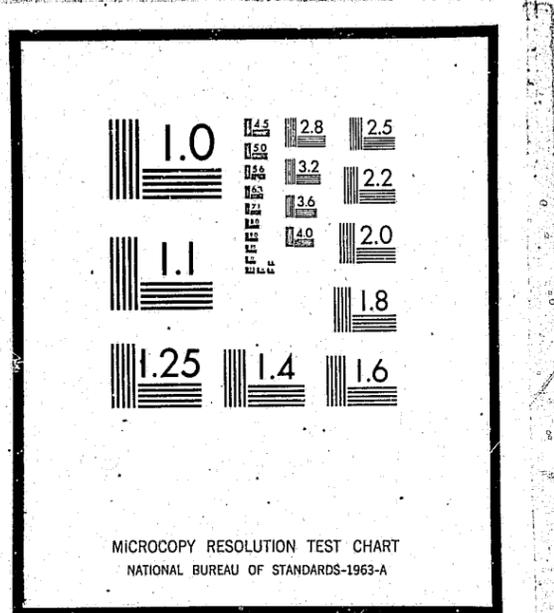


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Philadelphia - Probation Department -

EVALUATION OF THE ADDICTIVE TREATMENT
LIAISON UNIT
PH 74-C-F4-5-343

REFUNDING
REPORT

Submitted to:
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Evaluation and Monitoring Unit
Governor's Justice Commission
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Submitted to:
Center for Social Policy and Community Development
School of Social Administration
Temple University
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Commonwealth System of Higher Education
Philadelphia, Pennsylvania 19122

February 28, 1975

GOVERNOR'S JUSTICE COMMISSION
PROJECT EVALUATION SUMMARY

EVALUATION INITIATED BY: Philadelphia Region, G.J.C.
ADDICTIVE TREATMENT LIAISON
PROJECT: UNIT (Phila. Probation Dept.) CONTINUATION
(PH 74-C-P4-5-343) NO.: _____
SUBGRANTEE: _____ CURRENT NO.: _____
EVALUATION CONDUCTED BY: NAME: Center for Social Policy and Community Development
Temple University
ADDRESS: 1500 North Broad Street
Philadelphia, Pa. 19122
DURATION OF PROJECT: _____ TO: _____
DURATION OF EVALUATION: July, 1974 TO: February, 1975
DATE OF REFUNDING REPORT: February 28, 1975

I. Executive Summary

1. Objectives and Activities -

- a. Goals - The Addictive Treatment Liaison Unit's (Post Prison Program's) goals are:
- 1 - To reduce criminal recidivism, eliminate drug dependence and initiate a process of reintegration into society as independent productive citizens for those persons being released from the Philadelphia Prisons who have been receiving or had been identified as needing drug treatment services while in prison.
 - 2 - To establish an effective bridge for those persons between drug treatment and social service elements inside the prison and supervisory, drug treatment and social service agencies in the outside world.
 - 3 - To facilitate the successful utilization of supervisory, drug treatment and social service resources in the outside world by those persons on release from prison.
 - 4 - To provide intensive supervision, support and referral services to those persons when deemed appropriate and not otherwise being provided.

b. Activities -

The Addictive Treatment Liaison Unit (Post Prison Program) functions in a "system integration" capacity to link in-prison treatment and social services with those available in the community, and provides continuity to the various treatment modalities (e.g., therapeutic community, detoxification) provided in the Philadelphia prisons. A major program activity concerns the recruitment of clients prior to release, and the subsequent referral of these clients to community-based treatment facilities. In addition to services provided to pre-release clients (74 as of December, 1974), the ATLU program's probation officers supervise, and provide social service and counseling assistance to a probationer caseload (135 in December, 1974) comprised of

individuals released from Philadelphia prison (approximately 80% of the caseload) and other probationers in need of drug treatment and related services.

2. Evaluation activities -

In addition to on-going probationer and pre-release client census and service delivery activities' information, this report includes an outcome (effectiveness) study of the ATLU program's probationers' criminal activities (measured by arrests) while under supervision, compared to similar activities committed by Drug Unit and General Supervision probationers. Information for the analysis was derived from Police and Court computerized records, and probation officer reports. In addition, the ATLU program's service delivery activities are compared to those of the Drug Unit, for a corresponding time period, and to those of a selected group of General Supervision units.

3. Findings and recommendations -

a. The outcome study's results provide evidence in favor of the ATLU program's effectiveness in reducing criminal recidivism. Computer-generated random samples of current ATLU, Drug Unit, and General Supervision probationers were compared for arrests occurring while under supervision, with the result that the ATLU probationers displayed the lowest re-arrest rates. Efforts were made to standardize the samples on two potentially confounding factors, time at risk, and criminal histories. When these variables were included they were shown to explain some, but not all, of the re-arrest differentials. This is in spite of the similarity between the ATLU and Drug Unit probationers'

high levels of pre-probation arrests. A supplementary analysis, comparing arrests through time, revealed that the ATLU program is associated with significantly reduced arrests, compared to probationers' pre-probation arrest histories.

With respect to supervision and service delivery activities, the ATLU program is shown to provide relatively intense coverage. Compared to the Drug Unit and General Supervision, the ATLU program's probation officers see more probationers per month, provide greater service delivery coverage, and make more referrals. This degree of effort is attributable to the ATLU program's favorable probation officer-probationer ratio, which is lower than that of the Drug Unit and General Supervision.

The ATLU program provides an effective linkage between in-prison treatment resources and those available within the Probation Department and the community.

b. Recommendations -

1. Courts - Judges and lawyers should be familiar with the ATLU program's capabilities in order to take full advantage of its resources. As was the case with our evaluation of the Drug Unit, we recommend that the forthcoming instructional manual intended to detail such information be expedited and circulated to a wide readership within the criminal justice system.

2. Work setting - The ATLU program's central office is not conducive to professional interviewing and counseling. There is a lack of privacy and space. New offices in keeping with professional social service standards would enhance the program's effectiveness.

3 - Target group - Since it is apparent that pre-release potential clients should be kept in contact with the program for one or two months prior to release, it is recommended that a shift of emphasis be directed toward sentenced prisoners in Holmesburg and the House of Correction. However, detainees in the Detention Center should continue to receive the services which the ATLU program has been providing in that facility's detoxification unit.

4 - Refunding - It is recommended that the Addictive Treatment Liaison Unit be refunded, and continued at least at its present funding level.

II. GOALS AND ACTIVITIES

1. Goals -

The Addictive Treatment Liaison Unit's (Post Prison Program's) goals concern the following areas of criminal justice supervision and social service delivery:

- a. To reduce criminal recidivism, eliminate drug dependence and initiate a process of reintegration into society as independent productive citizens for those persons being released from the Philadelphia Prisons who have been receiving or had been identified as needing drug treatment services while in prison.
- b. To establish an effective bridge for those persons between drug treatment and social service elements inside the prison and supervisory, drug treatment and social service agencies in the outside world.
- c. To facilitate the successful utilization of supervisory, drug treatment and social service resources in the outside world by those persons on release from prison.
- d. To provide intensive supervision, support and referral services to those persons when deemed appropriate and not otherwise being provided.

2. Project activities -

a. General - The ATLU program's activities include the recruitment of clients whose release from correctional institutions is pending, the rendering of a variety of social, counseling and legal services to these pre-release clients, as well as to (post-release) probationers, and the supervision of the post-release probationer caseload.

b. Census and caseload size -

1 - Pre-release clients - In Table 1, it can be seen that pre-release clients (those in contact with the program whose release from correctional institutions is pending) increased from 58 in July, 1974, to a high of 112 in October. December's total was 74. The six-month's average is 83 pre-release clients, for an average of 10 per worker.

2 - Post-release probationers -

The ATLU program's monthly post-release probationer caseloads are reported in Table 1-2. It is noteworthy that the probationer census has increased steadily during 1974's last six months. In July, there were 83, compared to twice that number (167) in December. The six-month's average is 135, an average of 17 per worker. The average probationer caseload figure contrasts sharply with the Drug Unit (60 per worker) and General Supervision (100 per probation officer).

c. Services

1 - Pre-release clients - Services provided to pre-release clients, during the final six months of 1974, are enumerated in Tables 1 and 1-1, by month. By dividing the total numbers of services, in the separate categories, by the total number of clients per month, measures of service "coverage" can be derived. (Note that multiple services of the same type result in monthly coverage rates greater than 100%, for some months).

These figures are reported in Table 1-1, where it is apparent that an average of 127% (total coverage) of the pre-release clients received services (assistance to previously-assigned probation officers, legal, family, and social service agency) during the 6 month period. It is also apparent that a 6-month average of 24% of the pre-release clients were referred for employment, ROR, and conditional release services, and an average of 20% were successfully placed in drug programs. The average monthly referral rate (to drug programs) is 24%.

2 - Post-release probationers - In Tables 1-2 and 1-3, services provided to post-release probationers are enumerated. A 6-month average of 74% of the caseload was seen in a face-to-face format, in a variety of settings (the monthly range is 53% to 115%). Other services (Table 1-3) covered an average of 109% (total coverage) of the caseload. Approximately 11% per month were referred for employment, ROR, and conditional release services, and a monthly average of 12% was successfully placed in some form of drug treatment. The monthly drug treatment referral rate is also 12%, indicating that few referrals were rejected for admission to drug programs.

III. EVALUATION ACTIVITIES

I. General -

This report is based on interviews with project administrators and staff, site visits to two of the prison facilities (House of Correction, Detention Center) from which the program recruits its clients (Holmesburg, a third facility, was not visited), and quantitative information describing the project's services and supervisory activities. In addition, we present an analysis of the project's effectiveness in reducing its probationer clients' criminal recidivism.

2. Data Sources and Validity and Reliability -

Information describing supervisory and service delivery effort has been provided by the program's staff, and is assumed to be valid and reliable. The data used to assess the ATLU program's effectiveness in reducing repeat criminal behavior is derived from a variety of sources: police department computerized arrest histories, documentary court records and probation officer reports. Data from these separate sources was collected with the assistance of the Probation Department's Research and Development Unit and the program's administrative staff. Further data reduction and computer analysis was completed by the CSPCD evaluation staff.

The evaluation also makes use of data derived from a samples of Drug Unit probationers and clients of General Supervision.

3. Scope and limitations -

Where possible, the General Supervision (N = 97) and Drug Unit (N = 82) samples are compared to a sample of ATLU clients (N = 72). The samples were generated by computerized randomization procedures in order to minimize bias. Nevertheless, the General Supervision group comprises

less than 1% of the population from which it is derived. Time and cost constraints dictated that the sample size be held to approximately 100 individual probationers. However, the ATLU sample comprises 46.4% of the program's February (1975) active caseload; the Drug Unit sample is 8.3% of that program's active December (1974) caseload. In addition to the sample data, we also report service delivery and supervision information derived from the ATLU program's July through December (1974) activities, compared to similar activities reported by the Drug Unit in the same time period, and a General Supervision summary based on randomly selected units' activities for 1974.

There were instances where data from separate sources could not be reconciled. As a result, certain variables, for certain cases, are defined as "missing data." In the analysis run on a computer program which does not handle missing data (see Tables 6, 9 and 10) 10 ATLU cases (13% of the ATLU sample) were deleted because of missing information. Similarly, 16 Drug Unit cases (19.5% of the Drug Unit sample) and 16 General Supervision cases (16.5%) were deleted from these analyses. Since two disparate statistical methods are used, and the missing data problem is not as serious in one as the other, consistent outcomes are taken as evidence that missing data has not biased the findings.

In those cases where police arrest histories and court information did not coincide, notes on the discrepancies were forwarded to the Probation Department's R and D Unit for further investigation.

IV. RESULTS AND ANALYSIS

The analysis reported in this section includes an outcome study of the ATLU program's effectiveness in reducing criminal recidivism, and an

examination of the program's service delivery and supervisory effort. The ATLU program's results are compared to similar findings derived from other Probation Department Units (General Supervision, Drug Unit).

a. Effectiveness in the reduction of criminal recidivism -

Computer generated random samples of 72 ATLU clients, 97 General Supervision probationers, and 82 Drug Unit clients, are compared on arrest outcome information abstracted from police department computerized arrest histories. In addition, ATLU and Drug Unit probationers are compared on numbers of subsequent arrests reported by probation officers. Two statistical methods are used. First, a tabular (chi-square) analysis is reported, followed by the results of an analysis of variance and covariance procedure. Where appropriate, controls for pre-probation criminal history (measured by police-reported arrests) and months at "risk" (e.g., months under supervision) are introduced into the analysis in order to standardize the samples on these potentially confounding factors. First, a description of each sample's characteristics is reported (Table 3).

Descriptive analysis -

It is apparent that the ATLU probationers have been "at risk" for a considerably shorter period than their General Supervision and Drug Unit counterparts. This result is, of course, attributable to the ATLU program's age (approximately one year). Whereas the ATLU probationers have been in the program, on the average, for 7 months, the General Supervision sample's average is 17 months; the figure for the Drug Unit sample is two years. The ATLU and Drug Unit groups' age characteristics are similar; both tend to be younger than the General Supervision group by approximately two or three years. In spite of the age difference, the ATLU and Drug Unit samples display, on the average, twice the G S probationers' rate of pre-probation

arrests, indicating that these drug-related groups are generally more "serious" cases than is true for General Supervision. On both reported measures of subsequent arrests, the ATLU sample's average is less than one; for the other samples, subsequent arrest averages are greater than one, and on one measure (Drug Unit probation officers' reports), greater than two. These results are not controlled or adjusted, however, and should be viewed as preliminary pending further analysis. The descriptive analysis suggests the wisdom of controlling for months at risk and prior arrests, since the samples display clear differences on these variables.

Tabular (chi-square) comparison of the three samples -

In Table 4, the "total sample" results indicate that the ATLU (PP) probationers' arrests while under supervision are significantly lower than those in evidence in General Supervision or the Drug Unit. The differences are statistically "reliable," as indicated by the attained significance level of the chi-square test, leading to the conclusion that real differences in these Units' populations can be inferred from the sample results with little risk of error. However, when time at risk is controlled (Table 4) there are only 2 Drug Unit cases in the "short" at risk category (1 - 8 months), an artifact which suggests the use of an alternate technique (see Table 6) to supplement the tabular analysis. For probationers at risk longer than 9 months, however, differences in subsequent arrests, in favor of the ATLU program, remain visible. When previous criminal history is taken into consideration (Table 5), the ATLU probationers continue to display the lowest subsequent arrest rates, although the small numbers in one of the partial tables ("zero" prior arrests) again suggests the

the desirability of further analysis.

Analysis of variance and covariance -

The analysis reported in Table 6 uses a statistical adjustment procedure rather than the contingency-table approach reported in Tables 4 and 5. As a result, the small numbers of cases who have been at risk less than 8 months, and the small numbers of individuals with no prior arrests, do not detract from the power of the analysis. In Table 6 (bottom panel) without adjusting for months at risk and prior arrests, there are statistically reliable differences between the ATLU program's subsequent arrests and those of the other samples. It is also apparent that differences remain visible in spite of differentials in previous criminal histories and time at risk, although these two factors account for some, but not all, of the arrest outcomes. As was the case with the tabular analysis, the results reported in Table 6 provide evidence in favor of ATLU program's effectiveness.

As noted previously, both the ATLU and Drug Units were measured on two measures of probationers' subsequent arrests, police information, and data reported by probation officers. Both of these measures, comparing the ATLU program with the Drug Unit (omitting the General Supervision sample) comprise the remainder of the analysis reported in this section. Comparison of ATLU and Drug Unit probationers on two measures of arrests while under supervision -

In Table 7, outcomes based on the two arrest measures are reported. The chi-square analysis reveals that reliable differences, between the ATLU probationers and their Drug Unit counterparts, can be inferred. However, when months at risk are controlled (Table 7), the artificiality

introduced by the small number of Drug Unit cases at risk less than 9 months is again apparent, compounded by a discrepancy between 2 cases' numbers of arrests, a result plausibly attributable to missing data (9 Drug Unit cases are lost by controlling for months at risk).* Therefore, it is desirable to turn to the alternate method reported in Tables 8 and 9.

When differential arrests are assessed by means of the analysis of variance and covariance procedures reported in Tables 8 and 9, somewhat inconsistent results emerge. In Table 8, based on police-reported subsequent arrest data, the results replicate the findings reported in Table 6. That is, statistically reliable arrest differences are in evidence independent of prior criminal histories and/or months at risk. However, in Table 9, it is apparent that when probation officer reports are used reliable differences can no longer be confidently claimed. Adjusting for prior arrests does not alter the originally-observed differences (bottom panel, Table 9). However, when months at risk are considered (recall that the ATLU probationers have been undersupervision, on the average, less than two thirds as long as the Drug Unit group) significant differences are not visible. This is also the case for the simultaneous consideration of the two control factors (upper panel, Table 9). How can these differences be reconciled? First, there is a statistical explanation deriving from slightly different correlations between months at risk and the two measures of subsequent arrests.* Secondly, different

* Comparing the average arrests reported by the two sources in Table 3, it is apparent that probation officers in both Units report more subsequent arrests than are listed on police print-outs. For the Drug Unit, the average difference is .65 arrests; for the ATLU program, .24.

* Regression coefficients relating months at risk and police-reported arrests, and officer-reported arrests, are -.002 and + .068, respectively. These coefficients are used in the statistical adjustment to remove the effects of (control for) months at risk.

correlation magnitudes are attributable to higher numbers of arrests reported by probation officers, relative to those listed on police printouts. The conclusion which follows from the two sets of findings continues to favor the ATLU program's effectiveness, since the similarity of subsequent arrests between the Drug Unit and the ATLU program indicate clear reductions in subsequent arrests for both Units, regardless of the manner by which subsequent arrests are measured. Clearly, the ATLU program is too new to demonstrate its long-range effectiveness on the question of reducing its probationers' criminal recidivism, although to date, the evidence is favorable. This conclusion is illustrated further in the arrest "changeover" analysis reported in Table 10.

Arrest "changeover" (chi-square analysis) -

Criminal histories, related through time to subsequent arrests in the "changeover" analysis reported in Table 10, indicate that the ATLU program is associated with relatively fewer subsequent arrests than would be predicted on the basis of probationers' past history. (The chi-square analysis compares observed arrests with those expected on the basis of past criminal histories). Compared to the drug Unit, where significant reductions are not visible on either subsequent arrest measure, the ATLU program's results (bearing in mind that the analysis does not control for months at risk), suggest that its probationers are arrested significantly less than would be expected with knowledge of their pre-probation criminal histories. This further evidence supplements earlier findings in favor of the ATLU program's effectiveness.

Subsequent arrest offenses -

In Table 11, comparing the Drug Unit, General Supervision, and the ATLU program's samples on modal (most frequently occurring) type of subsequent arrests, it is not possible to conclude that the Units differ. Distributions of drug, property, and miscellaneous offenses are similar for each Unit.

Wanted card status -

In Table 12, in which the three samples are compared with respect to rates of probationers on "wanted card" status, no significant differences are apparent.

The results in Tables 11 and 12 tend to favor the ATLU program and the Drug Unit, since these programs' probationers are demonstrably more "serious" cases than those under General Supervision.

Service Delivery -

The categories reported in Tables 1 through 1-3 are not all directly comparable to the reported activities of other Probation Department Units. Nevertheless, it is possible to make certain comparisons with available data pertaining to the probation Department's Drug Unit, and with selected General Supervision Units.

1 - Supervision - In Table 14, it is apparent that the ATLU program's intensity of supervision is greater than that of the comparison groups. That is, a monthly average of 74% of the ATLU post-release probationers are seen by their probation officers, compared to averages of 64% and 47% for the Drug Unit and General Supervision, respectively.

2 - Services - The ATLU program's average monthly rate of referrals to drug treatment programs is 24% for pre-release clients, and 12% for other probationers. Compared to a general measure of "community referrals" (not necessarily to drug programs), the Drug Unit's average monthly rate is 11%; the General Supervision figure is 7%.

Comparing the Drug Unit's figures (64 probationers per worker) the ATLU figure (27) is 42 % of the size of the Drug Unit's average. The favorable ATLU ratio enables the program to accomplish the extensive supervision and service delivery activities detailed in Tables 1 through 1-3, but not reported in Table 14.

2. Factors detracting from effectiveness -

The ATLU program's efforts to recruit clients are often frustrated by factors beyond the program's control. Specifically, potential clients contacted in the Detention Center (detainees for whom adjudication is pending) are difficult to recruit since they usually arrange for bail or other forms of release prior to formal adjudication and do not remain in the Detention Center long enough to enable ATLU workers to establish meaningful contact. Since there is a consensus, among workers, that one or two months' continuous contact, in the pre-release period, should be maintained with potential clients, there should be a redirection of effort into the recruitment of sentenced prisoners (from Holmesburg and the House of Correction, rather than from the Detention Center).

Further, the women's population in the House of Correction is low (approximately 60 in February, 1975), a factor which adds to recruiting difficulties.

It should also be noted that one of the preconditions for parole is employment. The ATLU workers' efforts at finding jobs for pre-release clients are frustrated by the current economic climate.

3. Impact on the problem -

a. The ATLU program is continuing to fill an area of unmet need in efforts to provide a link between in-prison and community treatment and related services, and in providing counseling and referral services to addict offenders released from Philadelphia prisons.

b. In addition to services provided for client's previously assigned probation officers (see Table 1-2; an average of 6.4% of the ATLU program's post-release probationers are assigned to other probation units), and a variety of services (Tables 1 through 1-3) within the criminal justice system, it is apparent that the ATLU program's probationers, within the limits of a relatively short period "at risk," are associated with comparatively few arrests while under supervision. The ATLU program's rates of recidivism are small, and consistently lower than Drug Unit and General Supervision probationers,* a result which is attributable to the program's low client-worker ratio and intensity of supervision.

4. Alternative resource allocation -

Since the ATLU program provides a systematic link between the criminal justice system and community-based social service and drug treatment programs, in addition to the supervision of probationers, the program is indispensable with respect to its coordination functions. If any changes are to be made, it is suggested that greater attention should be paid to the needs of sentenced prisoners, who should be contacted one or two months prior to their release from the House of Correction or from Holmesburg.

5. Comparison with similar methods -

a. The Probation Department's Drug Unit, which also provides its probationers with intensive social service coverage and supervision

* For one measure of subsequent arrests, probation officer reports, differences between ATLU and the Drug Unit were not "statistically significant". On balance, however, other results supported the ATLU program's effectiveness.

probationers with intensive social service coverage and supervision, offers opportunity for comparisons with the ATLU program's results. Comparisons reveal that the ATLU program's results are more favorable than those of the Drug Unit, an outcome which can be attributed to the ATLU program's low probationer-worker ratio and attendant opportunities for close supervision and social service delivery.

b. c. Since the ATLU program is unique, with respect to its "system integration" function (linking prison with community treatment programs) it is difficult to compare its results to existing programs. However, it can be speculated that in the program's absence a large area of unmet need would continue to exist, and that the absence of systematic mechanisms for counseling and referrals would result in the withholding of required services from many prisoners and detainees.

6. General areas for further consideration -

In collecting data for this report, it became apparent that discrepancies between computerized police department arrest histories and arrests reported by probation officers exist. Specifically, police records are not up-to-date (see Table 3), and in some cases are in error (e.g., are attributed to the wrong individuals). The Eastern Regional office should apprise the relevant evaluators of these conditions.

7. Cost-benefit analysis -

Since the ATLU program has not been funded since November 14, 1974, the monetary values entered into the cost-benefit analysis in figure 1 are based on the forth coming appropriation of

\$58375.00 for the February 1 through July 1, 1975 period. Taking 241 as the monthly ATLU client average*, the cost per client per month is \$48.44 or \$1.61 per day, a cost which is 32% higher than the Drug Unit's daily expenditures per probationer. It should be noted that the per diem cost of methadone patients is three times higher than the ATLU program's estimated daily expenditures.

* 74 pre-release clients (Dec., 1974) plus 167 post-release probationers (Dec., 1974). See Tables 1 and 1-3.

V. FINDINGS AND RECOMMENDATIONS

1. Findings and conclusions -

a. Goal attainment -

The ATLU program has demonstrated visible success in the attainment of its goals. First, the results of the analysis of probationers' arrests while under supervision tend to indicate that the ATLU group's rates are consistently lower than the comparison samples' recidivism, although these conclusions should be qualified by noting that the ATLU program is comparatively new, with the consequence that its probationer-clients have not been "at risk" as long as the comparison probationers. Further, with respect to the ATLU program's "system integration" function (providing systematic linkages between in-prison treatment and social facilities and those in the Probation Department and the community) the program continues to meet an area of unmet need, and has demonstrated generally higher degrees of service delivery effort and supervisory intensity than the Drug Unit and General Supervision. This effort is related, of course, to the ATLU program's favorable probationer-worker ratio.

b. In addition to the finding that the ATLU program's probationers' criminal recidivism has been significantly curtailed, it should be emphasized that the program has demonstrated that it can successfully recruit incarcerated clients and deliver a range of services to them in the prison setting and, once released, in the community. It can be concluded that, since the program's initiation, hundreds of prisoners who would have moved from prison to the community without continuity of treatment are now linked to on-going treatment and services.

c. The ATLU program's cost-effectiveness compares favorably with that

of the Probation Department's Drug Unit. The per diem cost for ATLU client-probationers is \$1.61, compared to a figure of \$1.22 for the Drug Unit. It should be noted that the average daily cost for methadone patients is \$4.74.

d. The program's success can be attributed to the low worker-client ratio and attendant opportunities for close supervision and intensive service delivery. In addition, it is our conclusion that the ATLU program workers are competent, and continue to display a high degree of professionalism and initiative as probation officers and social service workers. The program's administration is professional, experienced, and effective.

2. Recommendations -

a. b. The ATLU program's objectives are appropriate and practical. The program has demonstrated the validity of close supervision and intense service delivery, in spite of the demonstrable "seriousness" of the probationers it supervises. It should also be noted that the practicality of linking in-prison drug treatment with continuing treatment in the community has been demonstrated. There are, however, certain constraints on the program's effectiveness. First, if potential clients are to be successfully recruited, they must be contacted one or two months prior to release from incarceration. Such long-term preparation is not possible with detainees contacted in the Detention Center, suggesting that efforts might be shifted to sentenced prisoners (in Holmesburg and the House of Correction) whose release is pending. There continue to be difficulties in the area of employment opportunities for potential and actual clients (employment is a pre-condition of parole), suggesting the desirability of linking the program with facilities such as

the Philadelphia Environmental Center's new "supportive work program" which is geared to the employment needs of ex-offenders, among others.

As is the case with the Probation Department's Drug Unit, which reports that judges and lawyers are not always knowledgeable of available drug treatment and supervision resources within, and external to, the criminal justice system, the ATLU program reports that the forthcoming instructional manual intended to detail available resources is highly desirable. This manual should be expedited and released to a wide readership within the Philadelphia criminal justice system.

c. Beyond noting that the program's planning, staffing, and general operations are well organized and integrated, there is the further issue of the program's various work settings. The counseling office in the Detention Center is overcrowded and does not lend itself to privacy, a difficulty which is also in evidence at the program's central offices (13th and Wood Streets), where the setting is not conducive to private interviewing or counseling. New office facilities are needed.

d. As noted previously, recruiting emphasis should be shifted to sentenced prisoners in the House of Correction and Holmesburg. The key factor in the integration of in-prison and community treatment is the establishment of long-term relationships with clients in their pre-release phase. However, the ATLU program's services should continue to be available to short-term detentioners in the Detention Center.

e. The ATLU program's costs are in line with expenditures made by a similar program, the Probation Department's Drug Unit. The program's current appropriation (which we understand has been approved), covering the February - June, 1975 period, allocates \$1.61 per client per day, computed on the basis of December's (1974) census. Since post-release probationers have increased steadily since July, 1974, it can be expected that unit costs will decline as the overall caseload increases.

f. It is our recommendation that the ATLU program be refunded at its present level, and that the program should be continued. There are no qualifications or conditions attached to this recommendation.

g. Further evaluations of the ATLU program should continue to examine its effectiveness in reducing criminal recidivism. The comparatively short period that the program has been in operation does not permit firm conclusions to be drawn at this time, although we reiterate that the evidence presented in this report is entirely in favor of the ATLU program's effectiveness.

3. General implications -

Two of the programs' accomplishments are noteworthy and should be considered in the formation of criminal justice system policy. These issues concern the level of supervisory intensity, and the integration of criminal justice system treatment programs and those in the community.

a. Supervisory intensity -

In studying the ATLU program's effectiveness in reducing criminal recidivism, as well as that of the Drug Unit, it is

apparent that these units supervise comparatively "difficult" cases (as measured by pre-probation arrests). Nevertheless, criminal recidivism while under supervision in both of these units has been shown to be curtailed. Such factors as months at risk and criminal history explain some of the outcomes, but not all. These findings raise the general issue of the relation between supervisory intensity and social service delivery capability, and outcomes such as reduced criminal behavior. While the evidence is not conclusive (since it is based on limited samples examined by a retrospective design), a strong case can be made for the conclusion that close supervision, within a social service climate, is effective in reducing repeat offenses. Accordingly, it is our recommendation that careful attention be paid to the feasibility of increasing the intensity of supervision, provided that such supervision takes place within a general climate in which social services are emphasized. That is, probation officers' roles should be viewed from a service worker perspective in contrast to the "traditional" criminal justice definition. Where possible, demonstration projects should be funded for a period of years, and carefully evaluated by experimental designs, longitudinally, in order to compare the effectiveness of differential levels of supervision intensity in combination with varying levels of social services.

b. System integration -

If it is not feasible to expand treatment and social service capabilities within the criminal justice system, a practical alternative is to provide systematic linkages between criminal justice system resources and those in the community. The ATLU program has demonstrated

the validity of such a policy. In addition, to practical questions of service delivery "coverage", there are several types of "unintended consequences" which ensue. First, the probation officer is identified as a service worker rather than a criminal justice agent, an outcome which probably enhances workers' rapport with potential clients recruited from the prison setting. Further, clients possibly come to view the criminal justice system in a less threatening light. The degree to which these factors bear a relation to outcomes such as criminal recidivism is unknown. However, there is reason to believe that probation officers who represent, in a sense, community-based ("civilian") programs succeed in motivating otherwise unwilling individuals to seek treatment. On balance, therefore, the increased integration of the criminal justice system with community programs seems to be desirable for several different reasons.

Figure 1
Cost-benefit analysis

ATLU Budget*	\$ 58375.00
Budget per month	11675.00
Cost per client-probationer	
Per month**	48.44
Per day	1.61

* Based on the 5-month period of the forthcoming appropriation for February - June, 1975.

** 241 total client probationers. See Tables 1 and 1-2 for December, 1974.

Table 1

Service delivery effort
for
PRE-RELEASE CASES, for
designated months

MONTH	Jul	Aug	Sep	Oct	Nov	Dec
<u>Contacts</u>						
Initial	35	51	59	67	36	34
On-going	23	24	20	71	43*	28
Total	58	75	79	138	112*	74**
<u>Services</u>						
<u>Probation</u>						
Officer	31	24	39	62	51	53
Legal	14	23	42	41	48	23
Family	2	7	15	42	38	14
Social Agency	2	7	9	12	34	16
Counselling	37	49	123	100	125	97
Court	0	3	1	1	0	0
<u>Referrals</u>						
Employment	0	3	1	0	0	0
ROR	1	0	2	2	0	1
Conditional Release	8	24	9	23	35	12
<u>Drug Treatment</u>						
Accepted	15	18	20	18	14	11
Rejected	0	1	4	4	6	3
<hr/>						
* Includes 33 listed as "initial and on-going."						
** Includes 12 listed as "initial and on-going."						
<hr/>						
TOTAL CLIENTS	58	69	80	112	103	74

Table 1-1

Service delivery effort for
PRE-RELEASE CASES

MONTH	Jul	Aug	Sep	Oct	Nov	Dec	\bar{X}
SERVICES (excludes "counselling")	85%	93%	132%	141%	166%	143%	127%
REFERRALS	16%	39%	15%	22%	34%	18%	24%
DRUG TREATMENT							
Accepted	26%	26%	25%	16%	14%	15%	20%
Referral rate	26%	28%	30%	20%	19%	19%	24%
TOTAL CLIENTS	58	69	80	112	103	74	83
WORKERS	8	8	8	8	7	7	
\bar{X} CLIENTS PER WORKER	10	9	10	16	15	11	

Table 1-2

Census and service delivery
for POST-RELEASE probationers

MONTH	Jul	Aug	Sep	Oct	Nov	Dec	\bar{X}
Type of case							
POST-PRISON	73.5%	70.9%	70.1%	85.6%	89.9%	91.0%	81.5%
Regular probation	8.4	9.8	9.5	5.0	1.9	3.6	6.4%
Bail	6.1	4.9	3.6	.06	4.4	1.2	3.4%
Conditional rel.	10.8	10.8	10.2	5.0	2.5	2.4	6.9%
Voluntary	1.2	3.6	6.6	3.8	1.3	1.8	3.0%
TOTAL INDIVIDUALS	83	103	137	160	158	167	135
Contact							
Initial	5	9	10	8	4	0	
On-going							
Office	39	34	64	58	70	66	
Home	14	14	20	12	15	1	
Telephone	53	69	227	158	165	244	
Prison	17	20	74	34	30	21	
Services							
Probation officer	10	6	12	7	17	8	
Legal	34	35	65	35	25	41	
Court	5	6	24	17	10	25	
Drug evaluation	4	0	17	4	0	1	
Counselling	52	52	156	65	165	81	
Soc. Svc. Agency	7	15	32	29	58	39	
Family	24	26	82	45	55	69	
Accompany to prog.	2	5	5	3	1	2	
Referrals							
Educational	2	1	1	0	2	2	
Voc. training	6	4	5	2	5	4	
Employment	5	8	16	5	9	7	
Drug Treatment							
Accepted	4	19	36	8	11	14	
Rejected	0	4	0	0	0	0	

Table 1-3

CENSUS and SERVICE DELIVERY for
POST RELEASE PROBATIONERS

MONTH	Jul	Aug	Sep	Oct	Nov	Dec	\bar{X}
ON-GOING CONTACTS (Excludes "telephone")	85%	66%	115%	65%	73%	53%	76%
SERVICES (Excludes "counselling")	102%	90%	173%	88%	101%	101%	109%
REFERRALS	16%	13%	16%	4%	10%	8%	11%
DRUG TREATMENT							
Accepted	5%	18%	26%	5%	7%	8%	12%
Referral rate	5%	22%	26%	5%	7%	8%	12%
TOTAL PROBATIONERS	83	103	137	160	158	167	135
WORKERS	8	8	8	8	7	7	
\bar{X} PROBATIONERS PER WORKER	10	13	17	20	23	24	

TABLE 3

Comparison of Drug Unit
and General Supervision, and Post Prison
samples on selected
variables

	ASSIGNMENT	Drug Unit	Genl Super	Post Prison
Months in Unit	\bar{X}	23.99	16.97	6.73
	SD	8.08	13.78	3.41
	Md	25.00	13.25	5.86
	N	73	93	71
Age	\bar{X}	28.16	31.11	28.54
	SD	6.41	9.95	7.03
	Md	26.07	28.42	25.70
	N	82	97	72
Prior Arrests *	\bar{X}	5.95	3.03	5.94
	SD	4.30	3.34	4.15
	Md	5.29	1.94	5.14
	N	77	88	68
Subsequent ** Arrests (Police)	\bar{X}	1.94	1.21	.43
	SD	2.99	1.70	.74
	Md	.82	.60	.19
	N	77	86	68
Subsequent *** Arrests (P/O)	\bar{X}	2.59		.67
	SD	2.66	Not	.91
	Md	1.96	Measured	.34
	N	73		72
Sample Totals		82	97	72

* Philadelphia Police Department computerized arrests' records for 1968 and beyond.

** Arrests reported by Probation Officer.

Table 4

Arrests while under supervision,
controlling for months at risk

ASSIGNMENT	TOTAL SAMPLE			MONTHS AT RISK					
	DU	GS	PP	1-8			9+		
	DU	GS	PP	DU	GS	PP	DU	GS	PP
0	41.0%	47.7%	72.1%	0.0%	57.1%	80.4%	41.8%	41.1%	52.4%
1	25.6	23.3	13.2	0.0	25.0	8.7	25.4	23.2	23.8
2	5.1	14.0	14.7	0.0	7.1	10.9	6.0	17.9	23.8
3+	28.2	15.1	0.0	100.0	10.7	0.0	26.9	17.9	0.0
Total	78	86	68	2	28	46	67	56	21
X ²		33.27			37.02			11.98	
df		6			6			6	
p		.0001			.0001			.06	

Note.- DU = Drug Unit; GS = General Supervision; PP = Post Prison.

*

Source: Police Department arrest histories.

Table 5

Arrests while under supervision,
controlling for prior arrests

PRIOR ARRESTS		0			1-5			6+		
ASSIGNMENT	DU	GS	PP	DU	GS	PP	DU	GS	PP	
ARRESTS WHILE UNDER SUPERVISION*	0	42.9%	81.8%	100.0%	33.3%	42.2%	43.4%	47.4%	21.1%	76.7%
	1	57.1	9.1	0.0	24.2	26.7	14.3	21.1	31.6	13.3
	2	0.0	9.1	0.0	12.1	15.6	20.0	0.0	15.8	10.0
	3+	0.0	0.0	0.0	30.3	15.6	0.0	31.6	31.6	0.0
	Total	7	22	3	33	45	35	38	19	30
	χ^2		9.42			16.65			23.77	
	df		4			6			6	
	p		.06			.02			.0006	

Note.- DU = Drug Unit; GS = General Supervision; PP = Post Prison.

*

Source: Police Department arrest histories.

Table 6

Descriptive statistics and analysis of variance and covariance for arrests under supervision (measured by Police Department arrest histories). Regression designates covariance.

DESCRIPTIVE STATISTICS			ANALYSIS OF VARIANCE AND COVARIANCE					
ASSIGNMENT	N	\bar{X}	SOURCE	SS	MS	F	p	df
Drug Unit	66	1.78	Within cells	840.18	4.06			207
General Super.	79	1.46	Regression (Z1;Z2)	34.43	17.22	4.24	.02	2
Post Prison	67	.56	Assignment	33.71	16.86	4.15	.02	2
Drug Unit	66	1.96	Within cells	848.09	4.08			208
General Super.	79	1.47	Regression (Z2)	26.52	26.52	6.50	.01	1
Post Prison	67	.36	Assignment	90.69	45.33	11.12	.001	2
Drug Unit	66	2.09	Within cells	874.61	4.18			209
General Super.	79	1.30						
Post Prison	67	.43	Assignment	91.52	45.76	10.94	.001	2

Note.- Z1 = Months at risk; Z2 = Prior arrests.

*

Not statistically significant.

Table 7

Comparison of Drug Unit and Post Prison
samples for two measures of arrests while
under supervision

ASSIGNMENT	TOTAL SAMPLE		MONTHS AT RISK				
	DU	PP	1-8		9+		
	DU	PP	DU	PP	DU	PP	
POLICE REPORTED ARRESTS	0	41.0%	72.1%	0.0%	80.4%	41.8%	52.4%
	1	25.6	13.2	0.0	8.7	25.4	23.8
	2	5.1	14.7	0.0	10.9	5.0	23.8
	3+	28.2	0.0	100.0	0.0	36.9	0.0
	Total	78	68	2	46	67	21
	X ²	31.78		48.00		11.04	
	df	3		3		3	
	p	.0001		.0001		.02	
PROBATION OFFICER REPORTED ARRESTS	0	18.9%	59.7%	100.0%	63.8%	16.7%	50.0%
	1	23.0	16.7	0.0	12.8	23.6	25.0
	2	18.9	20.8	0.0	19.1	19.4	25.0
	3+	39.2	2.8	0.0	4.3	40.3	0.0
	Total	74	72	2	47	72	24
	X ²	36.72		1.11		15.54	
	df	3		3		3	
	p	.0001		.78*		.002	

Note. - DU = Drug Unit; PP = Post Prison.

* No statistically significant.

Table 8

Descriptive statistics and analysis of variance and covariance for arrests under supervision (measured by Police Department arrest histories). Regression designates covariance.

DESCRIPTIVE STATISTICS			ANALYSIS OF VARIANCE AND COVARIANCE					
ASSIGNMENT	N	\bar{X}	SOURCE	SS	MS	F	p	df
Drug Unit	66	2.09	Within cells	634.18	4.92			129
			Regression (Z1;Z2)	5.72	2.86	.58	.56*	2
Post Prison	67	.43	Assignment	31.08	31.08	6.32	.02	1
Drug Unit	66	2.08	Within cells	639.89	4.92			130
			Regression (Z1)	.01	.01	.002	.96*	1
Post Prison	67	.44	Assignment	29.92	29.92	6.08	.02	1
Drug Unit	66	2.08	Within cells	634.20	4.88			130
			Regression (Z2)	5.70	5.70	1.17	.30*	1
Post Prison	67	.45	Assignment	87.79	87.79	17.99	.001	1
Drug Unit	66	2.09	Within cells	639.90	4.88			131
Post Prison	67	.43	Assignment	91.41	91.41	18.71	.001	1

Note.- Z1 = Months at risk; Z2 = Prior arrests.

*

Not statistically significant.

Table 9

Descriptive statistics and analysis of variance and covariance for arrests under supervision (measured by P/O report). Regression designates covariance.

DESCRIPTIVE STATISTICS			ANALYSIS OF VARIANCE AND COVARIANCE					
ASSIGNMENT	N	\bar{X}	SOURCE	SS	MS	F	p	df
Drug Unit	66	1.95	Within cells	472.96	3.67			129
			Regression (Z1;Z2)	60.07	30.03	8.19	.001	2
Post Prison	67	1.27	Assignment	5.15	5.15	1.40	.24*	1
Drug Unit	66	1.91	Within cells	504.86	3.88			130
			Regression (Z1)	28.17	28.17	7.25	.008	1
Post Prison	67	1.31	Assignment	4.03	4.03	1.04	.32*	1
Drug Unit	66	2.52	Within cells	894.80	3.81			130
			Regression (Z2)	38.23	38.23	10.04	.002	1
Post Prison	67	.71	Assignment	108.82	108.82	28.59	.001	1
Drug Unit	66	2.56	Within cells	533.03	4.07			131
Post Prison	67	.67	Assignment	118.64	118.64	29.16	.001	1

Note, - Z1 = Months at risk; Z2 = Prior arrests.

*

Not statistically significant.

Table 10

Changeover tables relating
prior and subsequent arrests,
comparing Drug Unit probationers
with Post Prison clients, with
two measures of subsequent
arrests

ASSIGNMENT	Drug Unit		Post Prison		
	PRIOR ARRESTS	0-1	2+	0-1	2+
POLICE DEPARTMENT	2+	14	12	7	3
ARREST HISTORIES	0-1	26	26	31	27
	Total	27	38	38	30
	X ²	3.60		11.16	
	df	1		1	
	p	.10*		.001	
PROBATION OFFICER	2+	17	22	8	8
REPORTED ARRESTS	0-1	16	13	32	22
	Total	33	35	40	30
	X ²	.54		6.53	
	df	1		1	
	p	.60*		.02	

* Not statistically significant.

Table 11

Modal type of subsequent
arrest, by supervisory
assignment

MODAL OFFENSE TYPE	ASSIGNMENT	Drug Unit	General Super	Post Prison
	Drug	13.3%	17.8%	10.5%
	Property	62.2	40.0	52.6
	Misc.	24.4	42.2	36.8
	Total*	45	45	19
	χ^2		4.89	
	df		4	
	p		.30**	

* Excludes nonrecidivists.
** Not statistically significant.

Table 12

Comparisons of "wanted card"
status, by supervisory
assignment

WANTED CARD STATUS	ASSIGNMENT	Drug Unit	General Super	Post Prison
	NO	88.0%	84.5%	91.7%
	YES	12.0	15.5	8.3
	Total	82	97	72
	χ^2		1.96	
	df		2	
	p		.38*	

* Not statistically significant.

Table 14

Comparison of service delivery effort
with the Drug Unit and General Super.

SUPERVISION	Drug* Unit	Genl* Super	ATLU	
			Pre	Post
Face-to-face contacts (monthly)	64%	47%	Not measured	74%
Referrals to drug treatment (monthly)	---	---	24%	12%
Community referrals (monthly)	11%	7%		
Probationer- clients	1021	653	83	135
Workers	16	---	8	8
Workers per probationer-client	64		<u>10</u>	<u>17</u>
			27	

* See the Drug Unit "refunding report," CSPCD, Feb. 24, 1975.

END