the program is not very well coordinated. A lack of clerical support requires that the professional staff spend much of their time on paper work and administrative matters.

### Findings and Recommendations

The C&SS department is composed of highly motivated individuals delivering a wide variety of services. However, until proper supervision and administrative support is provided, these services will continue to be fragmented. For instance, all four of the professional staff spend some time in individual counseling which appeared possibly duplicative. Given the counselor to inmate ratio, effective use of professional staff times is crucial.

### RECEPTION AND MEDICAL CENTER

The Reception and Medical Center (RMC), in Lake Butler, is one of four institutions with C&SS programs visited in Department of Corrections' Region 2.

#### Background

This facility was established in September of 1968. It is designed and constructed to serve as the reception processing unit and the medical treatment center for male inmates committed to the Department. The inmate capacity is 150 in the hospital and a total of 1300 in the RMC and the Butler Transient Unit (BTU). The Counseling and Social Services Department consists of one correctional counselor and one vocational placement counselor. Their services are designed for the limited number of permanent residents at RMC (approximately 350) who are based there to provide support for day-to-day operations of the Center.

#### Program Services

The primary focus of the C&SS department at RMC is on individual counseling to assist inmates in adjustment to institutional life, vocational placement and pre-release counseling programs. The two C&SS staff members are also responsible for AA and Jaycees programs.

### Program Impact and Benefits

The primary benefits of the C&SS positions at RMC are in reductions in problems with inmate adjustment to the institution and in providing transitional help to inmates being released.

### Problems and Needs

The function of RMC is unique within Florida's correctional system. Its inmate population is limited and needs related to counseling and social services are few. The C&SS department is not a full department of the sort found in custodial institutions, but seems to fill a need in resolving inmate tensions.

### Findings and Recommendations

The limited C&SS program at RMC does not fill, or attempt to fill, the role the departments play at other institutions. The functions provided by C&SS staff are valuable, but are not really part of DOC's formal C&SS program.

### UNION CORRECTIONAL INSTITUTION

Union Correctional Institution (UCI), in Raiford, is one of four institutions with C&SS programs visited in Department of Corrections' Region 2.

#### Background

This facility was originally known as Florida State Prison at its' establishment in 1913. In July 1972, the main unit was separated from the rest of the institution and redesignated Union Correctional Institution. The Counseling and Social Services Department was formally organized in 1978 with each individual staff member reporting to the assistant superintendent for programs. The staff consists of one psychologist, three psychology technicians, one vocational placement counselor and one drug abuse counselor. Inmates are given a presentation during orientation concerning the services available through the Counseling and Social Services Department and may request an interview either verbally or in writing.

#### Program Services

The following is a listing and short description of the program services offered by the Counseling and Social Services Department:

- Psychological Services -- Psychological services consist of counseling, testing and evaluation, new officer orientation, a stress program for staff, and research. The three psychology technicians are utilized primarily in the area of administering and scoring psychological evaluations and as research assistants. The one psychologist spends about 20% of his time in counseling, about 20% in research, 20% in the stress program, 30% in psychological evaluation and 10% in new officer orientation. This is the only institution visited in which the psychologist spent such a large portion of his time working directly with other institution staff. One positive effect of this program is an increased amount of cooperation between custody and treatment staff and the staff of the Counseling and Social Services Department;
- Vocational Placement -- The primary responsibility of the vocational placement counselor at UCI is the delivery of the pre-release program. Included in services offered in the pre-release program are assistance in the development of resumes, and the development and display of proper work behavior. When possible, the vocational counselor also provides assistance in securing housing, clothing and follow-up community treatment. Additional duties include sponsoring the AA program, the Jaycees program, and providing information relative to social security and veteran benefits; and
- Substance abuse program -- The drug abuse program consists of instruction as to the physiological and psychological effects of drug abuse as well as individual and group therapy concerning problem solving and coping mechanisms. The drug abuse counselor utilizes inmate peer counselors when appropriate and available.

#### Program Impacts and Benefits

As indicated earlier, the psychology staff spends a great deal of time working with the custody and work supervision staff. It is felt that these efforts result in a more professional approach to crisis situations which arise periodically on the compound. Activities such as Jaycees and AA provide inmates with an opportunity to participate in roles not otherwise available in prison, which help prepare them for release.

#### Problems and Needs

Although the C&SS staff are qualified and highly motivated there seems to be a significant lack of coordination within the department. This lack of coordination may well be the result of not having an identifiable person in charge of supervision of the department. The authorized supervisor position has never been filled. Additionally, the staff felt that an opportunity to share experiences and techniques with C&SS staff from other institutions would prove beneficial to both UCI and the other institutions as well. Currently, such sharing of resources occurs only on an informal basis and mainly with the staff of those institutions located in the same geographic vicinity (FPS, RMC, and Lawtey).

#### Findings and Recommendations

The basic elements necessary for an effective Counseling and Social Services Department currently exist at UCI. However, until such time as the Department has its own coordinator, the services probably will continue to be delivered in a somewhat disjointed fashion. Perhaps this problem could be relieved somewhat by additional program direction and support coming from either the central or regional office.

#### BREVARD CORRECTIONAL INSTITUTION

Brevard Correctional Institution (Brevard), in Sharpes, is one of four institutions with C&SS programs visited in Department of Corrections' Region 3.

#### Background

This facility houses a Youthful Offender Program established in 1976. Current population is in excess of 700 inmates. The Counseling and Social Services Department was officially organized and a coordinator appointed in August of 1978. The coordinator formally reports to the Assistant Superintendent but has strong support from and open communication with, the Superintendent. The staff is composed of the program coordinator, a drug abuse counselor and a psychologist. Additionally, extensive use is made of community volunteers trained and supervised by the C&SS staff, as well as of criminal justice interns from Brevard Community College. The stated mission of the department, taken from its operational manual is to ". . . reduce stress and to increase positive adjustment to institutional and free society living."



### Program Services

As indicated in the mission statement, the C&SS staff attempts to provide services to the inmates which will aid in their institutional adjustment, as well as in their eventual reentry into society. However, regardless of the amount of staff involvement in other programs and services, any crisis on the compound is given immediate priority.

The following is a listing and short description of the services offered by the counseling and social services staff, volunteers and interns:

- Psychological Testing and Screening -- The majority of the one psychologist's time is spent administering psychological tests. Tests are administered to all inmates received directly from county jails and for updating purposes, such as nomination for parole, transfer, reassignment or after a particular crisis;
- Group Counseling -- Various groups are conducted by all members of the C&SS staff, as well as interns. These groups include substance abuse, human relations, guides to better living, relaxation therapy, decision making group, problem group for homosexuals, and an eclectic therapy group;
- Individual Counseling -- Individual counseling is also conducted by all members of the staff, as well as the interns. Inmates are placed in individual counseling as a result of crisis situations, recommendations from other departments, at the request of the inmate or as directed by the disciplinary committee for those inmates who are placed on internal probation;
- Pre-release Program -- Ten to twelve hours of instruction concerning the preparation of a resume, job interviewing, and good job behavior is presented to the inmates during their last month of incarceration;
- Volunteer Program -- Community volunteers who contribute to the education program, the religious program, the pre-release program and the leisure time activities program are trained and organized by the coordinator of the Counseling and Social Services department;

- Special Activities -- Special activities provided by the C&SS staff include sponsoring the local Jaycees chapter, coordination of a "new life" prison counseling program sponsored by the Seventh Day Adventist Church, and a stop smoking clinic;
- Orientation -- Members of the C&SS staff are involved in the orientation of new inmates, at which time the inmates are exposed to the workings and offerings of the Counseling and Social Services Department; and
- Social Services -- Inmates are provided assistance and consultation in areas concerning social security benefits, veterans benefits and income tax requirements.

### Program Impacts and Benefits

The C&SS staff attempts to deliver psychological and social services to the inmates in a manner which will both assist in their adjustment to institutional living as well as better prepare them to function successfully on the outside. As indicated earlier, the staff feels that a crisis on the compound should take immediate priority and be dealt with as quickly as possible. In this way, the C&SS staff is able to demonstrate the value of their presence to custody and work supervision staff.

### Problems and Needs

Administration at Brevard Correctional Institution feels very strongly that while the staff that is available to the Counseling and Social Services Department does an excellent job, it is seriously undermanned. For example, the psychologist is forced to spend a significant amount of his time scoring and administering psychological tests. This duty could be very easily performed by psychological technicians and allow the psychologist to spend more of his time in therapy delivery. The coordinator of the Counseling and Social Services Department felt that some form of organized interaction between the C&SS staffs of the various institutions would allow for the further development of various techniques and modes of service delivery.

### Findings and Recommendations

The Counseling and Social Services Department at Brevard has the advantage of strong administrative support, as well as an experienced program coordinator.

However, additional staffing is necessary in order for the program objectives to be carried out in a systematic and thorough manner. Additionally, no clerical support is available directly to the department which forces staff to borrow such support from other departments when it is available.

#### FLORIDA CORRECTIONAL INSTITUTION

Florida Correctional Institution (FCI) in Lowell, is one of four institutions with C&SS programs visited in Department of Corrections' Region 3.

#### Background

This is the Florida Correctional System's first female institution, opened in 1956. It also serves as a reception center for female inmates from all but four counties of the state. The Counseling and Social Services Department was formally organized in 1978. The Department consists of a C&SS Supervisor, two secretaries, two psychologists, six drug abuse counselors (five of whom are on the staff of the therapeutic community known as Jones Cottage), one vocational placement counselor and one correctional counselor.

#### Program Services

The following is a listing and brief description of the program services offered by the C&SS staff at FCI:

- Substance Abuse Counseling -- Upon admission, inmates' files are reviewed to determine those who have a history of drug abuse. These inmates are given an overview of the services and programs offered by the substance abuse program and are free to choose whether or not they wish to participate. The substance abuse program consists of individual and group counseling as well as educational programs concerning the physiological and psychological effects of drug abuse. While in the substance abuse program, inmates are told about the program at Jones Cottage and those whose history and current psychological condition indicate the possibility of improvement are referred to the Jones Cottage program. Prior to release, all inmates are provided with information concerning drug programs that are available in their local community;
- Psychological Services -- All inmates entering FCI, are assigned to a psychologist. The assign-

ed psychologist conducts an initial interview with the inmate. At the time of the interview, a decision is made as to whether or not to immediately place her in either group or individual counseling. If the decision is made not to enter into such treatment immediately, the inmate is given instruction as to how to contact her psychologist at any point during her incarceration. Inmates are encouraged to use an "Inmate Interview Request" form for matters which are not of a crisis nature. Custody and work supervision staff are advised to telephone if a crisis situation occurs which cannot wait for the processing of a request slip;

- Pre-release Program -- Inmates who are up for release and who qualify for minimum custody are transferred from the main unit to the Forest Hills Unit. The Forest Hills Unit is a minimum custody unit with no fence and more freedom of choice. Instruction is presented concerning employment, law, finances, family, personal development, parole regulations and information concerning various community-based agencies which can provide support to the inmate upon release. Those inmates who are not able to be transferred to the Forest Hills Unit because of medical or custody reasons, participate in a modified pre-release program conducted in the main unit;
- Vocational Placement -- Each inmate is interviewed upon arrival by the vocational placement counselor and is given a battery of vocational interests tests in order to determine the area of vocational training available at the prison which is indicated for the individual inmate. Following such an assessment, the vocational placement counselor, in conjunction with the classification department and the education department determines in which program to place the inmate; and
- Jones Cottage Therapeutic Community -- Jones Cottage is a licensed therapeutic community drug abuse treatment program. It has a maximum capacity of sixteen clients at any one time. The program offers significant privileges to the residents. The privileges can be compared to those offered by drug treatment programs on the outside and are contingent upon successful completion of various phases of the program.

### Program Impacts and Benefits

Each individual inmate entering FCI is assigned to a psychologist and is interviewed by the vocational placement counselor. Her file is also reviewed by the drug abuse counselor. This allows each inmate the opportunity of developing a tailored program which is intended to both provide assistance in the adjustment to institutional living as well as to prepare her for eventual release. The preparation for eventual release is, of course, supplemented significantly by the pre-release program conducted in the Forest Hills Unit. Institution administration, custody staff and work supervision staff view the activities and services of the Counseling and Social Services department as a significant release valve for inmate tension as well as a mechanism to involve the inmate in constructive behavior, therefore reducing the time available for destructive behavior.

### Problems and Needs

The two main areas of concern expressed by C&SS staff were the lack of vocational and training programs available within the institution, and a lack of trust and understanding of the C&SS staff by the custody staff. The coordinator of the Counseling and Social Services department has been making a concentrated effort to build the trust of the custody staff and has experienced improvement in this area.

### Findings and Recommendations

FCI's C&SS staff appear to be highly motivated and well coordinated. Additionally, they enjoy significant support from the institution's administration. However, some attention should be given to providing additional programs especially in the area of pre-release for those inmates who are not able to be transferred to the Forest Hills Unit. An organized exchange of treatment techniques and approaches with C&SS staffs from other institutions would be beneficial.

### MARION CORRECTIONAL INSTITUTION

Marion Correctional Institution (Marion), in Lowell, is one of four institutions with C&SS programs visited in Department of Corrections' Region 3.

### Background

This facility, originally the men's unit of Florida Correctional Institution, became Marion Correctional

Institution in 1976. It houses all custody grades. Inmate population is currently approximately 800.

The C&SS staff is composed of one psychologist and one vocational placement counselor. The vocational placement counselor is formally organized in, and reports to, the classification department while spending about four hours per week working in conjunction with the psychologist. The psychologist formally reports to the Superintendent but informally will report to either the Superintendent or Assistant Superintendent dependent upon circumstances and availability.

### Program Services

The vocational placement counselor's primary responsibility is for a pre-release program conducted under the supervision of the classification department. The focus of the pre-release program is how to get and keep a job once released. The curriculum includes resume' preparation, interviewing, appearance, and behavior. Instruction is furnished to those inmates who are to be released, based on the list of those to be released provided by the central office in Tallahassee. In addition to the pre-release program in which the vocational placement counselor spends 90% of his time, he is also the Alcoholics Anonymous (AA) sponsor. This responsibility entails coordinating the AA meetings and obtaining outside speakers and guests. He also spends a few hours each week working with the psychologist in group counseling activities.

### Program Impacts and Benefits

The benefits of the pre-release program is not documented as no records are available concerning the number of releases who are successful in the outside job market. However, institutional staff believe their program is one of the best in the state.

The emphasis of the services offered by the psychologist is primarily the development of life skills for the outside and the management of crises on the inside. He also provides a unique service of observing inmates who have requested protective confinement in an attempt to suggest possible means of moving the inmate back to the general population.

### Findings and Recommendations

It is very difficult to discuss a counseling and social services department which is charged with deliver-



ing services to over 800 inmates when that department is composed of only one psychologist and a fraction of a vocational placement counselor. Under the circumstances, the staff does a commendable job, but definitely requires additional support, both professional and clerical. Additionally, coordination is fragmented by the fact that the vocational placement counselor reports to the head of classification and the psychologist reports to either the Superintendent or the Assistant Superintendent.

#### SUMTER CORRECTIONAL INSTITUTION

Sumter Correctional Institution (Sumter), in Bushnell, is one of four institutions with C&SS programs visited in Department of Corrections' Region 3.

#### Background

This facility is a youthful offender program established in 1965. The Counseling and Social Services department is composed of a department coordinator, three psychologists positions, two of which are unfilled at present, one drug abuse counselor and one vocational placement counselor. Additionally, the Department has one clerk-typist position to provide clerical support.

The Counseling and Social Services department was officially organized, and a program coordinator selected, in November of 1978. The staff of the Counseling and Social Services department gives a presentation to the inmates during orientation as to programs offered. Participation in all aspects of the programs offered by this department is on a volunteer basis. However, once an inmate has volunteered to participate, he is required to attend. A pre-release program is in the final stages of organization and was to be initiated during the month of June 1980.

#### Program Services

The following is a listing and brief description of the major service areas offered by the Counseling and Social Services department:

- Psychological Testing -- The one psychologist currently employed by the institution spends the majority of his time administering, scoring, and interpreting psychological tests. Such testing is usually done at the request of classification in order to assist in the determination of the proper custody level;

- Vocational Placement -- The major emphasis of the vocational placement specialist at Sumter is the placement of the inmate in the most suitable vocational program available at the institution. Each inmate is individually interviewed by the vocational placement counselor and a determination as to placement is made in conjunction with the custody and classification staffs. As indicated earlier, the pre-release program is in the final stages of development and it is envisioned that the vocational placement counselor will spend a considerable amount of his time in this program; and
- Substance Abuse -- The substance abuse counselor at Sumter coordinates a "modified therapeutic community." Inmates who volunteer for placement in this unit are provided with individual and group counseling as well as instruction as to the physiological and psychological impact of drug abuse. Custody staff who were interviewed on the compound felt that those inmates who were either graduates of this program or current residents of the program exhibited better institutional behavior.

#### Program Impacts and Benefits

Because of the small staff, the majority of the efforts of the Counseling and Social Services department at Sumter appear to be aimed at assisting the inmate in adjusting to institutional living as opposed to developing particular skills and attitudes which will allow the inmate to successfully function on the outside. However, it is the belief of the C&SS staff that the development of a good inmate is the first step in the development of a good citizen. Because of this emphasis on improving institutional adjustment, the custody and work supervision staff of the institution feel that the role played by the C&SS program is essential.

#### Problems and Needs

It has been very difficult to maintain a full staffing level in the area of psychology. Administration believes that this problem is due both to the location of the institution as well as the salary which is offered for such positions. There have been several applicants who were qualified but were unwilling to accept the job because of these two factors. The pre-release program,

felt to be a critical program by most counseling and social services departments, is currently being developed. Such a program, upon implementation, should provide some effort toward the development of skills and attributes necessary to allow the inmate to successfully function in society.

#### Findings and Recommendations

The most critical need of the C&SS program at Sumter is the ability to fill the psychology positions which are currently authorized. The level of training and experience which is mandated by these positions would provide more professional direction to the program as a whole. The one psychologist who is currently employed is completely occupied with testing and test interpretation. This is not a very cost effective utilization of a highly trained professional. Additionally, Sumter's C&SS program could greatly benefit from an organized system of exchange of ideas and modalities with other institutions.

#### DADE CORRECTIONAL INSTITUTION

Dade Correctional Institution (Dade), in Homestead, is one of three institutions with C&SS programs actually in operation in Department of Corrections' Region 4.

#### Background

The Dade Correctional Institution began operation in 1976. The Counseling and Social Services department started with the opening of the institution. The department is staffed with two positions -- a psychologist and a psychologist technician. The department reports to the superintendent.

There are other positions within the institution which also provide services related to counseling and social services. Vocational counseling and placement is provided by the education department. A special pre-release counseling and services program was started three months ago. The program is a pilot using CETA funding, supervised by the Miami-Dade Criminal Justice Council and the Classification Department of the institution. Two staff positions, a supervisor and a counselor, operate the program.

A part-time psychiatrist was employed for two-to-three weeks during 1980. The psychiatrist was given responsibility for the C&SS department as well as being expected to provide inmates with psychotherapy and other psychiatric services. The psychiatrist, however, resigned and a replacement has not been recruited.

The inmate population includes commitments from around the state, with about half from the Miami-Dade area. Inmates include all medical and security classifications. The average length of stay is less than a year, resulting in a high turnover. Most inmates move into work release or parole status.

#### Program Services

The counseling and social services department conducts programs in four key areas: psychological testing, psychological evaluations, group therapy sessions, and individual counseling. The psychologist is primarily responsible for completing the evaluations and the technician for the testing required. An average of 6-10 evaluations are conducted per month, consuming about 20% of available staff time. Inmates tested are primarily those processed through the area correctional classification teams. A few are referred by staff based on observed behavior.

Both the psychologist and the psychologist technician conduct group counseling and therapy sessions. Groups consist of 12-15 inmates with two 1-1/2 hour sessions per week. The groups are generally completed within ten weeks, although some may remain on-going. Both staff members utilize a transaction analysis, reality based approach to their groups. Approximately 175-200 inmates participate in groups. The staff spends an average of 15-20% of their available time on group therapy. The sessions are considered to address both substance abuse and general therapy needs.

The staff spends most of its available time in individual counseling activities. Counseling is not normally conducted using scheduled sessions, such as once a week for an hour. The sessions take place as a result of walk-ins, contacts on the compound, and referrals by custody and academic staff. Counseling tends to be oriented towards crisis intervention and life-planning matters. Institutional problems and adjustment is not a major emphasis of counseling activities.

The pre-release program staff provide services to inmates in three primary areas:

- Individual assessments;
- Orientation seminars; and
- Individual counseling and assistance.

About 30% of the staff time is involved in assessment of inmate service needs. These assessments are completed using available base file records, a questionnaire and personal interviews. A structured seminar of fifteen hours is provided to inmates enrolled in the program. The seminar provides information and help in using outside agencies and meeting needs after release. A total of 46 inmates were participants in the original seminar program.

A growing emphasis of the pre-release program activities has been individual counseling and assistance. It was anticipated that inmate needs could be met through the 15-hour seminar. However, many needs for vocational, educational and other self-development have been consistently identified. As a result, 35-40% of the staff efforts are devoted to helping inmates in developing plans and obtaining support services.

#### Program Impacts and Benefits

The need for, and value of, psychology services appears to have a positive consensus among the institution staff. Evaluations, crisis intervention and counseling contacts assist custody and treatment departments in dealing with inmates. The staff helps in classifying inmates for security purposes as well as in handling conflict situations. The benefits to inmates are perceived to be the help they can receive in identifying and correcting problems. Differences in attitudes and opinions on the methods for delivering services do exist between the psychology staff and the custody staff.

The pre-release program, although only three months old, is also perceived as of positive benefit to staff and inmates. The services are oriented towards motivation of the inmate, leading him into more participation in institution programs. It also aids him in learning needed functional skills -- job interviewing, budgeting, running a household -- to get along on release.

#### Problems and Needs

Both the psychological and pre-release programs have been affected by changes in the parole process, including the elimination of contract parole and adoption of the parole matrix to place releasing decisions into a fixed framework. These changes have removed previous incentives for inmates to participate in programs to help gain support for their release. This has reduced workloads and shifted staff efforts to more intensive counseling with a smaller number of people.

The greater emphasis on therapy has appeared to aggravate differences in attitudes and relationships between the psychology staff and other staff. A key issue has been the use of a therapeutic community approach to helping inmates overcome drug and psychological problems. This is the approach preferred by the psychological staff, utilizing inmates as a resource to accomplish its implementation. Many custody staff appear to have doubts that current therapy methods are effective approaches. The proposed approach appears to them to be unworkable, and a problem for institutional security.

Both the pre-release and psychological services programs have general access to inmates on an as-needed basis. Work and class assignments normally take precedence. For example, the pre-release seminar was held in the evening because of work squads. This situation limits the extent to which inmate participation can be obtained. It also limits the types of programs which can be run.

#### Findings and Recommendations

The existing programs at Dade are undergoing transition and the role of the programs in the long range is unclear to many of the staff involved. They are perceived as important and beneficial, and a large number of inmates are being helped; however, efforts are not integrated within the institution. No focus for planning and managing current and future efforts exists. Credibility has not been firmly established.

To meet these needs the current Counseling and Social Services department should be reorganized. A department director should be added to the current staff complement. Greater centralization and integration of pre-release, educational and vocational placement activities should receive first priority. The focus of services, particularly in relation to substance abuse counseling, should be determined for group and individual counseling activities.

These changes should build upon the good foundation of services and experiences that now exist.

#### GLADES CORRECTIONAL INSTITUTION

Glades Correctional Institution (Glades), in Immokalee, is one of three institutions with C&SS programs actually in operation in Department of Corrections' Region 4.

### Background

Glades has operated a counseling and social services program under LEAA grant funding since 1973. When it began, the program operated as a Psychology, Counseling and Social Services Department. In October 1979, the psychology personnel were transferred to the medical department. The drug abuse counselor assumed supervision of the remaining personnel.

The department includes six positions -- the drug abuse counselor, three correctional counselors, a secretary and a clerk. The individual holding the secretary position is working as a temporary replacement to a hospitalized worker in the institution's education department.

Glades also has a vocational placement counselor position which is grant funded. This position is assigned to the educational department and reports to the education director. Thus Glades has a C&SS department but it does not plan and provide all programs.

The inmate population at Glades includes all security, medical and age groups. The average inmate age is 33 years. Many of the inmates are on minimum or medium custody supervision. The inmates are extensively involved in work assignments, many of which are off compound grounds. As a result, programs and counseling services must often be run during evening and non-work hours.

### Program Services

The C&SS department staff are extensively involved in individual counseling, with a limited amount of group counseling. Primary programs include substance abuse, orientation programs for inmates received and released, and general counseling. The vocational placement counselor provides vocational testing and evaluation services. The psychology staff provides testing, evaluation and some group therapy programs.

The substance abuse program includes a weekly group session with fifteen inmates. Approximately 65 inmates completed the Wednesday evening sessions during the last year. The group is unstructured with emphasis on success motivation, self-development and family relationships. About 5% of the drug counselor's available time is spent

on the group. It uses material available from the Navy and from an area drug abuse council (ADAC). Individual drug abuse counseling takes place daily. Approximately 10-15% of the counselors' time is spent on individual counseling. An average of 10 inmates per week are involved.

The Correctional Counselors are extensively involved in the classification and orientation process. An estimated 1,000 inmates are processed yearly. About a third of the counselor's time is involved in work on the classification team. This work involves intake reviews, treatment planning and progress reviews. Another third of their time is spent on conducting four day orientation programs for pre-release. The balance of their time is spent in general counseling. The counseling involves individual contacts through walk-ins, staff referrals, and dormitory visits. The counselors deal with personal problems, institutional grievances, and family problems. Group activities include such programs as an Alcoholic Anonymous group and a Jaycees Chapter.

The vocational placement counselor provides vocational testing and evaluation. Tests are based on TAP -- Talent Assistance Program. Inmates also receive initial orientation to the available vocational programs. The vocational programs involves 750-1,000 hours of training. As a result, extensive testing review and preparation is necessary to assure proper placements. During the last year, approximately 120 inmates have been tested and counseled.

### Program Impacts and Benefits

The need for, and value of, substance abuse and general counseling services appears to have a positive consensus among the institution staff. The involvement of the department staff in the classification process is perceived to provide assistance needed to develop comprehensive and coordinated treatment plans. The counselors are perceived to be a resource that has special experience and training to deal with inmate problems and their crisis situations, and give them an outlet for pressures of institution life.

A considerable amount of staff time is spent with new admissions. A lesser amount of time (about 33%) is spent with the population-at-large. These contacts are oriented towards institutional adjustment.

### Problems and Needs

There appear to be several factors which limit the efficiency and the effectiveness of current service efforts. One of these factors is the decentralization of the staff. The psychology staff was reassigned because of poor working relationship amongst the staff. A definite hostility towards psychology was noted during our review.

Another factor is the dual role of the supervisor as department director and drug abuse counselor. This limits his ability to accomplish other roles. Only 15-20% of his time can be spent on drug abuse programs.

A third factor is the lack of structured programs based in specific treatment modalities. Limited group therapy is taking place. No specific program outlines, schedules, curriculum and follow-up have been planned. It appears that the emphasis on work assignments, with limited access to inmates during the day, has had an effect in developing a general unstructured counseling program.

### Findings and recommendations

Our general finding and conclusion is that the Glades program, although having a positive impact at present, is not developing, and operating under a clearly defined direction. The correctional counselor personnel were originally hired to supervise and conduct work release programs. When this program was phased out, their role became one of a general resource group for classification and other departments.

Program services are not being planned and implemented in an integrated way. Drug abuse and therapy programs appear to be very limited for an institution with Glades population. Staff hostilities appear to be a definite constraint on attaining program expansion and integration.

Resolution of these observed problems and needs appears to require reorganization of the C&SS operations. A department director should be added to the current staff. Greater centralization of psychology and vocational placement under the C&SS department should take place. The focus of services should move from general counseling to more structured therapy groups. Materials and program guides need to be developed. Such development can greatly be aided by using and adapting other institutions' programs.

### LANTANA CORRECTIONAL INSTITUTION

Lantana Correctional Institution (Lantana) is one of three institutions with C&SS programs actually in operation in Department of Corrections' Region 4.

### Background

Lantana was established in 1975. It is a specialized facility for treatment of drug abusing offenders with several unique features. The key feature is that the treatment program is fundamental to and an integral part of the daily operations of the institution. Lantana operates as a therapeutic community. As treatment progresses, inmates assume increasing responsibility for their own behavior and the well-being of their fellow inmates.

The treatment/counseling staff supporting the program consists of seven counselor-therapists and a psychologist. One counselor and the psychologist are assigned to support the inmates through the first treatment phase of the program. The remaining six counselors are divided between the operation of two therapeutic wings.

Inmate screening and selection is an important feature of Lantana operations. Very stringent criteria are used. The criteria include such factors as age (less than 26 years), drug free, at least 12 months remaining on sentence, and no history of violent behavior. Referrals to the program are 80% from the Reception and Medical Center, 15% from area classification teams, and 5% from other institutions.

Because of the selection criteria the inmate population tends to be above average in intelligence, stability and motivation. Almost 30% of those referred have participated in some form of a community based drug treatment program prior to being sent to Lantana.

### Program Services

The treatment program is divided into phases though which each inmate must progress. Treatment at Lantana is based on the Synanon Model which perceives the drug abuse as child-like or immature in approach to social interaction. Phase I involves orientation to the institution and the treatment concepts. Transaction analysis for communication and behavior relearning is the approach



used. An inmate progresses to phases II-IV. Each phase gives him greater responsibility and privileges. The inmates and all staff are included in a team approach in managing the therapeutic community. Several different forms of group and individual counseling are provided to inmates throughout the different phases.

The psychologist is primarily involved in testing, screening and evaluation services. Approximately 80% of available time is spent in this capacity. An additional 15% of available time is spent in individual counseling. The counseling is oriented to personality problems and involves 7-10 inmates per week. About 5-7 evaluations are completed each week. A group counseling program on relaxation therapy is being started.

The Phase I counselor is involved extensively in orientation, education, and group counseling. Two groups of 28 people are run, with eight sessions per week. The sessions provide preparation and education for movement to the therapeutic community.

The therapeutic community counselors are extensively involved in group counseling, management of the community environment and individual counseling. The upper structure inmates (Phases III - IV) provide support for daily living arrangements, interaction of inmates and behavior monitoring. The counselors provide support to direct and assist the process as well as to aid individual inmates through individual counseling. A team approach is used for the organization and management of staff responsibilities. Coordination amongst departments is accomplished by a Steering Committee composed of key department heads. It meets monthly to discuss overall policies and procedures.

#### Program Impact and Benefits

Various studies and reviews have been made of Lantana's operations. These studies indicate that it does create a positive environment which enhances behavioral change. It also provides a multi-faceted treatment program allowing for personal growth. Prior follow-up studies conducted by Lantana indicate that inmates who complete the program are making successful adjustments upon parole and release.

#### Problems and Needs

Problems are encountered in three general areas in operation of the program. The first area is inmate placement. Some inmates being assigned to the institution by the courts or RMC are not appropriate. They have psychological problems or other characteristics which make them difficult to work with in a therapeutic community. A period of 60-90 days is being used to screen these individuals. It results in a considerable expenditure of staff time and effort.

A second area is unregulated inmate placements. Too many inmates are placed at one time, which creates a strain on physical facilities and staff workloads. Currently Phase I inmates must be housed on two floors. Formal, recurring contacts with inmates are difficult to carry out with the high caseloads assigned at this stage.

A third area observed was staff morale. Turnover has occurred because of salaries that are perceived as too low for the stress encountered. Considerable training is required to carry out the therapeutic concepts. Turnover has placed burdens on more experienced personnel. Morale was noted as low because of workloads and questions of upward mobility.

#### Findings and Recommendations

The apparent success of the Lantana program suggests the possibility of using some of its concepts and approaches in other institutional C&SS programs. This transference depends on an assessment of availability of space in those institutions, the inmate populations, and the capability of retaining staff necessary to operate a program based on the therapeutic community concept.

The current problems in Lantana do not appear to be affecting the delivery of services; however, attention needs to be given to supporting staff in achieving a workload and operational environment that is optimum for the specialized type of program being run.

#### AVON PARK CORRECTIONAL INSTITUTION

Avon Park Correctional Institution (Avon Park) is one of two institutions with operational C&SS programs visited in Department of Corrections' Region 5.

### Background

Avon Park has had counseling and social services operations since 1973-74 under grant funding. Since December 1978, the staff has been organized into a central department which reports to the assistant superintendent for operations. At that time, a department supervisor was hired.

The total complement of the department includes five positions. In addition to the supervisor, there is a vocational placement counselor and a drug abuse counselor; both are grant funded. Two psychologist positions funded from general revenue are also assigned to the department.

There are several characteristics of the Avon Park facility and inmate population which influence the C&SS operations. The institution consists of two separate physical units, referred to as the "new unit" and the "old unit". All inmates are received in the new unit and are under close security supervision. Inmates are transferred to the old unit where minimum and medium custody supervision prevails.

Avon has a very high inmate population, averaging about 1,200 men. The average age of the population is 35 years. Approximately 15-20% of the population is released to community centers or parole each year. A number of inmates have considerable sentence time to serve.

### Program Services

The counseling and social services staff provide a range of orientation, group counseling and general counseling programs. Group therapy programs are used primarily for psychological and drug abuse therapy. Inmate orientation and counseling is provided with an emphasis towards institutional adjustment and self development.

The psychological services are primarily related to diagnostics -- testing, screenings and evaluations. Evaluations are requested by classification, parole and staff. The institution population is estimated to include a total of 200-300 people with psychotic tendencies. Diagnostic work requires over 90% of the psychologists' available time. Psychotherapy sessions are run on a limited basis. Diagnostic workloads leave only 5-10% of available time for groups.

The drug abuse counselor conducts programs for Alcoholics Anonymous, group therapy, and individual counseling. There are three AA groups, two in the old unit and one in the new. These groups meet once a month in the evening. They require about 5% of the counselor's available time. Program operations involve considerable use of community volunteers from the local AA chapter. About 30-35% of the drug abuse counselor's available time is spent in individual counseling. An average of about 50 inmates have contact per month to obtain help on personal as well as drug related problems.

The vocational placement counselor is primarily responsible for pre-release and work release programs. About 80% of his available time is spent administering work release. An average of nine inmates are on work release. The vocational placement counselor provides job locating assistance, transportation help, and general supervision. A significant portion of time is spent on individual progress and financial reports to central office. The balance of the counselor's time is spent in pre-release orientation and assistance, such as assisting inmates in obtaining driver's licenses before their release. Usually, one orientation session is run each week, for approximately twenty people.

These various services are under the direction of the C&SS supervisor. In addition to Department administration, he is actively involved in individual counseling and self-help programs. Such programs include Jaycees, Gavel Club, and the Holy Name Society. About 40% of his time is spent in inmate counseling services, including development of treatment recommendations as part of intake classification.

### Program Impact and Benefits

C&SS staff and programs appear to be well received by other departments. Coordination of activities is accomplished normally by informal means, such as phone calls, personal contacts and notes. The C&SS supervisor also attends department head meetings once a month. Most of the C&SS staff have been long-time employees of the institution, which appears to contribute significantly to their roles and relationships with other departments.



The program services which have been developed tend to deal primarily with the inmate at intake and at release. Concentration of efforts are directed towards adjustment and developing motivation and self-help techniques. The institution has developed special psychotherapy programs, particularly a sexual offender program. As a result, some admissions are a result of the specialized treatment services available.

The individual counseling activities at Avon Park, like other institutions, are typically the result of walk-ins and contacts on the compound. Their impact is one of crisis intervention and helping to relieve pressures and lead to referrals for more in-depth help.

#### Problems and Needs

The general environment makes it difficult for staff to efficiently accomplish their responsibilities. The high number of inmates and their location in two separate compound areas spreads available staff time to a point where a comprehensive treatment approach is difficult. In addition, incentives for participation by inmates in groups is lessened by work assignments requiring evening sessions, lack of gain time earned, and no credit for attendance in the parole releasing decision.

The professional staff in the department does not have any dedicated clerical support. As a result, typing and record keeping has often had to be done by the staff. Such use of their time is highly inefficient.

#### Findings and Recommendations

Our general finding and conclusion is that Avon Park has an organized and well-coordinated program. However, there needs to be expansion and formalization of services. Expansion should build on current programs with emphasis on drug abuse and psychotherapy programs. More specific treatment modalities and resource materials need to be developed to support operations. These changes will require additional staff. At least one drug counselor, a psychologist and a psychologist technician appears necessary to broaden services.

#### DESOTO CORRECTIONAL INSTITUTION

Desoto Correctional Institution (Desoto) in Arcadia, is one of two institutions with operational C&SS programs visited in Department of Corrections' Region 5.

#### Background

The Desoto Correctional Institution began its counseling and social services operations in 1974. In 1977, the staff was organized into a separate department reporting to the Superintendent, but without a supervisor. A department supervisor was hired in September, 1979. The total complement of the department is now eight positions. In addition to the supervisor, there are two psychologists, a drug abuse counselor, a correctional counselor and a vocational placement counselor. These professional positions are supported by two secretaries. Only the psychologist positions are funded by general revenue funds; all others are LEAA grant funded.

Typical counseling and social services are provided at Desoto. There are also some unique programs utilized in addition to these typical services. An assemblage counseling program was created at Desoto to involve more of the line correctional officers in the counseling process. Groups are held weekly in dormitories. Attendees are referred based on disciplinary or behavioral histories.

The operation of Desoto programs are based on considerable involvement of custody and treatment staff. These staff people include the academic counselors, vocational coordinator, instructors and line officers. A monthly staff training program is run to facilitate that involvement.

The inmate population of Desoto averages 22 years of age. Security is close, with the average sentence being about 16 years. These population characteristics reflect more resistant and difficult individuals to work with. Programs are designed to work with inmates more slowly for a relatively long time.

#### Program Services

The counseling and social services department supports over thirteen programs. These programs cover all types of psychological, vocational, substance abuse and general counseling. Because of the population of Desoto, services are oriented towards institution adjustment skills development, and long-range therapy.

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To assist inmates in institution adjustment, there are such programs as a Human Relations program. This program involves 3-4 groups of 15-20 people. The groups currently run 16 weeks. They are designed to improve the inmate's understanding of himself and his interpersonal communication skills. Other programs include the previously mentioned assemblage counseling, Jaycees, and guides for better living. A confinement counseling program is used as a means of providing behavioral change for those inmates who are habitual disciplinary problems. Orientation is also provided to inmates on admission and before release.

All staff are involved to some extent in these general counseling programs. On the average, about 25-30% of available time is involved in these activities. All staff are also involved in general counseling. Such counseling takes an average of 50-60% of available time. Typically, the counseling deals with personal problems, or institutional grievances. Most of this counseling is handled by the correctional counselor and the vocational placement counselor.

Therapy programs are conducted by the psychology staff and the drug abuse counselor. The substance abuse programs include Alcoholics Anonymous and a comprehensive drug therapy program and has three phases. Phase 1 has an education curriculum and lasts 15 weeks. Phase 2 is a therapeutic encounter group and also lasts 15 weeks. Phase 3 is a six month live-in experience in an honor dormitory. Approximately 150 inmates complete at least the first two phases each year. The drug abuse counselor supplements the groups with individual counseling, requiring about 60% of his available time.

The psychology staff provides testing, evaluation and group therapy services. The group therapy uses traditional psychotherapy approaches with which each psychologist is most familiar. These groups usually involve 8-12 inmates in a much more extensive and deeper approach than used in other groups. Referral is normally by a classification officer or other staff members familiar with the inmates' behavior or adjustment problems.

#### Program Impacts and Benefits

Desoto's counseling and social services operation is characterized by two important factors. The first is the extensive integration and involvement of all institutional staff. Programs are designed to promote a total awareness of needs and the value of staff involvement in meeting those needs. A strong commitment of the Superintendent appears to be an important consideration in promoting that awareness.

The second important factor is the formal program plans which govern the operation of the programs. Outlines, schedules, exercises and resource materials are available. Films, tapes and booklets are used in conducting schedules.

These factors result in a highly structured and comprehensive effort to deal with inmate self-development and change behavioral problems.

#### Problems and Needs

A primary problem encountered in conducting the Counseling and Social Services Program is obtaining inmate motivation. Because of the length of sentence, many inmates lack incentives to participate. The Classification Department makes special efforts to encourage participation and overcome this problem.

The Vocational Placement Counselor position was originally required for work release and furlough programs. When these programs were eliminated, the position became oriented towards general counseling and inmate assistance. The responsibilities and job assignments tend to shift from one area to another.

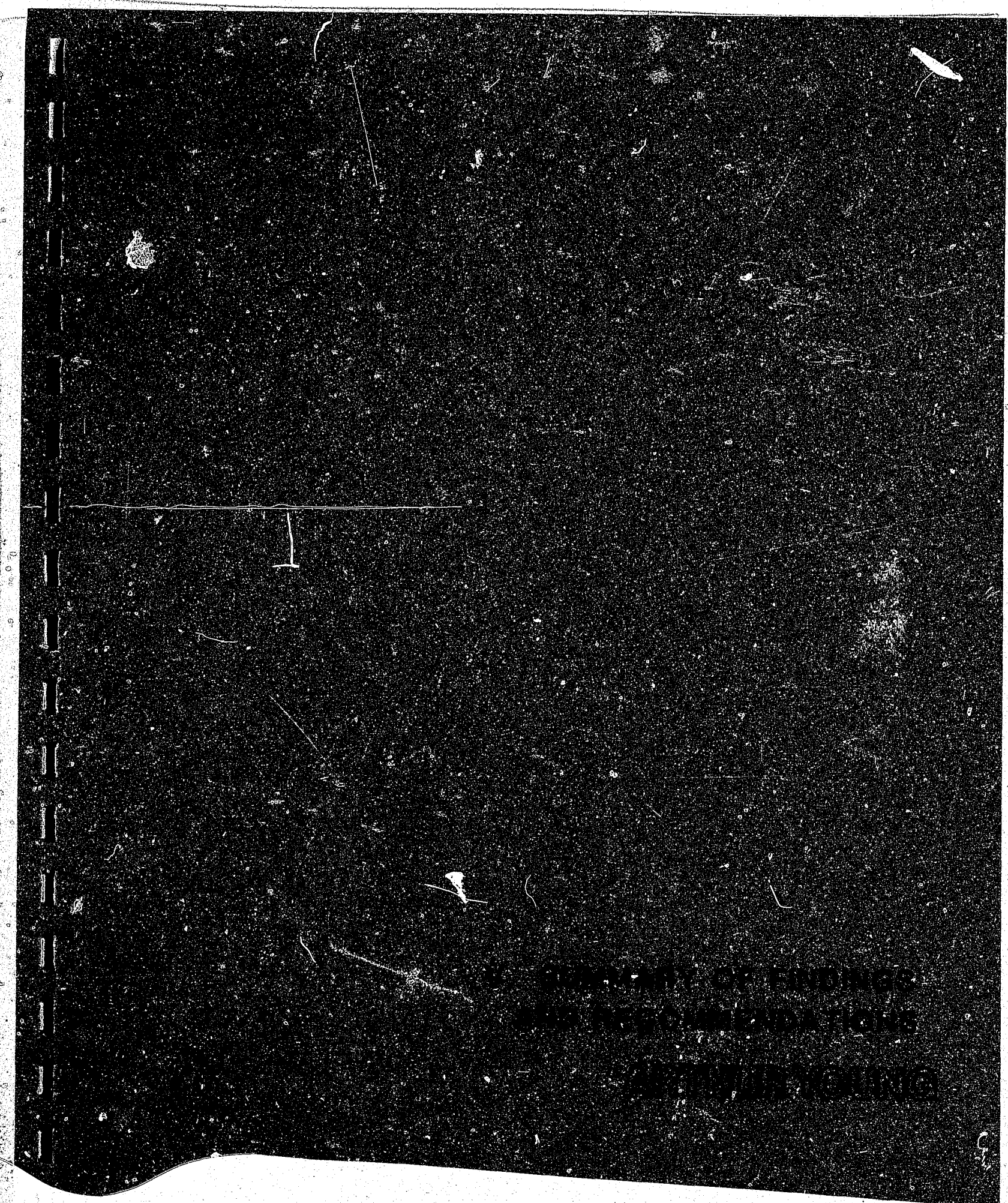
Many other operational problems the program experienced in the past have been taken care of by the C&SS supervisor since his employment. His efforts have concentrated on such activities as developing and expanding curriculum. He also has had to hire staff since all counselors except the correctional counselor position are new employees.

#### Findings and Recommendations

Our general finding and conclusion is that Desoto has an organized, well-designed and comprehensive operation. They have many on-going programs. Staff are

trained in each other's areas and can back-up one another. There appears to be a total awareness of, and participation in, the counseling and social services activities by all institutional staff.

Desoto has established a good foundation. Future efforts appear to be best directed in refining and building on the current structure. The primary need is to continue to expand the scope and number of contacts. This will depend on availability of staff positions.



## V. SUMMARY OF FINDINGS AND RECOMMENDATIONS

This chapter presents a summary of the findings and recommendations included in previous chapters of the report. Sections include the following:

- Administrative Structure;
- Program Components;
- Staffing;
- Organization; and
- Program Services.

### ADMINISTRATIVE STRUCTURE

The administrative structure of the Counseling and Social Services Program at DOC headquarters needs significant strengthening. The program does not have adequately defined standardized policies, reporting, or monitoring. Since these procedures have not developed over the years of the program's existence, additional staff within DOC's program office may be necessary for the development of such standard procedures.

Policies should be defined for the operation of C&SS programs across institutions. Clarification of the C&SS program's defined role is an essential first step. This should be followed by development of detailed policy and procedures manuals to identify the location and organization of program components, allowable variations between institutions and the inmate population characteristics which may influence these variations.

Procedures should allow for reporting which will enable an appropriate monitoring of C&SS program activities from the central office. Further, detailed on-site monitoring procedures should be developed and implemented.

### PROGRAM COMPONENTS

All of the services provided to inmates at the various institutions through the C&SS program can be grouped into the following six categories:

- Substance Abuse;
- Psychological Services;

- Psychiatric Treatment;
- Vocational Counseling and Placement;
- Inmate Orientation; and
- Self Help and Development.

It was the general consensus of the Counseling and Social Services staff, custody staff, and classification staff that the single most important component of the C&SS program is the substance abuse component. Those interviewed estimated that approximately 70% to 80% of all inmates currently in prison were there as a result of their involvement with drugs and/or alcohol. Additionally, custody staff indicated that a continuing use of both drugs and alcohol within the institution was also a problem. The provision of substance abuse counseling to the inmate population, therefore, was considered as both a deterrent to disruptive behavior on the inside as well as continuing criminal behavior on the outside.

Although these six service components were considered as crucial to a successful Counseling and Social Services department, many institutions had no programs or only a limited number of programs in several of these areas. Institution staff cited the following reasons for these differences between the perceived model and actual operations:

- Lack of adequate numbers of staff due to funding limitations;
- Limited interest and support from institution administration and/or custody staff;
- Inadequate training and experience of counselors to organize and conduct programs;
- Accessibility of inmates to staff being restricted because of work assignments; and
- Limited resource materials to assist in organizing and conducting the programs.

Of the above listed causes, lack of funding was cited as the most significant.

### STAFFING

Formal job descriptions, including experience and training requirements as well as job responsibilities, should be developed



for each position within the C&SS program. Job descriptions should be specifically prepared for the institution environment. Care should be taken that all Counseling and Social Services positions are filled by appropriately qualified individuals.

The program office should assume greater responsibility for staff development through the preparation and presentation of training programs directly related to the staff positions defined within the C&SS program.

#### ORGANIZATION

Proper program organization has significant impact on the effectiveness of C&SS program service delivery. The organizational characteristics that were found to be the most desirable for C&SS operations are:

- Separate department status (within each institution);
- An assigned supervisor with at least 75% of his/her time available for department administration and program planning;
- Staff assigned only to the C&SS department for vocational, psychological, substance abuse and general counseling services;
- A management team composed of key central and regional personnel to work with the C&SS supervisor in planning and coordinating program services;
- Strong support and involvement of the superintendent in monitoring and directing C&SS activities on a regular basis; and
- Written personnel job descriptions and policies supporting each position assigned to the C&SS department.

It is our recommendation that all C&SS programs, both those now in operation as well as those started in the future, be organized with these characteristics. It should be noted that all of these recommendations are consistent with the DOC's avowed purpose of creating "unified, coordinated, professionally guided counseling and social services. . ."

#### PROGRAM SERVICES

Each of the institutions reviewed conducts its programs in a different fashion. Certain support services are emphasized over others, with the differences tending to relate to population characteristics. Institutions with youthful offenders with shorter sentences tend to concentrate on pre-release counseling and self development. Other institutions with inmate populations with long term sentences and more psychotic histories tend to concentrate on intake orientation, general counseling and therapy programs with an emphasis toward helping the inmate adjust to institutional living.

C&SS staff cited several problems and weaknesses which they perceived to limit their effectiveness in organizing and conducting programs. These considerations are as follows:

- Physical Facilities

Available space was considered inadequate in many institutions for both staff offices and group activities. Several institutions such as Apalachee and Avon Park have two physically separate units that have to be served by one staff. This circumstance creates inefficiencies and limits continuity of treatment delivered to the inmate.

- Work Assignment Priorities

Work assignments are typically given priority over counseling activities. Groups in other programs such as Jaycees and AA must be scheduled for evenings after daily work schedules are completed.

- Parole Release Policies

Adoption of the parole release matrix has eliminated many incentives for inmates to participate in the C&SS program. Successful participation is not a criteria used in the release decision. Gain time is not earned for participation.

- Resource Materials

A limited amount of resource materials such as films and curriculum plans are available to help conduct programs. Sharing of ideas and materials is limited between institutions and occurs only on an informal basis.

- Support Staff

Funding has not been provided for clerical support staff in many of the institutions visited. It was found to be common for professional staff to type reports and maintain files. These activities limited the efficiency and availability for direct services to inmates.

- Policies and Procedures

Few of the institutions have formalized operating policies, procedures and records. This promotes more unstructured services and results as well in a lack of coordination and followup between programs.

- Treatment Modalities

Many therapy programs are providing services which are not based on specific treatment modalities or models. This situation creates a lack of direction and focus to some program activities.

The existing problems and needs related to program services require that improvements be undertaken in three general areas. The first is formulating program guides that set forth specific treatment objectives, resource materials, and curriculum steps for each institution program. Secondly, administrative policies and procedures must be adopted to describe how the C&SS programs will interact with one another as well as with other institution departments. Thirdly, job descriptions need to be standardized to better define the functions and the time commitment to which various C&SS positions will be devoted on a regular basis.



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