

JUL 29 1977

Evaluation of the Inmate
Rehabilitation Program
Philadelphia County Prison System

Ph-76-E-8B-5-462

FINAL EVALUATION REPORT

LEAA

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NOV 3 1977

Technical Report 3

MMI 517-76

ACQUISITIONS

Submitted to

Philadelphia County Prison System
Louis S. Aytch, Superintendent

and

Philadelphia Regional Planning Council
Pennsylvania Governor's Justice Commission

MetaMetrics Inc.
3804 Legation Street, N.W.
Washington, D.C. 20015

July 7, 1977

43681



GOVERNOR'S JUSTICE COMMISSION
DEPARTMENT OF JUSTICE
COMMONWEALTH OF PENNSYLVANIA
BOX 1167, HARRISBURG, PENNA. 17120

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October 24, 1977

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NCJRS

NOV 3 1977

National Criminal Justice Reference Service
Attention: Acquisition Librarian
Box 6000
Rockville, Maryland 20850

ACQUISITION

Gentlemen:

As requested, enclosed please find two copies each of Final Reports for the following Law Enforcement Assistance Administration funded projects from Pennsylvania:

DS-75-C-8C-9-651	-	Gannondale School for Girls
73-ED-99-0023	-	Strategic Management in Corrections
PH-76-C-9C-5-479	-	Teen-Aid, Inc.
SW-76-C-5B-0067	-	Tri-City Impact Program
SW-76-C-8B-8-559	-	Operation Outward Reach (OOR)
SE-75-C-6A-7-701	-	Delaware County Bail Agency
DS-75-C-9E-9-637	-	Three Rivers Youth
SE-75-C-3B-7-724	-	Computer Information System Program - Delaware County Court
PH-76-E-8B-5-462	-	Inmate Rehabilitation Program

If you require further assistance in this matter, please contact Mr. Christine Fossett of the Evaluation and Monitoring Division (717) 787-1420.

Sincerely,

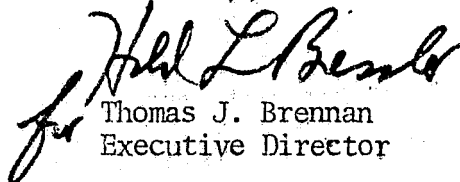
for 
Thomas J. Brennan
Executive Director

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SECTION 1
EVALUATION SUMMARY

The Inmate Rehabilitation Program was initiated in September of 1972 with Governor's Justice Commission funding of the Philadelphia Prison Work Release Program. The current Fiscal Year 1977 will conclude the Governor's Justice Commission financial support. The present Program consists of the following components and estimates of component proportions of the operating project budget are shown.

<u>Component</u>	<u>Share of Operations Budget</u>
Work Release	56%
Volunteer Services	12%
Closed Circuit Television (CCTV)	10%
Community College	10%
Libraries	4%
Art Project	4%
Theatre Workshops	3%
Music Project	1%

1.1 PROGRAM ISSUES

The Inmate Rehabilitation Program has the objectives of providing programming to inmates in order to provide a more humane environment in the prison, prepare inmates for a more productive life when released to the community and reduce return to crime or recidivism.

Evaluation recommendations over the past three years have addressed the following:

- o Capacity in Work Release
- o Programming for female inmates
- o Potential for community corrections (halfway houses)
- o Custodial staff cooperation for programming
- o Community College attrition rate

In this final year of funding support from the Governor's Justice Commission, two evaluation priorities were identified.

The first is to determine the impact of inmate rehabilitation on return to crime, the bottom line of the program; the second is the future of inmate rehabilitation programming for the Philadelphia Prison System.

1.1.1 Previous Program Action

Throughout the four year period in which the Inmate Rehabilitation Program has been evaluated, Program officials and, notably the Prisons Superintendent, welcomed evaluation insight and recommendations. They moved in a direct and positive manner to improve the Program. The following summarizes action on key issues:

- o Work Release: Work release expanded from 14 clients to over 50 clients. Two houses on the prison grounds, but outside of the walls, are now operating. A third is being built. Community facilities for Work Release are being explored.
- o Female Rehabilitation: At the initiation of the Work Release program in 1972, no women inmates were involved. At the present, women participate in all program components except CCTV.
- o Community College: Scheduling problems and related conflicts at Holmesburg have been resolved. Mini-semesters were introduced in 1976 to alleviate the high attrition rate.

1.1.2 Program Impact

In November of 1976, the Research and Development Unit of the Philadelphia Prisons released a recidivism study of the Work Release and Therapeutic Community projects. The study showed no statistically significant difference in the performance of the Work Release clients, Therapeutic Community clients and a control group of clients who were not involved in either program. This conclusion was due primarily to the small size of the group samples (91, 75, and 53 respectively).

MetaMetrics, with the cooperation of the Research and Development Unit, collected, organized and utilized data on larger samples (169 Work Releasees or almost half of the clients for the past two years and 273 control clients). In addition, clients had up to approximately 9 months additional time after leaving prison. Additional computerized analysis is currently being performed on the data by the Research and Development Unit. Analysis on arrests rates through time is presented here.

Table 1-1 summarizes the rate of arrests for the Work Releasees and the control clients for 18 months after release from Philadelphia Prisons. The arrest rate for Work Releasees is approximately half of that for the control clients for the first 9 months. The Work Release arrest rate does continue to increase but is substantially lower. The difference is statistically significant which indicates that the indicated difference in rates is not due to sampling variations.

Table 1-1

Arrest Rate of Work Releasees
and Control Clients Through Time

<u>Month</u>	<u>Work Releasees</u>	<u>Control Clients</u>
3	10.7%	24.1%
6	18.8%	36.3%
9	25.7%	47.8%
12	32.2%	54.7%
15	35.2%	59.5%
18	46.1%	65.6%

The Work Release Program has received Governor's Justice Commission funding since 1972 and has been the largest component of the Inmate Rehabilitation Program. This component has the largest, readily identifiable client group for community follow-up for recidivism analysis. The work release premise is that sentenced offenders who are gainfully employed are less prone to commit new crimes. If this is the case for work release clients, it is surmised that other rehabilitation programming based on changing potential attitudes and behaviors may also have an effect on return to crime.

The Work Release component of the Inmate Rehabilitation program is succeeding in reducing recidivism. From the above analysis of arrest rates, MetaMetrics estimates that of the approximately 400 Work Release clients who participated in program from 1973 through 1975, 78 fewer were arrested and 46 fewer were arrested and convicted. Actual crime was reduced for the Work Release group and less costs were incurred for the Court, Probation and Prisons.

The estimated cost to maintain a client for one year in the Work Release Program is \$4,300 as compared to \$9,400 for the Prison System overall. Clearly, Work Release has been highly successful and also cost effective.

Over the past four years, MetaMetrics has noted a marked improvement of the Prisons environment. This improvement is in contrast to the Summer of 1973 following the murders of the Warden and Deputy Warden at Holmesburg. The basic programmatic change of the Philadelphia Prison System over the past 3 years has been the Inmate Rehabilitation Programming. Components cited for services by the

inmates themselves are Work Release, Community College, Drama Workshops and the Music Project. Provision of these services may have assisted in minimizing incidents within the three institutions in addition to providing institutional activities and preparation for release to the community.

1.1.3 Program Development

Following previous evaluation recommendations and recognizing that GJC guidelines preclude assistance for basic activities provided by the Inmate Rehabilitation Program, Philadelphia Prisons is actively seeking alternate funding sources.

The Director, key clerical and all custodial staff of the Work Release project will be funded through the Prisons operating budget. The Director of Inmate Services, CCTV Director, Librarian and supporting clerical staff will also be included in the operating budget.

The Community College may continue as a learning center for GED. A GJC application is being prepared for Vocational Education and Training which would also provide counseling services to Work Release.

An application for LEAA funds to support the Drama, Art and Music Components of the Inmate Rehabilitation Program was recently turned down. CETA slots for 2 musicians, 2 artists and a drama instructor are presently being sought.

The Prisons System is also seeking planning funds to develop a community work release project based on the successful operations conducted on the Prisons grounds. The planning effort would seek additional community residences for work releases.

1.2 FINDINGS AND RECOMMENDATIONS

The average daily population for the combined three Philadelphia Prisons was 2,337 during Fiscal Year 1976. The Inmate Rehabilitation Program provides intensive, participative activities for 200 inmates during an average week and Volunteer services coordinated religious meetings and inmate counseling for an estimated 700 clients during an average week. These program efforts are in addition to the Adult Basic Education and Vocational Training provided by the Philadelphia Prison System. The contributions of the innovative components of the Inmate Rehabilitation Program supplement the existing basic program structures.

1.2.1 Findings

Recidivism analysis was conducted on the Work Releasees to reflect potential for rehabilitation of all components of the Inmate Rehabilitation Program. The analysis through time indicates that there is a substantial impact. The lower cost of operating Work Release definitely indicates that expansion of the Work Release project into the community should be seriously considered.

Inmate Rehabilitation Programming impacts on client performance in the community, client activities while incarcerated and the overall prison environment. The problem now facing the Philadelphia Prison System is to determine the nature of future program development and the sources of funding. The Work Release and Volunteer Services components are expected to remain basically intact as they are, with funds being sought for counseling. The components in danger of being dropped are Community College, Theatre Workshops and the Music Project which are all conducted under contract to community organizations.

A strict interpretation of the Governor's Justice Commission guidelines for County Correctional Programs would eliminate these three components from consideration for future LEAA funding. Under Section IV of the Guidelines (Ineligible Project Activities), recreational and health programs and programs for educational activities beyond the 12th grade level are excluded. In MetaMetrics evaluation experience, the exclusion of these activities is contrary to the achievement of the stated GJC long range objectives of decreased recidivism for participating clients and increased number of ex-offenders leading productive lives and the stated GJC short term objective of increased level of functioning of the incarcerated individual.

The Community College component in 1976 succeeded in introducing almost 200 inmates to higher education. Approximately 40 of those inmates have continued their education at the Philadelphia Community College after release. Other College participants have continued their quest for education in other institutions. Theatre Workshops and the Music Project have provided outlets for personal expression and the development of self esteem and pride within the Prison setting. These values acquired during program attendance should impact on future life styles upon release from prison.

The Guidelines do not take into consideration the program realities of the Philadelphia Prison System. Basic education has been provided through the Philadelphia Board of Education. Vocational training is substantially developed and undergoes periodic improvement and updating under funding basically provided in the Prisons operating budget.

The Guidelines may also be contrary to the expected program thrust of the Law Enforcement Assistance Administration. Innovative rehabilitation programming may become a national focus for the combating of crime.

The Guidelines ignore the needs of inmates as perceived by the inmates themselves. Successful program participation requires self motivation. The large registration of inmates at the beginning of each Community College session is testimony to the desire of inmates to improve themselves and their opportunities for employment upon release. Participation in remedial education activities, while necessary as basic skills for many inmates, is not as enthusiastic.

The Guidelines also discriminate against inmates and label all incarcerated persons as uneducated, unmotivated and unable to benefit from educational activities available to other members of the community.

1.2.2 Recommendations

Recidivism analysis of the Work Release component as the keystone of the Inmate Rehabilitation Program demonstrates that rehabilitation can be accomplished through sound planning, capable administration and willingness to improve operations and address problems. MetaMetrics recommends that the City of Philadelphia continue the Inmate Rehabilitation Program and all of its current components. Planning and program operations support should be sought from GJC, LEAA and other government agencies. Specific recommendations include:

- o The Philadelphia Prison System should assess adult basic education requirements and existing courses to determine extent of basic education needs that may be addressed through GJC assistance. Similarly, a needs assessment should be conducted on vocational education.
- o A Program Development Section should be established, possibly with GJC financial assistance, to coordinate new program development and seek financial sources other than GJC including U.S. Department of Labor and U.S. Department of Health, Education and Welfare.
- o The Governor's Justice Commission should review previously completed corrections program evaluations for relevance to the new Guidelines. The Existing Guidelines are restrictive and discourage innovative program efforts to County prison systems.

Ignored are efforts to upgrade skills and attitudes of correctional personnel. Also neglected are efforts to determine client needs and potential program solutions.

- o The City of Philadelphia should move towards expanding the Work Release project through the acquisition of community residences. Clients for these residence could be drawn from those clients successfully working out of the existing residences to minimize potential problems.

SECTION 2

PROGRAM ACTIVITIES AND RESULTS

The Inmate Rehabilitation Program was initiated in September of 1972 with Governor's Justice Commission funding of the Philadelphia Prison Work Release Program. The Following year two new components, Community College and Volunteer Services were added. In the third and fourth year the following operating components were included in the program for funding:

- o Closed Circuit Television
- o Libraries
- o Music Project
- o Female Rehabilitation
- o Theatre Workshop

The Fiscal Year 1977 Inmate Rehabilitation Program added an art component and consists of the following components with estimates of proportion of operating project budget. (Women inmates are participants in all except Closed Circuit Television):

<u>Component</u>	<u>Share of Operations Budget</u>
Work Release	56%
Volunteer Services	12%
Closed Circuit Television (CCTV)	10%
Community College	10%
Libraries	4%
Art Project	4%
Theatre Workshops	3%
Music Project	1%

2.1 ORGANIZATION AND STAFFING

The Program was divided into Inmate Training and Education, Work Release and Volunteer Services. The Director of Inmate Training and Education position is currently vacant

and the Director of Inmate Services coordinates these activities. Table 2-1 shows the reporting relationships, Program components and staffing. Dotted lines indicate responsibility for monitoring outside contract activities which include Community College, Theatre Workshops and Music Project.

The Program is completely operational although 3 positions are vacant. Work Release accounts for 13 of the 20 staff positions. Project staff are committed to the concept of rehabilitation and are effective in the implementation of their respective components.

2.2 PROGRAM COMPLIANCE WITH EEOC

Based on available service population data, the Inmate Rehabilitation Program is in over compliance with respect to female staff and not in compliance with Equal Employment Opportunity Commission guidelines with respect to Black staff. The data used is the population census and sex distribution for June 30, 1976. Population racial distribution is estimated at 12.3% white (sentenced prisoners received during Fiscal Year 1976). Sex distribution was 3.7% female.

The calculation on female staff representation indicates an overcompliance with 70% of the female service percentage being 2.6% as compared to 25.0% for program staffing. This results from the disproportionate number of men in prison as compared to the general population and it should not be concluded that fewer women should be hired.

The 70% requirement for Black staffing is 61.3% and actual staffing is 50.0%. Strict compliance would require that two current white staff members be replaced by Black staff. Current racial distribution of staff is an improvement over 1976. Contract activities accounts for 5 positions. Four or 80% are Black males and one is White female.

Table 2-1
Program Organization and Staffing

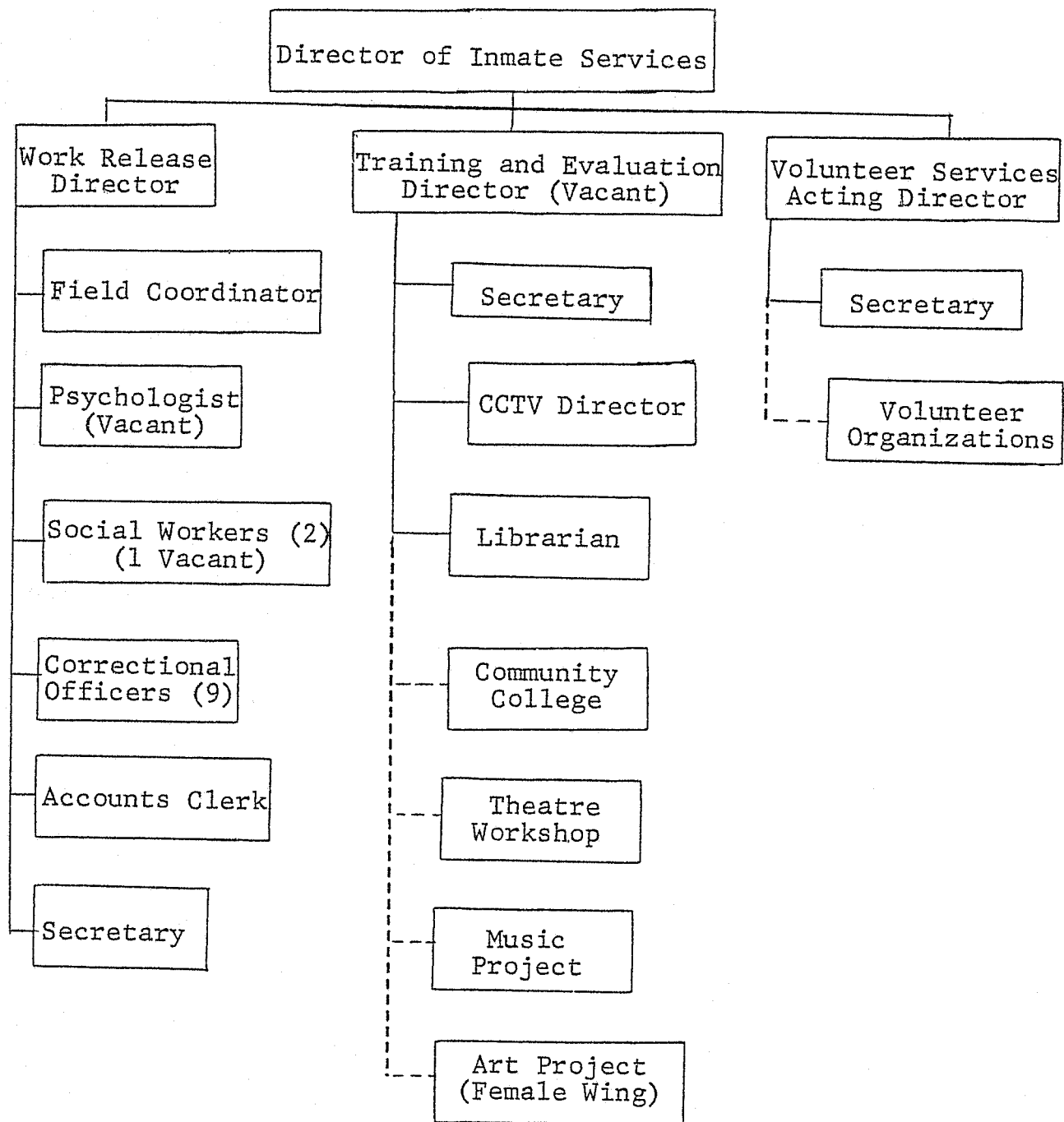


Table 2-2

Program Minority Representation

<u>Program Staff</u>	<u>Black Male</u>	<u>Black Female</u>	<u>Total Black</u>	<u>White Female</u>	<u>Total White Female</u>	<u>White Male</u>	<u>Total</u>
Number	9	1	10	4	5	6	20
1977 Distribution (percent)	45.0	5.0	50.0	20.0	25.0	30.0	100.0
70% Requirement	59.2	2.2	61.3	.4	2.6	-	-
1976 Distribution (percent)	40.0	5.0	45.0	20.0	25.0	35.0	100.0
<u>Service Population</u>							
Number	1,792	65	1,857	13	78	251	2,121
Distribution (%)	84.5	3.1	87.6	.6	3.7	11.8	100.0

2.3 WORK RELEASE

The objective of the Work Release component as stated in the GJC Grant Application is:

"to continue to provide an alternative to traditional incarceration for selected residents, emphasizing the opportunity for productive relationships with the community, and a more rehabilitative setting within the Work Release Center."

The Work Release component has been in continuous operation since April, 1968 at the House of Correction and was first funded by the Governor's Justice Commission in October of 1972. Work Release is the major component of the Inmate Rehabilitation Program with more than half of the program funds. In June of 1974, Work Release moved from the House of Correction to a residence (Work Release Center) on the House of Correction grounds. Also in 1976 an additional residence was added. A new residence will be constructed.

As indicated in Table 2-3, Work Release Summary, the Work Release Program has improved in all relevant categories.

Table 2-3

Work Release Summary

	<u>Recommended Applicants</u>	<u>Approved Participants</u>	<u>Annual Active Participants</u>	<u>Percent Assigned by Court</u>	<u>Average on Work Release</u>	<u>Average Time in Program (Monthly)</u>	<u>Processed but not Active</u>	<u>Percent Walkaways</u>
1973	80	108	108	43.5	14	1.6	0	15.7
1974	141	132	104	40.4	25	2.9	28	14.4
1975	205	171	138	40.9	37	4.0	33	6.2
1976	183	183	148	35.5	50	4.0	34	2.5

Processing time on applications and furlough requests has been shortened. Enforcement of residence regulations is conducted with the assistance of the participants and the number and rate of walkaways has been reduced dramatically over the four year period.

2.3.1 Activities

Participants must be assigned to Work Release by the Court or be sentenced, within twelve months of parole or release and receive the permission of the committing judge. Screening of applicants and processing is generally accomplished within 3 weeks. Employment is obtained for the participant through staff efforts. After 6 weeks in the Program, the participant is eligible for weekend furloughs from noon Saturday to 5:00 p.m. Sunday.

There were two women participants in Work Release on March 31, 1977. Women participants are housed on G Wing of the House of Correction. They are subject to the security procedures and potential for contraband problems that were evident when the entire program was housed inside the House of Correction two years ago.

Work Release takes advantage of other community-based rehabilitation programs. Participants can attend courses at the downtown campus of the Community College, Community Mental Health Center groups, and weekly Alcoholics Anonymous meetings.

The participants have organized themselves into a Resident Governing Body. The group monitors bedrooms and bathrooms; provides a means for improvement of residence facilities and regulations; determines group recreational activities; recommends Work Release program changes; is supportive of participants and assists in resolving personal differences; and advises the Work Release Director on program removal and similar disciplinary actions. Residents contribute on a voluntary basis to a resident controlled fund.

2.3.2 Operations Results

Work Release participation is presently at its highest numerically. There are presently 49 participants in the program which includes 2 women. Forty are employed with 37 in the residence. Eleven participants are approved for the program, but are unemployed. The program is at full capacity with respect to the number that can be housed at the residence.

Table 2-4 shows the level of program participation over the past four years. In October of 1969, a previous high level of participation was 37 which constituted 5% of the sentenced population. At that time the program was operated by one Correctional Officer. The low point of participation occurred in December of 1973 with 17 total participants which constituted approximately 3% of the sentenced population.

Table 2-5 shows intake and departures over the past four years. The number of inmates recommended in 1976, which reflects a substantial portion of the Work Release staff effort has more than doubled over 1973. Intake increased 77.7% over 1973 and the number directly assigned to Work Release by the court has increased slightly.

2.4 COMMUNITY COLLEGE

The Community College component is conducted under contract with the Philadelphia Community College and constituted 15% of the Inmate Rehabilitation Program funding over the previous two years.

The Community College has presented courses at Holmesburg Prison since Fall, 1972 and initiated courses at the House of Correction in the Summer of 1975. During the 1973-74 academic year the program, then euphemistically titled "Post-Secondary Education," was managed on a quarter-time basis by a staff member of the Pennsylvania Prison Society. For the Summer Session and Fall Semester of 1974, the Director of Inmate Training and Education provided direction. In March of 1975,

Table 2-4

Work Release Program Participants,
By End of Quarter: 1st Quarter, 1973 through 1st Quarter 1977

		<u>Employed</u>		<u>Approved but Unemployed</u>		<u>Total</u>		<u>Total as % of Sentenced Population</u>
		<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	
1973	1st Quarter	12		6		18		4.0
	2nd Quarter	18		14		32		7.2
	3rd Quarter	14		5		19		4.3
	4th Quarter	12		5		17		3.8
1974	1st Quarter	16		9		25		5.3
	2nd Quarter	24		8		32		6.8
	3rd Quarter	33		12		45		9.5
	4th Quarter	28		12		40		8.5
1975	1st Quarter	36		4		40		8.3
	2nd Quarter	34	1	6		40	1	8.5
	3rd Quarter	36		5	1	41	3	9.1
	4th Quarter	32	2	3	1	35	3	7.4
1976	1st Quarter	37	3	8	0	45	3	8.8
	2nd Quarter	43	2	16	0	59	2	9.9
	3rd Quarter	33	2	12	0	45	2	
	4th Quarter	20	2	22	0	42	2	
1977	1st Quarter	31	0	18	2	49	2	

Table 2-5

Work Release Program Estimated Intake and Departures
By Quarter: 1973 to 1977

		Intake				Departures				
		Recommended To Court	Approved By Court	Court Assigned	Total	Program Violation	Other Removal	Walkaway	Discharge	Total
1973	1st Quarter	25	16	11	27	4	1	4	21	30
	2nd Quarter	32	23	10	33	6	1	4	16	27
	3rd Quarter	15	9	12	21	4	1	8	19	32
	4th Quarter	8	8	14	22	3	0	1	15	19
	<u>Total</u>	80	56	47	103	17	3	17	71	108
1974	1st Quarter	14	18	6	24	2	1	2	6	11
	2nd Quarter	39	24	14	38	1	0	4	11	16
	3rd Quarter	53	32	9	41	4	1	4	29	38
	4th Quarter	35	16	13	29	6	2	5	26	39
	<u>Total</u>	141	90	42	132	13	4	15	72	104
1975	1st Quarter	58	18	21	39	2	0	2	16	20
	2nd Quarter	53	16	14	30	4	3	2	30	39
	3rd Quarter	48	17	7	24	2	0	3	19	24
	4th Quarter	46	49	28	78	5	6	2	20	63
	<u>Total</u>	205	100	70	171	13	9	9	85	146
1976	1st Quarter	61	27	10	47	6	2	0	28	36
	2nd Quarter	60	35	14	49	3	0	1	29	33
	3rd Quarter	24	13	32	45	2	0	1	18	21
	4th Quarter	38	33	9	42	2	0	1	25	28
	<u>Total</u>	183	108	65	183	13	2	3	83	118
1977	1st Quarter	38	27	20	47	2	0	1	24	27

the Community College assigned a coordinator to divide his time between the College and Holmesburg. He coordinated College activities with the Director of Inmate Services.

2.4.1 Objectives

The primary goal of rehabilitation programming is to have some impact on the future criminality of the program participants and the Community College effort was initiated on this premise.

Previous evaluations recommended that emphasis be placed on assisting inmates to obtain a college education with the expectation of the ancillary benefits of changing lifestyles, self-image and employment potential. Performance measures included number of students and quality of courses. Because the period of detention in the Prisions is short, seldom over a year and more often less than six months, the program should facilitate entry into an outside college in such a manner that the released inmate can finish his or her college education. Performance measures have included number of inmates continuing their education and support and encouragement provided by the Community College.

2.4.2 Activities

The Community College program consists of three separate facets which address a different set of objectives in order to contribute to the overall program goals. These facets include:

- o Holmesburg Courses
- o Transitional Services
- o Continuing Education

The program has provided a variety of college courses at Holmesburg Prison since the Fall of 1972. Courses offered in the past four years have included:

- o English
- o Math
- o Data Processing

- o Psychology
- o Sociology
- o Accounting

The courses correspond with regular credit courses at the Community College. They are taught by persons who have been selected by the program administrator at the Community College. Some of the instructors have been regular instructors.

Transitional services are important since both Holmesburg and the House of Correction are essentially short-term institutions with large detained populations. These services include orientation and counseling on the Community College, tutoring, correspondence, and accommodation for entry into a comparable Community College course if student is released in mid-semester.

The Community College has been successful in assisting students to enter the College on release from prison through Basic Education Opportunity Grants (BEOG).

Table 2-6 shows participation since 1972. In recent semesters, the number and proportion of inmate students has declined.

2.4.3 Results

A mini-semester of two months was first instituted in the summer of 1976 in order to allow short-term detentioners to complete their courses. Table 2-7 shows a substantial increase in the course completion rate for calendar year 1976 attributable to the mini-semester.

2.5 VOLUNTEER SERVICES

The Volunteer Services program began in June, 1971. Under a contract arrangement, the Pennsylvania Prison Society paid the salary of the Director of Volunteer Services for one year. A Governor's Justice Commission grant continued the program by funding both the Director and an Assistant

Table 2-6

Community College Participation

		Holmesburg			House of Correction		
		Students	Population	%	Students	Population	%
1972	Fall	70	1,141	6.1			
1973	Spring	132	1,210	10.9			
	Fall	90	922	9.8			
1974	Spring	72	947	7.6			
	Summer	64	817	7.8			
	Fall	90	863	10.4			
1975	Spring	123	951	12.9			
	Summer	50	924	5.4	80	734	10.9
	Fall	76	856	9.0	48	716	6.8
1976	Spring	86	852	10.0	92	718	12.8
	Summer	65	810	8.2	38	684	5.5
	Fall						
	Mini-Semester ¹	35	860	4.1	35	732	4.8
	Mini-Semester ²	36	790	4.6	32	760	4.2
1977	Spring						
	Mini-Semester	31	831	3.7	39	807	4.8

Table 2-7
Course Completions

<u>Calendar Year</u>	<u>Course Enrollment</u>	<u>Listed On Final Grade Sheets</u>	<u>List as % of Enrollment</u>
1972	193	86	44.6
1973	392	215	54.8
1974	389	212	54.5
1975	566	297	52.5
1976	495	347	70.1

Director. The present subgrant provides for a Prisons Volunteer Services staff which includes a Director, Assistant Director and Secretary. Current staff includes an Acting Director and a secretary. The Office of Volunteer Services develops programs, screens and orients volunteers, provides liaison with the Prison system, coordinates volunteer activities and supervises the Thresholds Volunteer Training Contract.

A Volunteer Control Log system has been in operation at three institutions since the Summer of 1975. Improved data on organizations, volunteer visits and inmates served has been collected. Approximately 900 inmates are contacted weekly by volunteers.

2.6 CLOSED CIRCUIT TELEVISION

The Closed Circuit Television component (CCTV) is in its third year of funding under the Inmate Rehabilitation Program grant. A full-time CCTV Director resigned in December, 1974 after 8 months in the position and a Correctional Officer was maintaining the effort at approximately 3 days per week. The unit director started in January of 1976.

There were eight TV sets in the Detention Center and all receive the CCTV channel. CCTV films movies during day-time for showing between 7 and 10:30 p.m. Selected visitors are interviewed for broadcast and inmate plays have been video-taped for broadcast.

The present training course includes overlapping cycles of 15 to 18 weeks duration. Approximately 10 inmates begin each cycle and approximately 3 complete the course. The course prepares the student for the Federal Communications Commission 3rd Class Examination. In a recent six month period, 4 inmates took and passed the examination. The CCTV Director aids the student in obtaining jobs in the communications field.

2.7 LIBRARIES

The libraries component has been included in the Inmate Rehabilitation program over the past two years. A full-time librarian is employed and began work on October 16, 1975.

The librarian has developed the program, institution by institution. Previously, libraries in the prisons were operated sporadically, if at all. At present, there is scheduled library service at each institution and the women's wing of the House of Correction. Approximately 10,000 books are received per year. Films, music records, creative writing and book discussions are also included.

2.8 THEATRE WORKSHOP

The Theatre Workshop component is in its third year of funding. It was conducted under contract through the Center for the Administration of Justice, Temple University for the first two years. The present contract is with Freedom Theatre of Philadelphia.

The Theatre Workshop was conceived as a "program to facilitate the articulate expression of ideas" with the anticipation that this skill might contribute to the economic viability of newly released prisoners. Theatrical talent might also be uncovered. The initial staff consisted of a psychiatrist, four professional actors and a program coordinator. The present workshop is conducted by two members of the Freedom Theatre.

The objective of the Theatre Workshop is to aid inmates in developing self-awareness, feelings of success, personal pride and a sense of accomplishment through discovery and expression of feelings, improved self-image and an evaluation of their roles in society.

Sessions are conducted from 1:00 to 3:00 p.m. on Tuesdays and Thursdays at the House of Correction. Men and women inmates participate. A session is conducted from 1:00 to 3:00 p.m. on Fridays at Holmesburg Prison. Average attendance is approximately 25 persons.

2.9 ART PROJECT

The Arts Component is conducted within the Women's Wing (G Wing) of the House of Correction. An artist is assisted by a Female Correctional Officer. Sessions are held twice a week and are conducted in several media.

The sessions are conducted from 10:00 to 12:00 noon and 1:00 to 2:30 on Tuesdays and Thursdays. Since December of 1976, the average attendance has been 11 women.

2.10 MUSIC PROJECT

The Music Project conducted by the Settlement Music School only constitutes over 1% of the Program budget. It provides for repairs on previously purchased instruments and 10% of the salaries of instructors. Other donations provide the major support for the Music Project.

Music classes are conducted at Holmesburg and House of Correction. Classes include music theory, guitar, bass, piano, percussion, piano tuning and band ensemble. Women inmates participate in piano classes. Approximately 50 inmates are presently in the program.

Students with a minimum of experience perform at all classes and with other inmates on their cell blocks in informal sessions. Advanced students perform with resident ensembles, including Contra-Band, and at concerts for the general population. A minimum of six concerts are planned.

SECTION 3

WORK RELEASE PROGRAM CLIENT PERFORMANCE

The Work Release Program has received Governor's Justice Commission funding since 1972 and has been the largest component of the Inmate Rehabilitation Program. This component has the largest, readily identifiable client group for community follow-up for recidivism analysis. The Work Release premise is that sentenced offenders who are gainfully employed are less prone to commit new crimes. If this is the case for Work Release clients, it is surmised that other rehabilitation programming based on changing potential attitudes and behaviors may also have an effect on return to crime. To shed some light on this issue, a recidivism analysis was conducted by MetaMetrics with the cooperation of the Research and Development Unit of the Philadelphia Prisons.

3.1 DESIGN

From a list of all Work Release participants released to the community since January, 1975 and their Philadelphia Police Photo Numbers, a Court Criminal History computer printout of arrests and dispositions was obtained. Client characteristics data was also obtained. A total of 168 Work Release participants with usable data were identified and their arrest information was tabulated.

The same information was sought for sentenced persons who did not participate in the Work Release program and were released since January, 1975. A total of 273 Comparison clients were identified and their arrest information was tabulated.

In a previous recidivism study conducted by the Research and Development Unit, Work Release clients were divided into those that completed the program and those that were removed from the program. For the purpose of this analysis, both

groups were combined in order to determine overall impact of the Work Release component. In addition, the separation of Work Release clients would impose a selectivity that might bias any analysis in comparison with offenders who did not participate in Work Release.

The analysis presented here assumes that there is no bias in either direction regarding recidivism of the Work Release clients and the Comparison clients. The Research and Development Unit's previous study showed no difference in the age or racial composition of both groups. Characteristics data in the current study is more detailed and analysis by Research and Development Unit should be completed by the Fall of 1977 to determine similarity of both groups.

3.2 PERFORMANCE THROUGH TIME

The two classes of performance data tabulated for Work Release clients and Comparison clients were arrests and arrests leading to convictions. In each case, the time in months that a client was in the community to the point of arrest or to May 10, 1977 (the date of the computer printout) was noted. All clients were in the community for a minimum of 3 months. One Comparison client was in the community for 29 months, the maximum of both groups.

Tables 3-1 through 3-4 show the arrest and time elapsed data for Work Release clients and Comparison clients. The first column contains the number of clients who had been in the community at the beginning of the month and had not been arrested. The second column shows the number of arrests during that month.

From these two columns, an estimated number of incidents and client base is calculated. The number of clients who had been in the community at the beginning of the month (Column 1) excludes those who had not been in the community a sufficient time and those who had previously been arrested. The estimated base (Column 3) and estimated cumulative number

arrested (Column 4) is derived by increasing each to reflect the number previously arrested. The cumulative arrest rate is then calculated according to the following formula:

$$CPAn = \frac{\text{Cumulative Arrests (Column 4)}}{\text{Client Base}_n \text{ (Column 3)}}$$

$$\begin{aligned} & \frac{NA_n (CPA_{n-1})}{CPNA_{n-1}} + A_n \\ = & \frac{NA_n (CPA_{n-1})}{CPNA_{n-1}} + NA_n \end{aligned}$$

Where: CPA = cumulative proportion with arrests (Column 5)
 A = actual number with arrests (Column 2)
 CPNA = cumulative proportion without arrests (1-Column 5)
 NA = actual number without arrests (Column 1)

Arrest data is shown through the eighteenth month. Beyond that point, the actual number of clients who began the month is very low (26 for Work Release clients) and any subsequent arrests tend to distort cumulative arrest rates.

Table 3-1

Arrests Through Time,
Comparison Clients

<u>Month</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percent of Arrests</u>
	<u>No Arrests</u>	<u>Arrested</u>	<u>Base</u>	<u>Cumulative Arrests</u>	
1	273	23	273.0	23.0	8.4
2	250	18	273.0	41.0	15.0
3	232	25	273.0	66.0	24.1
4	207	15	272.8	80.8	29.6
5	191	11	271.3	91.3	33.7
6	176	7	265.4	96.4	36.3
7	156	10	244.9	98.9	40.4
8	138	12	231.5	105.5	45.6
9	121	5	222.4	106.4	47.8
10	111	7	212.7	108.7	51.1
11	96	6	196.3	106.3	54.2
12	89	1	194.2	106.2	54.7
13	79	3	174.4	98.4	56.4
14	71	3	162.9	94.9	58.2
15	64	2	153.2	91.2	59.5
16	56	2	138.3	84.3	61.0
17	51	1	130.7	80.7	61.7
18	49	5	128.0	84.0	65.6

Table 3-2

Arrests Through Time
Work Release Clients

Month	Actual		Estimated		Cumulative Percent of Arrests
	No Arrests	Arrested	Base	Cumulative Arrests	
1	168	6	168.0	6.0	3.6
2	162	9	168.0	15.0	8.9
3	153	3	168.0	18.0	10.7
4	144	4	161.3	21.3	13.2
5	127	4	146.3	23.3	15.9
6	116	4	137.9	25.9	18.8
7	106	2	130.5	26.5	20.3
8	93	4	116.7	27.7	23.7
9	80	2	104.9	26.9	25.7
10	74	3	99.6	28.6	28.7
11	63	1	88.4	26.4	29.9
12	60	2	85.6	27.6	32.2
13	53	1	78.2	26.2	33.5
14	48	0	72.2	24.2	33.5
15	40	1	60.2	21.2	35.2
16	37	4	57.1	24.1	42.2
17	30	2	51.9	23.9	46.1
18	27	0	50.1	23.1	46.1

Table 3-3

Arrests Resulting in Convictions
Through time,
Comparison Clients

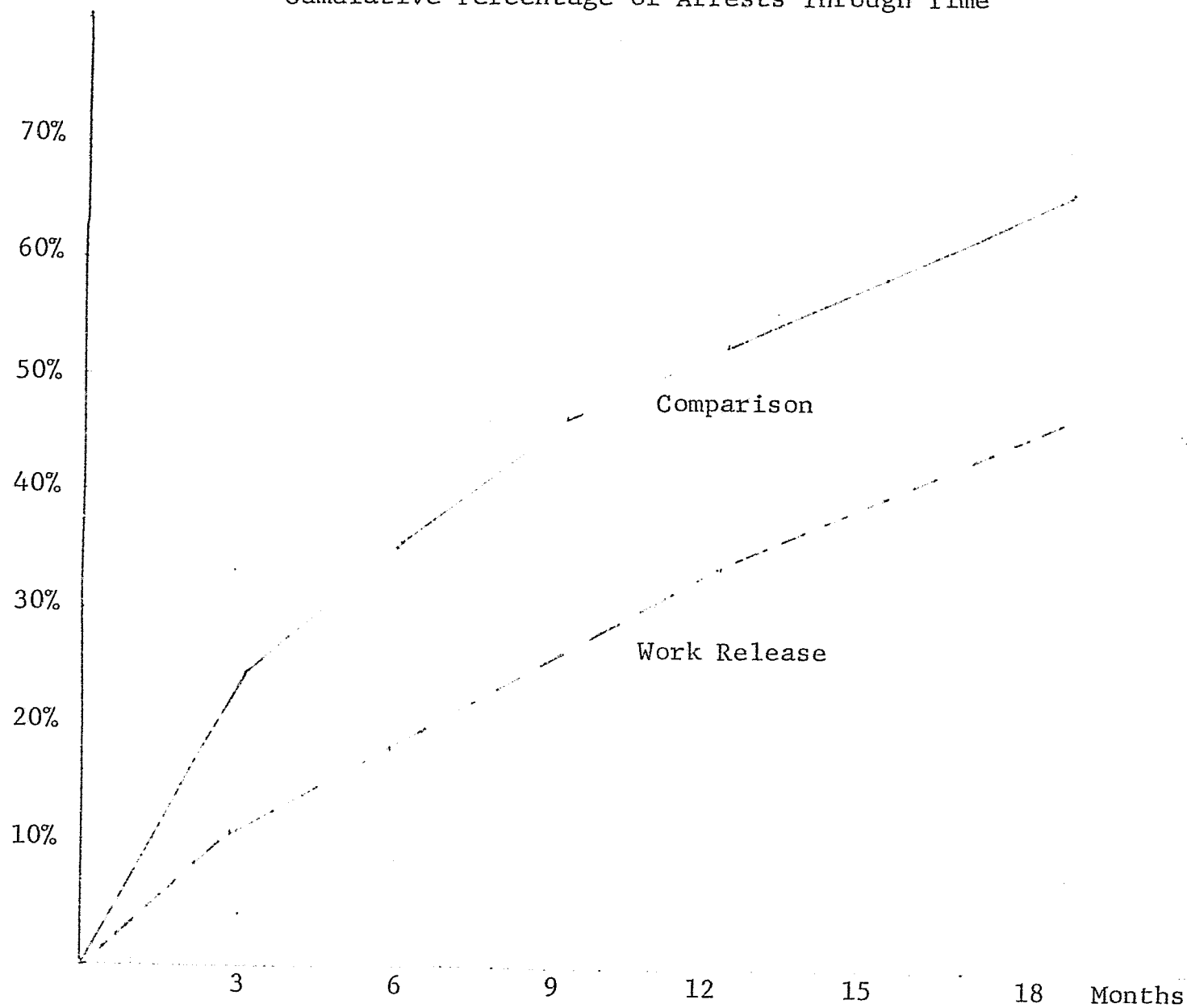
Month	Actual		Estimated		Cumulative Percent of Arrests/ Convictions
	No Arrests/ Convictions	Arrested/ Conviction	Base	Cumulative Arrests/ Convictions	
1	273	18	273.0	18.0	6.6
2	255	13	273.0	31.0	11.4
3	242	14	273.0	45.0	16.5
4	227	11	271.9	55.9	20.6
5	215	7	270.8	62.8	23.2
6	204	1	265.6	62.6	23.6
7	189	7	247.4	65.4	26.4
8	173	6	235.1	68.1	29.0
9	158	0	222.5	64.5	29.0
10	151	5	212.7	66.7	31.4
11	135	4	196.8	65.8	33.4
12	123	1	184.7	62.7	33.9
13	111	1	168.0	58.0	34.5
14	102	0	155.8	53.8	34.5
15	94	1	143.5	50.5	35.2
16	86	1	132.7	47.7	35.9
17	81	1	126.4	46.4	36.7
18	76	2	120.1	46.1	38.4

Table 3-4

Arrests Resulting in Convictions
Through Time,
Work Release Clients

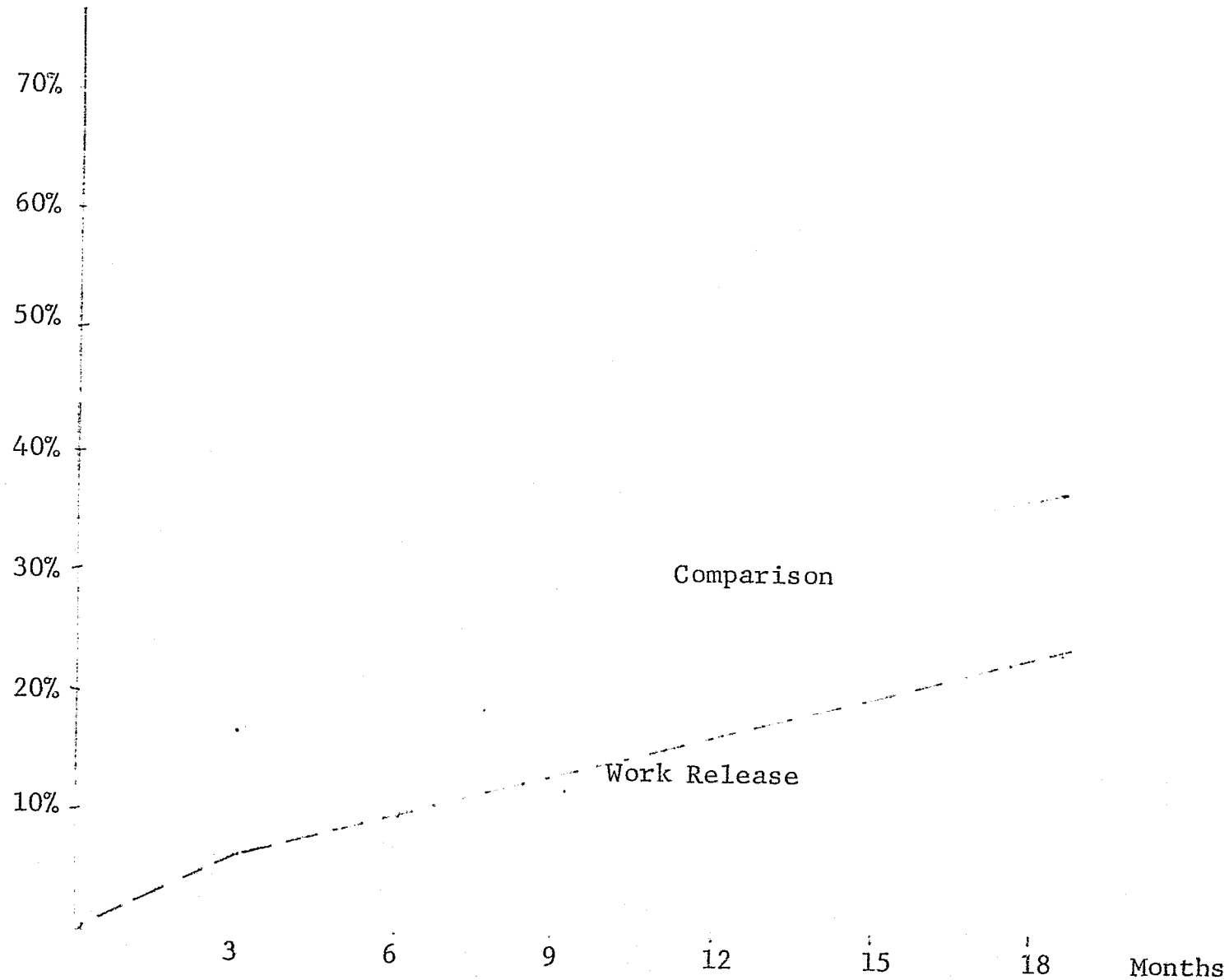
Month	Actual		Estimated		Cumulative Percent of Arrests/ Convictions
	No Arrests/ Convictions	Arrested/ Conviction	Base	Cumulative Arrests/ Convictions	
1	168	1	168.0	1.0	0.6
2	167	7	168.0	8.0	4.8
3	160	2	168.0	10.0	6.0
4	152	2	161.7	11.7	7.2
5	137	2	147.6	12.6	8.5
6	128	2	139.9	13.9	9.9
7	119	1	132.1	14.1	10.7
8	107	1	119.8	13.8	11.5
9	94	1	106.2	13.2	12.4
10	88	2	100.5	14.5	14.4
11	78	0	91.1	13.1	14.4
12	74	2	86.4	14.4	16.7
13	65	1	78.0	14.0	17.9
14	58	0	70.6	12.6	17.9
15	49	1	59.7	11.7	19.6
16	45	3	56.0	14.0	25.0
17	39	1	52.0	14.0	26.9
18	37	0	50.6	13.6	26.9

Figure 3-1
Cumulative Percentage of Arrests Through Time



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Figure 3-2
Cumulative Percentage of Arrests Through Time
Resulting in Conviction



MetaMetrics Inc.

3.3 COMPARATIVE PERFORMANCE

Figures 3-1 and 3-2, on the preceeding two pages, show the arrest data of the previous tables and contrast the comulative arrests rates for the Comparison clients and Work Release clients. The Work Release rate is substantially lower overall, but the rate of increase is approximately the same after the ninth month and the percentage difference remains roughly constant after that time.

Table 3-5 summarizes the percentage of arrests for both groups at 3 month intervals. Statistically, the difference is highly significant for the 18 minth period.

Table 3-5

Summary of Arrest Percentages

<u>Month</u>	<u>Work Release</u>	<u>Comparison</u>	<u>Percentage Difference</u>	<u>Statistical Level of Significance</u>
3	10.7%	24.1%	13.4	.2%
6	18.8%	36.3%	17.5	.2%
9	25.7%	47.8%	22.1	.2%
12	32.2%	54.7%	22.5	.2%
15	35.2%	59.5%	24.3	.2%
18	46.1	65.6%	29.5	1.0%

Table 3-6 summarizes the percentage of clients with arrests resulting in convictions for both groups. The statistical difference is highly significant in the first 12 months and is significant through 18 months.

Table 3-6

Summary of Arrest Percentages Resulting in Convictions

<u>Month</u>	<u>Work Release</u>	<u>Comparison</u>	<u>Percentage Difference</u>	<u>Statistical Level of Significance</u>
3	6.0%	16.5%	10.5	.2%
6	9.9%	23.6%	13.7	.2%
9	12.4%	29.0%	16.6	.2%
12	16.7%	33.9%	17.2	.2%
15	19.6%	35.2%	15.6	5.0%
18	26.9%	38.4%	11.5	10.0%

3.4 CONCLUSIONS

The Work Release component of the Inmate Rehabilitation Program is succeeding in reducing recidivism. From the above analysis of arrest rates, MetaMetrics estimates that of the approximately 400 Work Release clients who participated in the program from 1973 through 1975, 78 fewer were arrested and 46 fewer were arrested and convicted. Actual crime was reduced for the Work Release group and less costs were incurred for the Court, Probation and Prisons.

The estimated cost to maintain a client for one year in the Work Release Program is \$4,300 as compared to \$9,400 for the Prison System overall. Clearly, Work Release has been highly successful and also cost effective.

SECTION 4

EVALUATION ACTIVITIES

MetaMetrics conducted four annual evaluations of the Inmate Rehabilitation Program. This report constitutes the Final Evaluation Report.

4.1 OVERALL PROCEDURES

As the Inmate Rehabilitation Program has changed over the years, MetaMetrics has adjusted the basic evaluation approach to address high priority issues. During the first year these were the low participation in Work Release and custody conflicts at Holmesburg over the Community College program. During the second year, Work Release capacity was inadequate. In the third year, the question of female inmate rehabilitation was addressed. The current evaluation has focused on the issues of rehabilitation impact on recidivism and program development.

4.2 EVALUATION PLAN

Meetings were held with Prisons officials and program personnel to determine component issues and goals. Dr. John Irwin, Evaluation Consultant, attended these meetings.

4.3 INTERIM EVALUATION REPORT

The implementation of the evaluation began in November, 1976. Initial meetings were held with Prisons officials, key Governor's Justice Commission Staff and project personnel. Preliminary data was obtained for the preparation of the Interim Evaluation Report. Interviews were conducted with project clients. In early February of 1977, MetaMetrics prepared the Interim Evaluation Report.

4.4 REFUNDING EVALUATION REPORT

Evaluation briefings were made to Prisons officials and project personnel and GJC staff. A Recidivism data

plan was developed and data collection was initiated. Printouts from the Court Information System were received. Data was coded for computer analysis. Recidivism data was organized for overall indications of project performance. The Refunding Evaluation Report was prepared.

4.5 FINAL EVALUATION REPORT

Additional recidivism analysis and a separate Section 3 was prepared for inclusion in the Final Report. Additional computer analysis of the recidivism and characteristics data will be completed by the Research and Development Unit of Philadelphia Prisons. The results of the computer generated analysis will be reviewed and final project briefings will be conducted by MetaMetrics as required.

END