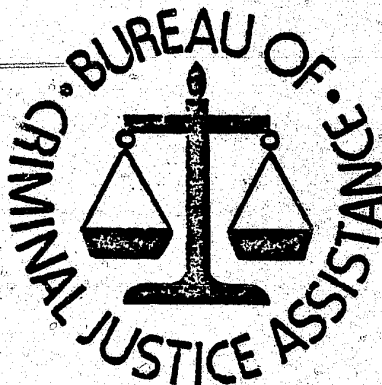


# The Florida Department of Administration

## DIVISION OF STATE PLANNING

### BUREAU OF CRIMINAL JUSTICE ASSISTANCE



#### EVALUATION OF THE PROBATION AND RESTITUTION CENTER PROGRAM

FEBRUARY 1979

FINAL REPORT

**RTHUR YOUNG & COMPANY**  
Certified Public Accountants

634172

NCJRS

SEP 5 1979

ACQUISITIONS

ARTHUR YOUNG & COMPANY

CERTIFIED PUBLIC ACCOUNTANTS

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February 12, 1979

Dr. John Dale  
Acting Bureau Chief  
Bureau of Criminal Justice  
Assistance  
Division of State Planning  
350 Carlton Building  
Tallahassee, Florida 32304

Dear Dr. Dale:

Arthur Young & Company is pleased to transmit this final report of our evaluation of the Probation and Restitution Center Program undertaken for the Bureau of Criminal Justice Assistance as part of our overall evaluation capability engagement. This final report is presented in two volumes, the detailed final report and the Executive Summary. These reports have been reviewed in the draft by Bureau personnel and the comments received from these officials have been considered in the final reports.

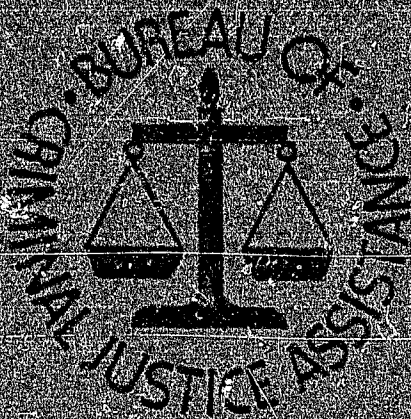
If you have any questions concerning the information contained in these reports, please contact either John S. Smock or Edwin R. Moline in our Tampa Office at (813) 223-1381.

Very truly yours,

*Arthur Young & Company*

Florida Department of Administration  
DIVISION OF STATE PLANNING

BUREAU OF CRIMINAL JUSTICE ASSISTANCE



EVALUATION OF THE  
PROBATION AND RESTITUTION CENTER PROGRAM

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FLORIDA DEPARTMENT OF ADMINISTRATION  
DIVISION OF STATE PLANNING  
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FLORIDA DEPARTMENT OF ADMINISTRATION  
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FLORIDA DEPARTMENT OF ADMINISTRATION  
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INTERNATIONAL CITY AND PORTS

ARTHUR YOUNG & COMPANY  
CERTIFIED PUBLIC ACCOUNTANTS



## I. INTRODUCTION AND METHODOLOGY

This document constitutes the final report documenting the results of an evaluation of the Department of Corrections' Probation and Restitution Center program conducted for the Bureau of Criminal Justice Assistance (BCJA) by Arthur Young & Company. It represents one of the major elements of the Arthur Young & Company engagement to assist the BCJA in developing a criminal justice evaluation capability. The results of this evaluation are documented in detail in this report. The results are also summarized in an Executive Summary presented under separate cover.

This introductory chapter contains the following sections:

- . Background
- . Objectives and scope of the evaluation
- . Methodology
- . Outline of the remainder of the report.

### 1. BACKGROUND

This evaluation of the Probation and Restitution Center Program funded by the Florida Bureau of Criminal Justice Assistance was conceived by the BCJA as part of its overall evaluation capability project. The initial concept called for an independent consultant to be hired to evaluate six selected areas and assist the Bureau in developing an effective evaluation capability. The six areas selected included four LEAA funded program areas, such as this evaluation, and two special studies, an organized crime control systems analysis and a cost analysis of the Florida juvenile justice system.

Based on a competitive consultant selection process, Arthur Young & Company was selected to conduct this engagement for the BCJA. This selection process involved the development of a proposal to the BCJA by Arthur Young & Company which outlined the professional approach the Firm would use in conducting the four evaluations and the two special studies.

Subsequent to this proposal, Arthur Young & Company representatives met with representatives from the BCJA and the Department of Corrections (DOC) Program Office and Research and Statistics section, and visited the three Centers - Tampa, Miami and St. Petersburg - selected for the evaluation. These meetings resulted in the development of an evaluation plan dated May 1978 in which the tasks to be undertaken during the course of the evaluation were more fully defined and which provided guidance for the overall conduct of the evaluation. The evaluation plan was submitted to the BCJA and reviewed by that agency and by the Department of Corrections and subsequently approved by the BCJA.

### 2. OBJECTIVES AND SCOPE OF THE EVALUATION

Based on the original Arthur Young & Company proposal and the

meetings which were held prior to development of the evaluation plan, the following evaluation objectives were determined:

- . To conduct an impact evaluation of the three original Probation and Restitution Centers to determine the impact the program has had and its relative merit as an alternative to incarceration.
- . To identify successful elements of Probation and Restitution Center programs for continued implementation and possible transfer to other centers.
- . To identify unsuccessful elements of the programs, in order to ensure that they are not repeated in program expansions.
- . To make specific recommendations for improvement in the management of the three present programs and general guidelines for management improvement in the overall program.

The scope of this particular evaluation varied based upon the areas being assessed. For the measurement of the management systems and of the compliance with standards for referrals, occupancy rates, and so forth, the evaluation was very much "after the fact", and was constrained by data limitations and subject to extensive qualification due to changes which have resulted from shifts in program emphasis. At the same time, the evaluation effort was a directed one. It had, as a primary goal, the identification of managerial recommendations for improvement to existing Probation and Restitution Centers and the proposed Centers to be introduced in other judicial circuits.

### 3. EVALUATION METHODOLOGY

The specific tasks which were planned for, and utilized a bit differently than planned, in accomplishing this evaluation of the Probation and Restitution Center program are presented schematically as Exhibit I following this page. Descriptions of each of the tasks involved follows:

#### TASK 1 DEVELOP DOC/EVALUATOR COORDINATION

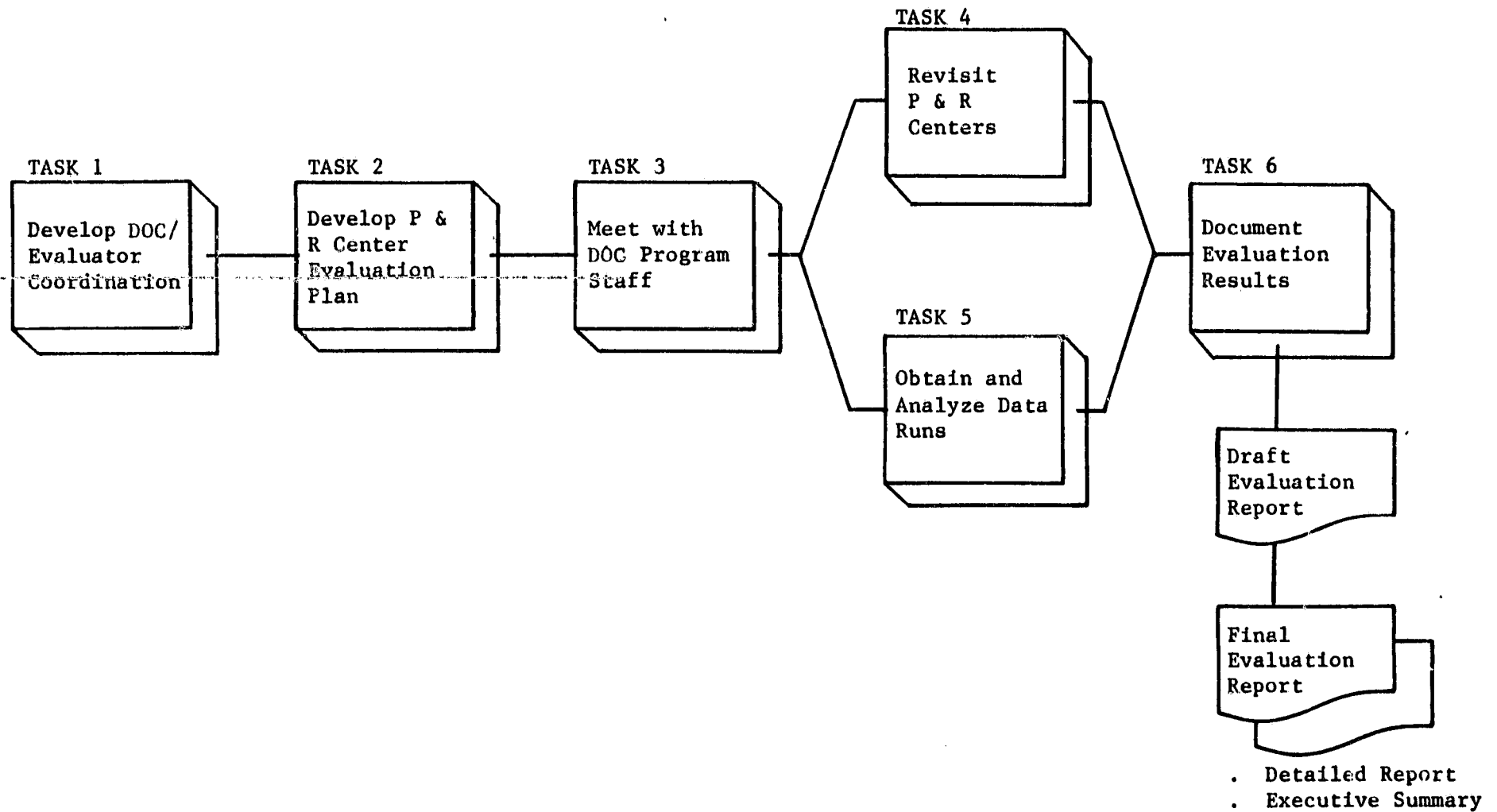
This task involved an initial meeting between the Arthur Young & Company evaluation consultant and DOC personnel responsible for direction of the Probation and Restitution Center program and for the DOC management information system and internal evaluation systems.

#### TASK 2 DEVELOP PROBATION AND RESTITUTION CENTER EVALUATION PLAN

This task involved the development of the Probation and Restitution Center Program Evaluation Plan. Background to the preparation of that document included meetings with program personnel and evaluation and information system personnel at

Probation & Restitution Center Program Evaluation

Evaluation Plan Schematic



the Department of Corrections, interviews with Center directors at each of the three P&R Centers to be evaluated, review of grant files and DOC generated documentation relative to the internal evaluation system and the Probation and Restitution Center program and a review of the evaluation conducted of the Probation and Restitution Centers (while still Multiphasic Diagnostic and Treatment Centers) by the Planning and Evaluation Section of the Florida Parole and Probation Commission prior to merger with DOC.

The plan development included consideration of a range of evaluation issues, including:

- . Program objectives
- . Evaluation data and performance measures
- . Data collection procedures
- . Analysis methods and procedures.

The plan discussed each of these issues and determined the desirable approach to be taken in connection with each. The evaluation methods to be used were defined, including those methods described in Chapter III of this report for management systems, and standard variance analysis methods to be used in measuring program participant success compared to control groups, with the final selection of evaluation methods to be determined after obtaining data runs on P&R Center participants and certain control groups from the Department of Corrections data systems. As discussed later in this report, the data runs sought proved to be unavailable, so different approaches were attempted.

### TASK 3 MEET WITH DOC PROGRAM STAFF

The third major task of the Probation and Restitution Center program evaluation involved a meeting with program management staff at the Department of Corrections, together with DOC evaluation and information systems staff. These meetings had three major goals as follows:

- . Development of appropriate profiles of P&R Center participants with selection of matched control groups.
- . Structured interviews with program management personnel to provide base documentation on management systems as intended by DOC, recognizing that the P&R Centers are still undergoing changes in direction and orientation.
- . Analysis of the DOC evaluation system reports including:
  - Monthly Population and Income Reports
  - Site Evaluation Reports.

This task evolved into a series of meetings involving DOC, BCJA and Arthur Young & Company representatives addressing problems both with obtaining data on Center participants, particularly with regard to recommitments, and, consequently, with the utility of structuring control groups.

#### TASK 4     REVISIT CENTERS

Followup visits were conducted to each of the three Centers being evaluated to gather material in significantly more depth than was done for the initial development of the evaluation plan. These visits involved structured interviews with Center staff, review of participant files and collection of statistical reports which had proved to be unavailable from the central Program office.

#### TASK 5     OBTAIN AND ANALYZE DATA RUNS

This task was intended to consist of the formal request to DOC for data runs from DOC/MIS and, if necessary, compilation of data from the individual P&R Centers, with determination of the request based on the analysis of data availability conducted in Task 3.

This task was the one revised most radically from the activities proposed in the evaluation plan. As discussed above, the meetings conducted in Task 3 indicated a radically different approach would be necessary in any analysis of recidivism. A letter requesting data runs was prepared and submitted to DOC. Response from the MIS section indicated quality of data from the old OSMIS system was of such questionable value that only profiles of Center participants could be provided. These runs were obtained and analyzed, as discussed in the next Chapter. In an attempt to obtain some data on recidivism, lists of successful graduates were prepared from the P & R Centers reports and submitted by the BCJA to FDLE to be checked for reconviction. No response had been obtained from FDLE by the time of this report.

#### TASK 6     DOCUMENT EVALUATION RESULTS

This final task involved the documentation of the results of the evaluation analysis and resulted in this report.

#### 4.     OUTLINE OF THE REMAINDER OF THE REPORT

Following this introductory chapter, this report is presented in the following chapters:

- .     Program and Center Descriptions - includes a description of the program history, a discussion of the three Centers, profiles of Center participants and review of management elements and systems as they differ by Center.



. Review of Objectives and Achievements - discusses program objectives, compiles data and cites observations in the operational areas of:

- Intake
- Releases
- Resident charges
- Resident earnings
- Center costs compared to other similar programs

. Conclusions and Recommendations - discusses conclusions developed by the evaluators from observations in the previous chapter and recommendations for changes.

. Summary of Achievements - contains the summary of achievements of the program and conclusions on program benefits.

The report concludes with an Appendix addressing the procedures which had been planned for measurement of recidivism of Program participants, and which should be applied in the future.

## II. PROGRAM AND CENTER DESCRIPTIONS

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## II. PROGRAM AND CENTER DESCRIPTIONS

This chapter discusses the Probation and Restitution Center program and the P&R Centers of Tampa, Miami and St. Petersburg. Sections of the chapter include:

- . Program history
- . Center descriptions
- . Profile of Center residents
- . Center management processes.

### 1. PROGRAM HISTORY

The Probation and Restitution Center program was originally established as the Multiphasic Diagnostic and Treatment Program (MDTP) under the auspices of the Parole and Probation Commission and under funding received from the Department of Labor. The original Labor Department grant, with a grant extension and increased funding, funded the program from September 1, 1972 to June 30, 1974. Funding support for the MDTP was transferred to LEAA in 1974, still under the guidance of the Florida Parole and Probation Commission through their Division of Community Services.

In 1976 the merger of the Parole and Probation Commission operations into the Department of Offender Rehabilitation transferred control of the Multiphasic Diagnostic and Treatment Centers to DOR.

The official program focus and name change to Probation and Restitution (P&R) Centers still under the Department of Offender Rehabilitation, now the Department of Corrections, occurred in 1977.

Through guidelines for the Probation and Restitution Centers differ from the old guidelines for the Multiphasic Diagnostic and Treatment Centers, the Center directors have modified their procedures very little until recently. As DOC has increased operational control over the program the emphasis has shifted from provision of treatment to Center residents to making the Centers more strictly correctional facilities with an emphasis in program guidelines on the collection of restitution. Recent specific actions by DOC have been directed towards limitation of flexibility in the programs and increased restrictions on program participants, as illustrated by changed guidelines in regards to such items as:

- . Resident dress codes
- . Resident allowed free time
- . Resident alcohol consumption away from the Center.

Although new Centers opened since St. Petersburg were not reviewed for this evaluation, Center Directors at the three original Centers all commented that the Jacksonville Center, the fourth to open, was much more restrictive than their operations, more closely

paralleling the Community Correctional Centers.

## 2. CENTER DESCRIPTIONS

This section briefly describes the three Centers reviewed for this evaluation.

### (1) Tampa Probation and Restitution Center

The Tampa P&R Center opened in January 1973 with the hiring of staff and first admitted residents in April 1973. It was a 15 bed, all male facility located two blocks from the location of the present Center in the Ybor City section of Tampa. The Center relocated in October 1975 to a former Mennonite Church and school and expanded to a 30 bed facility, including 8 beds for women.

The Center staff consists of ten individuals, normal staffing for a 30 bed Center. The Center Director has been in charge since the Center was established, but there has been turnover in most staff positions. Occupancy at the Tampa P&R Center has varied widely, from the Center being virtually empty to having a waiting list. Referrals from Street Probation have traditionally been lower than was necessary to maintain capacity, resulting in very limited screening and acceptance of virtually all referrals.

### (2) Miami Probation and Restitution Center

Though staff hiring for the Miami P&R Center was also begun in January 1973, it was not completed until July 1973, the same month Miami accepted its first client. The major delay in Miami was the location of a suitable facility for the Center, which eventually opened in a converted office building, which served as the Center from that time until the second half of 1978, when the P&R Center was relocated to the facilities previously occupied by the local Community Correctional Center, barracks at the Opa-Locka Airport built during World War II. Miami is a 30 bed male facility.

The Miami Center also has a ten person staff, with a Center Director who has been with the Center since it opened. All other staff positions have had turnover. Since its opening Miami has had extensive difficulties in obtaining an adequate number of referrals and occupants, running consistently short of capacity. Its' record in this area has been consistently worse than the other two Centers.

### (3) St. Petersburg Probation and Restitution Center

The St. Petersburg P&R Center accepted its first resident in September 1975, becoming the third operational Center after the failure of a Center in Tallahassee. Prior to opening, the Center site was viewed to be an "ideal" location, a 12 acre nursing home owned by the Archdiocese of St. Petersburg.

Actual occupancy has proved the facility to be so large as to create difficulties in terms of time and expense to maintain. The Center was opened as a 30 bed all male facility and operated at, or close to, capacity for a year. With the closing of another residential facility in St. Petersburg and the receipt of local LEAA funds, the Center expanded to 50 to 60 beds for a few months and continued to operate near capacity. The extra beds were used for a short-term program which was subsequently terminated. A drop in referrals and occupancy is attributed by the Center to a change in emphasis by the District on referring new probationers rather than probationers who had been on street supervision.

The St. Petersburg Center also operates with a staff of ten. The original Center Director had been with the Center program at the beginning, having been the first Assistant Center Director in Tampa, and served as Director in St. Petersburg from its opening until late 1978.

### 3. PROFILE OF CENTER RESIDENTS

A data tape was prepared for this evaluation by the DOC/MIS section, sorting from the "DOR Client" data base for individuals coded as having participated in the Probation and Restitution Center Program under the Treatment Programs Code of the individual's file record. This resulted in the selection of data on 911 individuals.

At least two problems are associated with this selection process. First, the OSMIS which was formerly in operation at the Probation and Parole Commission and then at the Department of Corrections, and on which the data was originally entered, maintained non-cumulative historical records. That is, if an individual participated in the P&R Center Program and, at some later point during his or her involvement with DOC, entered any one of thirteen other treatment programs, the record of the P&R Center participation would be lost.

Secondly, there is evidence of possible miscoding of program participation derived from analysis of the district of supervision. Despite the fact that only four Probation and Restitution Centers were operational at the time of the data run, participants came from 35 different Districts. While some of these sources were logical, as the group of 19 from Sarasota who participated in St. Petersburg, the district with the second largest number of participants after Tampa (191) was Punta Gorda (173), which has never had a Center.

For the purpose of analysis of participants by Center three groups were selected based on the district locator:

- . Tampa Center - Tampa (191)  
                  (206)       Bartow (15)
- . Miami Center - Miami (151)  
                  (165)       Ft. Lauderdale (14)



St. Petersburg Center - St. Petersburg (162)  
 (211) Bradenton (22)  
 Sarasota (19)  
 New Port Richey (8)

Data were then compiled on these individuals and contrasted by the Center. Areas considered include demographic data, social history data and offense and criminal history data. These are discussed in the sections below.

(1) Demographic data

Limited demographic data was available on program participants, being restricted to race and sex. The table below illustrates the distribution by Center and for the total program of program participants by race.

PARTICIPANTS' RACE

	<u>Tampa</u>	<u>Miami</u>	<u>St. Petersburg</u>	<u>Program</u>
White	72.8%	47.3%	74.9%	66.3%
Black	27.2	52.7	24.6	33.5
American Indian			.5	.2

As the table illustrates, the percentage of blacks among program participants is significantly higher in Miami than in the other two Centers. This difference reflects the difference in the community served by the various Centers. According to the Department of Corrections Annual Report for 1976-77, the percentage of whites among offenders under community supervision is 66.9% in Hillsborough County, 68.6% in Pinellas County and only 48.9% in Dade County.

The classification of Center participants by sex is roughly as would be predicted: Tampa is a predominately male facility (22 out of 30 beds) and was originally entirely male; Miami is an all male facility; St. Petersburg admitted females only during the period when the Center was expanded. The table below indicates the actual breakout by sex according to the data supplied.

PARTICIPANTS' SEX

	<u>Tampa</u>	<u>Miami</u>	<u>St. Petersburg</u>	<u>Program</u>
Male	85.9%	99.4%	95.3%	93.1%
Female	14.1	.6	4.7	6.9

(2) Social history data

Social history data could include such items as education level, job history and skill level. The actual information in this area available from the data tape received was limited, however, to very sketchy information on marital status and classifications of the influence of alcohol and drugs on behavior.

Some data on marital status of program participants was contained in the record, classified by single, married, widowed, separated, divorced or in a non-legal relationship. However, over ninety percent of the participants in each Center were of unknown marital status, so no further analysis was justified.

Data on the influence of alcohol or drugs on participants, however, was much more complete. The Department of Corrections classifies offenders' alcohol use in one of five categories - no history of use, moderate use, moderate use which is a factor in behavior, excessive use and excessive use which is a factor. The classification of P&R Center participants is as indicated in the table below.

PARTICIPANT'S ALCOHOL USE

	<u>Tampa</u>	<u>Miami</u>	<u>St. Petersburg</u>	<u>Program</u>
Unknown	2.4%	5.5%	3.8%	3.8%
No History	17.5	17.6	10.0	14.8
Moderate	61.2	64.2	57.8	60.8
Moderate- Factor	4.9	2.4	10.4	6.2
Excessive	7.3	6.1	10.9	8.2
Excessive- Factor	6.8	4.2	7.1	6.2

Drug use as a factor in behavior is somewhat broader, including:

- . No history of use
- . Exclusively marijuana
- . Exclusively marijuana - factor in behavior
- . Experimental use of narcotics or dangerous drugs
- . Experimental use of narcotics - factor in behavior
- . Frequent use of dangerous drugs
- . Frequent use of dangerous drugs - factor in behavior

- . Addiction to narcotics
- . Addiction to narcotics - factor in behavior

Past convictions for possession or sale of drugs are classified as use. The drug factor classifications of P&R Center participants is as illustrated in the table below.

#### PARTICIPANT'S DRUG FACTOR

	<u>Tampa</u>	<u>Miami</u>	<u>St. Petersburg</u>	<u>Program</u>
Unknown	2.9%	6.7%	2.4%	3.8%
No History	24.8	12.7	16.1	18.2
Marijuana	18.4	15.2	27.5	20.8
Marijuana-Factor	13.6	4.8	12.8	10.8
Expr. Dangerous Drug	9.7	21.2	24.2	18.2
Expr. Dang. Drug-Factor	3.9	6.1	3.3	4.3
Freq. Use Dang. Drug	9.2	6.1	6.2	7.2
Freq. Use Dang. Drug-Factor	10.2	13.3	4.7	9.1
Addict	2.4	4.8	0.9	2.6
Addict-Factor	4.9	9.1	1.9	5.0

Because the alcohol and drug use factors are subjective evaluations, it is not reasonable to place any excessive reliance on them. Nonetheless, they may be suggestive. As the tables illustrate, there is not much difference in the profile of alcohol use by participants between Centers, though Miami shows a slightly lower percentage of "excessive" users than does Tampa or St. Petersburg. This may be offset by the slightly higher percentage of Miami residents whose alcohol use is unknown or unclassified.

The drug factor classification however does demonstrate a difference. The higher percentage of addicts among participants in the Miami Center (13.9%), compared to Tampa (7.3%) or St. Petersburg (2.8%), is statistically significant at the 95% confidence level.

#### (3) Offense and criminal history data

Four data elements related to offense and criminal history were available which were considered in profiling Center populations. These included the type of supervision, the type of offense, the risk classification level and the number of prior probation terms.

The table below classifies the type of supervision of participants.

PARTICIPANTS' TYPE OF SUPERVISION

	<u>Tampa</u>	<u>Miami</u>	<u>St. Petersburg</u>	<u>Total</u>
Felony Probation	93.7%	92.7%	96.2%	94.3%
Misdemeanor Probation	1.0	1.2	0.9	1.0
Parole, State Prison	3.9	3.0	2.8	3.3
Parole, County Jail	1.0			0.3
Mandatory Conditional Release	0.5	3.0		1.0

As expected, this table indicates the vast majority of P&R Center program participants are felony probationers, the program's target population.

The second data element reviewed in this area was the type of offense. Offenses were categorized into eight groupings as follows:

- . Burglary - including the various categories of burglary under the Uniform Crime Report (UCR) classifications
- . Robbery - including the various UCR robbery categories
- . Larceny - including the UCR larceny categories as well as such offenses as shoplifting, purse snatching and pocket picking
- . Vehicle - including offenses related to theft, possession or unauthorized use of a motor vehicle
- . Other property crimes - including such offenses as arson, forgery, fraud, possession and sale of stolen property
- . Assault - including UCR assault categories plus homicide (one instance in Tampa and two in Miami) and kidnapping (one instance in Miami)
- . Drug related - including any offense related to use, possession, sale or production of any drug or drug paraphernalia
- . Other - including all other identified offenses. These included limited numbers of sex offenses, resisting arrest, obstruction of justice, bribery, weapons violations and escape.

The first five categories seem to relate most closely to the avowed purpose of the program related to property crimes. The table below illustrates the actual distribution of offenses by type for program participants.

### TYPE OF OFFENSE

	<u>Tampa</u>	<u>Miami</u>	<u>St. Petersburg</u>	<u>Program</u>
Burglary	30.1%	30.3%	40.3%	33.8%
Robbery	5.8	11.5	4.7	7.0
Larceny	8.7	8.5	5.7	7.6
Vehicle	9.2	6.7	4.3	6.7
Other Property Crimes	12.1	12.1	12.8	12.4
Assault	5.3	6.1	7.1	6.2
Drug Related	24.2	17.8	16.6	19.6
Other	4.4	7.3	8.5	6.7

The table indicates that a majority of offenders at each Center were guilty of crimes related to property. The number of participants with assault and drug offenses is extremely high given program goals which indicate participants should have no assaultive history and should not be drug dependent.

The table below illustrates the defined "risk" classification for the Center program participants.

### RISK CLASSIFICATION

	<u>Tampa</u>	<u>Miami</u>	<u>St. Petersburg</u>	<u>Program</u>
No Data	1.0%	23.6%	1.9%	7.7%
Maximum	63.6	53.3	28.0	47.8
Medium	35.0	17.0	66.8	41.4
Minimum	0.5	6.1	3.3	3.1

For all felony probationers under supervision, according to DOC's annual report for 1976-77, risk classifications break down as:

- . Maximum - 53.4%
- . Medium - 44.2%
- . Minimum - 2.4%.

The program as a whole therefore, does not seem to differ significantly in terms of the risk classification from offenders not placed in the program. The Tampa Center shows a significantly higher, and the Miami Center a slightly higher, percentage of maximum risk classifications than the program average. St. Petersburg has a significantly higher percentage of its participants classified as medium risk.

The risk classification definition is used for workload determination and is not a finely defined measure in terms of the manner in which a classification is downgraded. A difference in client characteristics may be implied by profile differences between Centers.



The final data element available related to criminal history was the number of prior probation periods. The table below illustrates the distribution.

NUMBER OF PRIOR PROBATION PERIODS

		<u>Tampa</u>	<u>Miami</u>	<u>St. Petersburg</u>	<u>Program</u>
None	Known	69.9%	72.7%	67.3%	69.8%
1	"	18.9	18.8	25.6	21.3
2	"	6.8	6.1	6.2	6.4
3	"	3.4	1.2	0.9	1.9
4	"	1.0	0.6	-	0.5
5	"	-	0.6	-	0.1

Because the category of "none known" may imply either the lack of prior probation periods or the lack of knowledge, no firm conclusions can be drawn from this breakdown.

4. MANAGEMENT SYSTEMS

This section reviews some of the key management systems in effect at the Probation and Restitution Centers in the areas of:

- . Referrals
- . Screening
- . Job Placement
- . Counseling
- . Education
- . Collections and Budgeting
- . Reward and Punishment.

Because, upon review, the management systems at the three Centers prove to be more alike than diverse, the discussion of systems is largely limited to the differences.

(1) Referrals

Program guidelines related to referrals assign responsibility to the District Supervisor of Community Services for seeing that cases are reviewed to identify individuals suitable for the Center and for seeing that the P&R Center is addressed as an alternative in the pre-sentence investigation (PSI). This responsibility assignment therefore reduces the activities required from Center Directors, though all three attend meetings of the District Field staff to maintain contacts and to serve as a reminder of the program. Some differences in the operations of the various Centers in regards to referrals are evident, however.

The Miami Center receives referrals on a quota basis, with the various bed spaces assigned to different offices, and with responsibility assigned to the office supervisors for keeping spaces filled. Public Relations work with the judges has consequently been discontinued. While the Center is considered in all PSIs, this results in virtually no referrals.

In Tampa, though Center referral generation activities are not much different, a very high percentage (estimated as as much as 50%) of total referrals come as a result of PSIs. This difference between Tampa and Miami can be attributed to differing requirements for PSIs by the judges in the two Circuits.

In St. Petersburg, where referrals have traditionally been highest, the District Supervisor of Community Services is active in attending Center staff meetings, and two judges who serve on the Center's advisory board keep court referrals high.

An item of some interest related to the Centers in Tampa and Miami in their relationships to the Courts has been a lessening of communications due to the name changes. Judges in Miami have asked the Center Director about what had happened to the program he used to run, not realizing it is still there under a different name. An unverified story from the court system in Hillsborough County claimed at least one individual the judge intended to send to the P&R Center went to the County Stockade, due to confusion in program names.

## (2) Screening

Program guidelines indicate the program excludes individuals with a history of assaultive behavior or with serious dependency on alcohol or drugs.

The profiles of Center residents contained in the previous sections, as well as discussion with the Center staff, indicate that there is not strict compliance with these standards. Both because of a traditional problem with Center occupancy, and because of a desire on the part of Center staff to help troubled individuals, the vast majority of referrals are accepted.

In all three Centers, the screening paperwork and basic screening discision is made by one individual - a staff probation officer in Tampa and Miami, the Assistant Center Director in St. Petersburg. A review committee of the staff is used when desired by the primary screener, predominately for controversial decisions.

## (3) Job Placement

Program guidelines indicate that "All residents should be working within the first week unless special circumstances

intervene." Each Center is supposed to provide one staff member with responsibility for job development; to have a job bank available; and to provide transportation "at least during the initial phases of the program." Further Center responsibilities relate to follow-up and employment verification.

The Tampa Center has an Employment Specialist position provided by CETA. This individual assists clients with identification of their skills and provides some specific job leads. The Center residents are responsible for their own job search, and must log twenty job contacts a day until a job is obtained. The Employment Specialist will help with role play to develop job hunting skills.

The role of the job development coordinators in Miami and St. Petersburg is much more direct in terms of identifying specific job openings and contacting employers. In St. Petersburg the employment counselor actually accompanies the residents on job hunting interviews.

#### (4) Counseling

The Department of Corrections program guidelines include several pages which discuss counseling, including requirements for the Structured Treatment Plan (STP), individual counseling, "house group" and "miscellaneous group." The guidelines identify the "house group" as dealing with both house problems and "interpersonal relationships, rap group, respect for personnel and property rights of others, reasons for laws and organized society and other related areas." Miscellaneous group is designed for presentations by community groups or staff on "hobbies and crafts, recreational pursuits, income tax assistance, restitution, religion and morality, and other specialized areas."

All three Centers run regular group sessions and periodic special groups to address house problems, conduct regular sessions on budgeting and financial management and have periodic guest lecturers for special topics.

The principal differences between Centers is in the methods used to assure that the individuals responsible for conducting group sessions are qualified and in the use of individual counseling sessions and the STP concept. Each of these issues is discussed below:

#### Qualifications of group leaders

The three Centers have taken different approaches to providing meaningful qualifications to the individuals responsible for conducting group counseling sessions. The Tampa Center has the highest level of academic credentials of the staff of the three Centers and the Center Director has been extremely active in identifying and making available outside courses for his primary staff. The Miami Center arranges for doctoral candidates in psychology from the

University of Miami to conduct group sessions on a regular periodic basis, thereby supplying specific skills for the group for those sessions and training for the staff responsible for conducting groups at other times. The St. Petersburg Center has arranged for regular guest counselors in specific areas, such as drug counseling, and has contracted for specific in-house training courses for staff.

#### Individual counseling

Requirements in the program guidelines are for weekly individual counseling sessions. Tampa holds regularly scheduled sessions weekly and supplemental sessions on an as-needed basis. The other two Centers schedule more loosely, with sessions held immediately when needed. Sessions without a crisis requirement are also held frequently though they do not necessarily conform to the weekly schedule.

#### Structured Treatment Plan

All three of the Centers use the Structured Treatment Plan, if only to meet program requirements. Differences in use of the plan is determined by the amount of development effort which goes into the plan. The Tampa Center employs a series of three psychological and aptitude tests to measure such items as emotional stability, depression and aptitude, revising test results as an input to the treatment plan with history and observation. The St. Petersburg Center formerly had a very extensive testing capability, funded by a separate grant, which enabled the Center to accept all referrals and conduct a thorough evaluation prior to referral to another program or development of a treatment plan. With the expiration of the grant, St. Petersburg has modified its procedures to those used by Miami - limited use of testing, only in special circumstances, and development of STPs from a "laundry list" of goals.

#### (5) Education

Program guidelines emphasize the provision of education (literacy, GED or vocational) dependent on the needs of inmates. Tampa has been able to schedule an instructor for literacy training and GED instructors from the Hillsborough County School Board weekly. The St. Petersburg Center also conducts literacy training and GED preparation twice weekly, concentrating on a tutoring approach. Miami arranges for GED training at another facility, having been unable to justify an instructor coming in for a limited class of short-term students.

The program guidelines which indicate that "Special... schooling should be made available to residents who need it" or which discuss vocational training are virtually ignored by the Centers. This is because pressure on the Centers to have residents employed and paying room and board makes it virtually impossible to schedule any kind of vocational training, or even

to allow the resident to take any time to locate a meaningful job. Scheduling difficulties also effectively eliminate part-time vocational education programs.

As mentioned previously, DOC requirements for room and board collections prohibit full-time vocational education programs. Scheduling difficulties effectively eliminate part-time programs.

#### (6) Collections and Budgeting

Despite statements throughout the Department of Corrections literature on the Probation and Restitution Center Program to the effect that "the main thrust of the program is on restitution to the victim", it seems clear from both the Probation and Restitution Center - Program Manual and from reviews of Center operations, that insofar as budgeting and collections are concerned, restitution is not only not of primary importance, but is not even second, taking a lower priority than room and board payments or Cost of Supervision collections. Though there is little internal incentive for the Centers to be concerned with room and board collections (since success in collections is not related to their own budgets), pressure from the Department of Corrections has led to the development of procedures at all three Centers requiring residents to budget major percentages (70% in St. Petersburg) of their income for delinquent room and board, and for unsuccessful termination (and consequent jail commitment in most cases) for a delinquency which becomes extreme. All three Centers maintain detailed ledgers and status records on room and board owed.

Records maintained for Cost of Supervision and restitution are less formal, since responsibility for collection belongs to the Probation Officer of record or the Clerk of Court (for most restitution payments). In addition to the guidelines which require that Cost of Supervision be current for successful graduation, while the restitution plan needs only to be on schedule, there is an incentive for the Centers to enforce COS collections. By bringing a probationer current in COS, the P&R Center reduces some of the pressure on the street Probation Officer, thereby gaining his good-will and, potentially, increased referrals.

None of the Centers make it a regular practice to contact victims to be sure they are receiving restitution. Tampa and St. Petersburg leave that responsibility to the Probation Officer of Record; Miami assumes it to be the responsibility of the Clerk of Court.

#### (7) Reward and Punishment

The program structure at the Probation and Restitution Centers makes very little allowance for reward. The only reward mechanism is free time, which is effectively earned automatically subject to restrictions for negative behavior. Punishment consists of restrictions on free time, work contracts or revocation



of probation, depending upon the nature of the offense for which punishment is determined. Differences in attitudes toward reward and punishment are the principal distinguishing characteristics between Centers.

The former Center Director in St. Petersburg took exception to a discussion of the concept of reward and punishment as a management system at the Center, indicating they do not function under those concepts, and the Tampa Center Director indicated the staff there also attempts to reward with "strokes" and a deepening of the counseling relationship.

The normal pattern of rewards at the Centers consists of new residents starting at "Ground Zero", with no privileges, and advancing in steps with the passage of time to earn extra rights, primarily in free time. Step advancements are usually automatic if the client is in compliance with all house rules. It should be noted that this compliance with rules includes being current in room and board payments. Since these changes build up during the resident's first days in the Center, prior to locating a job, a resident who locates a low paying job, or takes longer than usual to find a job, will be extended on Ground Zero even if he attempts to comply with all rules if he cannot afford to repay his back charges immediately.

All three Centers have seen an increase in emphasis on punishment since the program was moved to the Department of Corrections, illustrated in such areas as the establishment of Disciplinary Committees and restrictions in the limited available rewards.

ANNUAL REVIEW OF OBJECTIVES AND ACHIEVEMENTS

ARTHUR YOUNG & COMPANY  
CERTIFIED PUBLIC ACCOUNTANTS

### III. REVIEW OF OBJECTIVES AND ACHIEVEMENTS

As was discussed in the Evaluation Plan for the Probation and Restitution Center program, program objectives are not clearly defined. The program purposes have evolved over time. Originally established as Multiphasic Diagnostic and Treatment Centers, the primary purpose of the Centers was to provide resocialization of convicted felons and misdemeanants with community involvement. As Probation and Restitution Centers, the main thrust of the program according to Department of Corrections documentation is to be on restitution, with restitution viewed both as a deterrent to further criminal activity and as a service to the victims of property crime. Throughout the life of the program the Centers have been viewed as providing an alternative to traditional prison confinement or street supervision for those offenders who were borderline prison/probation cases.

The program objective of BCJA Program CR 2-Divisionary Services, under which subgrants to DOC for the Probation and Restitution Centers are funded, is as follows:

"To divert the convicted offender...from incarceration in either jails or prisons, if it is determined that he can be treated in other community-based programs without serious threat to the community."

Expected results and accomplishments of this program which are applicable to the P & R Center evaluation include the following:

- . Expansion and improvement of Probation and Restitution residential projects for offenders who may not be good probation risks but who do not necessarily require prison incarceration.
- . Improve the effectiveness of probation supervision in order to encourage more extensive use of this alternative by the courts.
- . Reduction in recidivism rates of offenders served by diversionary programs versus those not served by such programs.

Some specific subgrant objectives which will be measured by the evaluation include the following:

- . Screen 15 referrals per Center per month
- . Accept 13 referrals per Center per month
- . Graduate 5 participants per Center per month
- . Collect \$3,000 per Center per month for room and board charges.

No specific objectives have been set on either absolute amounts or percentage of restitution to be collected by the individual Centers despite this being described as the main thrust of the program.

Because specific objectives had not been defined in all areas which required review under the evaluation, particularly in the area of management systems, data elements routinely reported by the Probation and Restitution Center program cannot simply be tabulated to illustrate program successes and shortcomings. As a result, for the purpose of this evaluation the various management systems in effect at the Probation and Restitution Centers have been reviewed. These management systems include:

- . Intake
- . Releases
- . Resident charges
- . Earnings
- . Relative costs of the program.

Findings in these areas are presented below. Related conclusions and recommendations are discussed in the following chapter.

#### 1. PROBATION AND RESTITUTION CENTERS' RESIDENT INTAKE

This section of the evaluation analysis of the Probation and Restitution Centers discusses trends in intake sources and intake volume at the Tampa, Miami and St. Petersburg Centers. Two methods of analyzing the Centers' resident intake trends were employed:

- . Resident intake data for each P & R Center were compared for three years, FY 1975-76 to FY 1977-78, to isolate changes in intake trends.
- . Resident intake data for the most recent fiscal year, FY 1977-78, were compared for the three Centers to identify current variations between the Centers in intake patterns.

Resident intake data for all three Centers during FY 1975-76 through FY 1977-78 is presented in Exhibits II A, B and C following this page. Summaries of these data will be presented in the subsequent discussions of each Center's intake trends. The two sections which follow discuss the three year trends and the current year comparison.

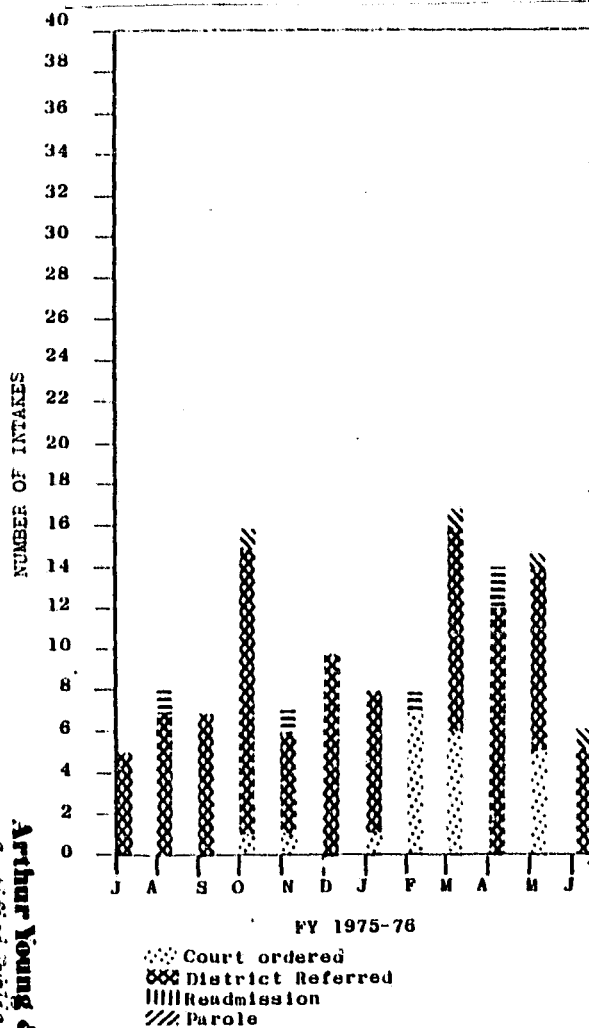
##### (1) Comparison of Resident Intake Trends for FY 1975-76 through FY 1977-78

The following is an analysis of resident intake trends at each of the Probation and Restitution Centers for FY 1975-76 through FY 1977-78. This three year analysis period was chosen because:

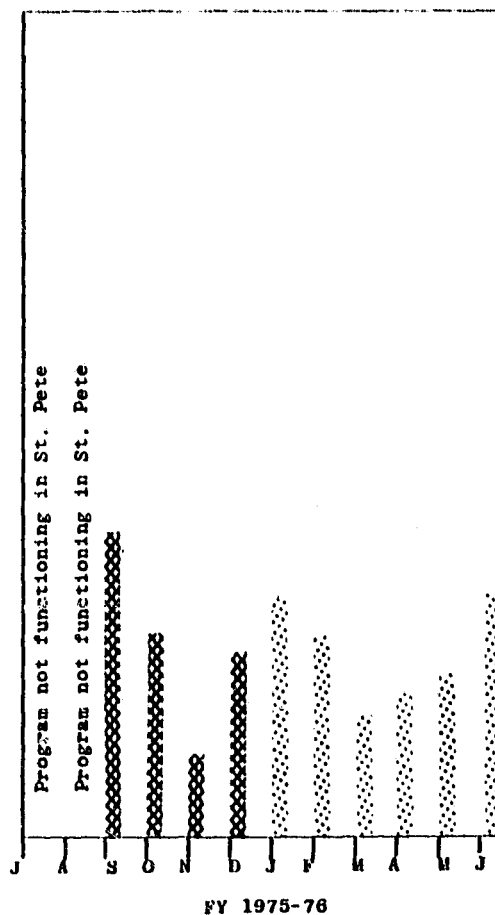
- . Variations in resident intake patterns are more readily identifiable over a period of several years as opposed to

Probation & Restitution Center Program Evaluation  
Monthly Resident Intakes  
FY 1975-76

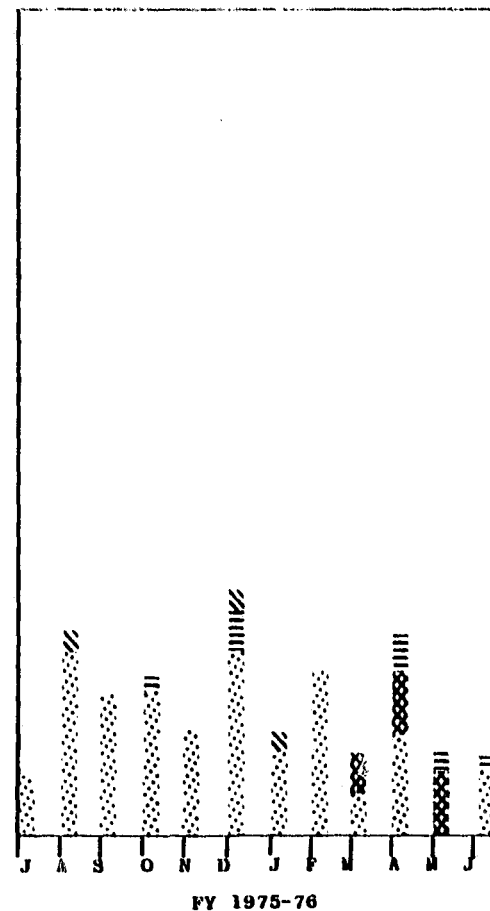
TAMPA



ST. PETERSBURG



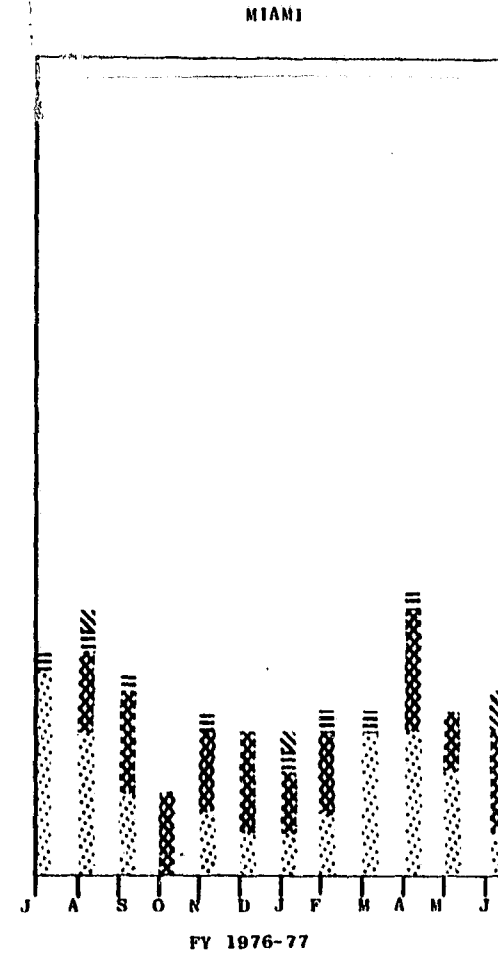
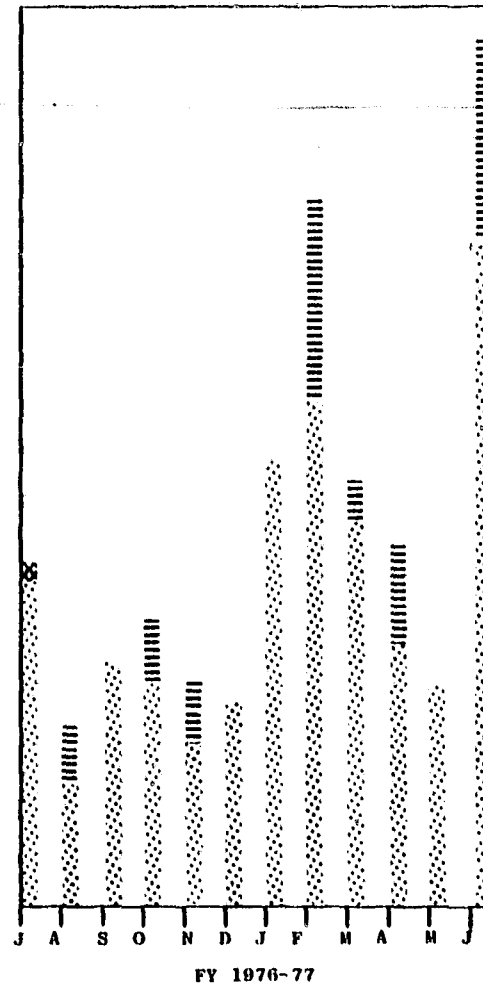
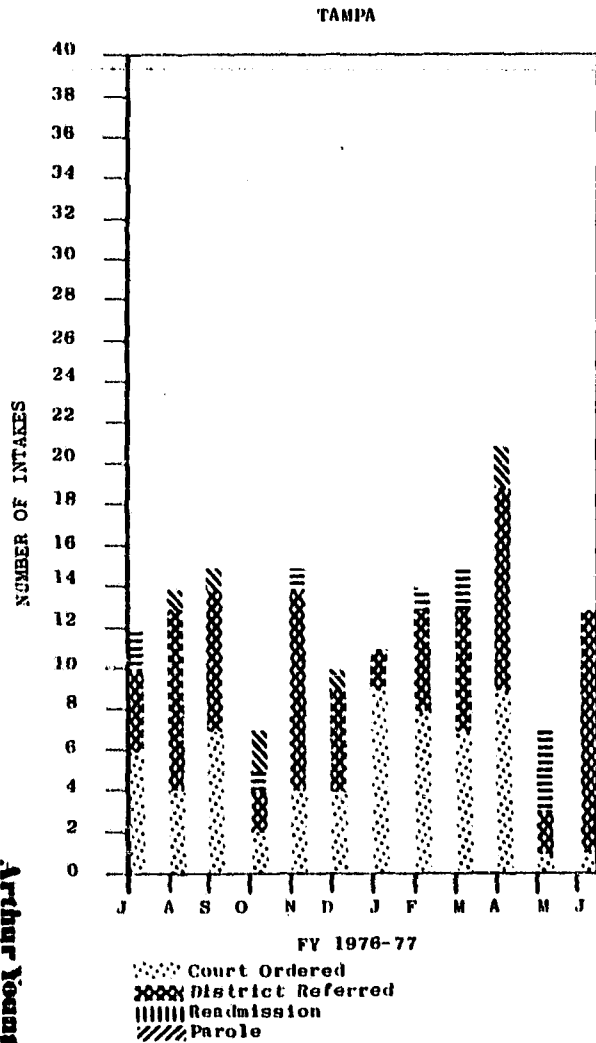
MIAMI



Source: Florida Parole and Probation  
Commission Report for Neighborhood Multi-Service Centers

Probation & Restitution Center Program Evaluation  
Monthly Resident Intake  
FY 1976-77

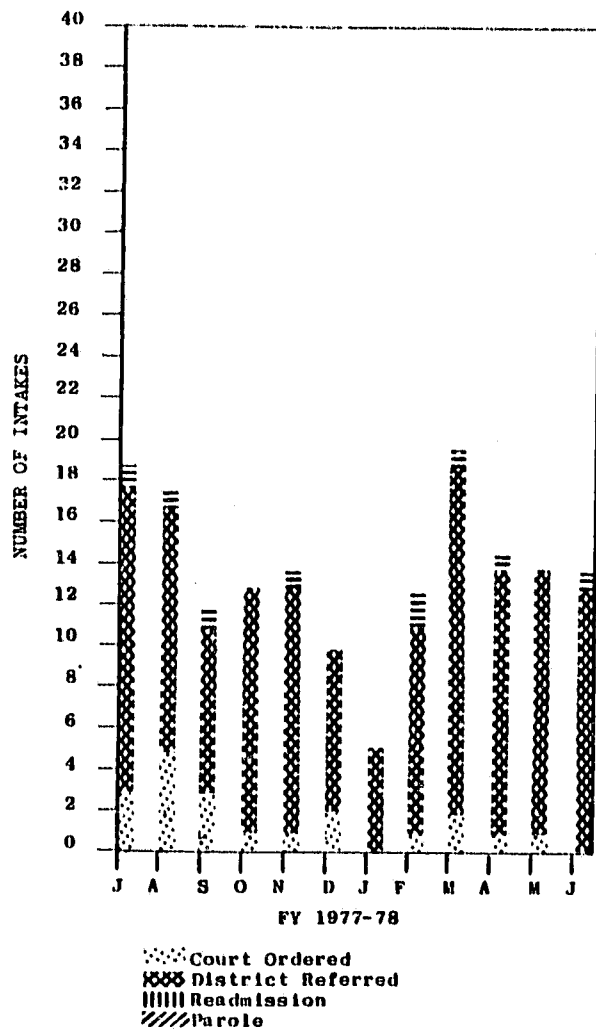
ST. PETERSBURG



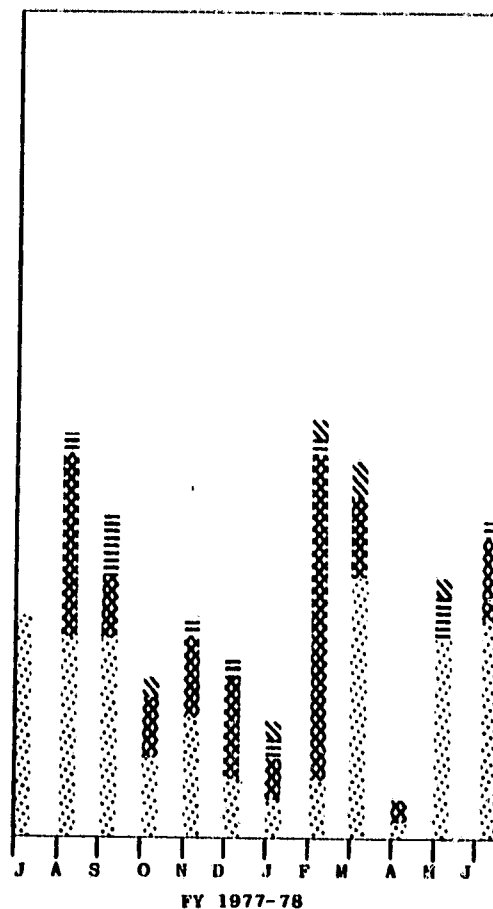
Source: Florida Parole and Probation  
Commission Report for Neighbor-  
hood Multi-Service Centers

Probation & Restitution Center Program Evaluation  
Monthly Resident Intake  
FY 1977-78

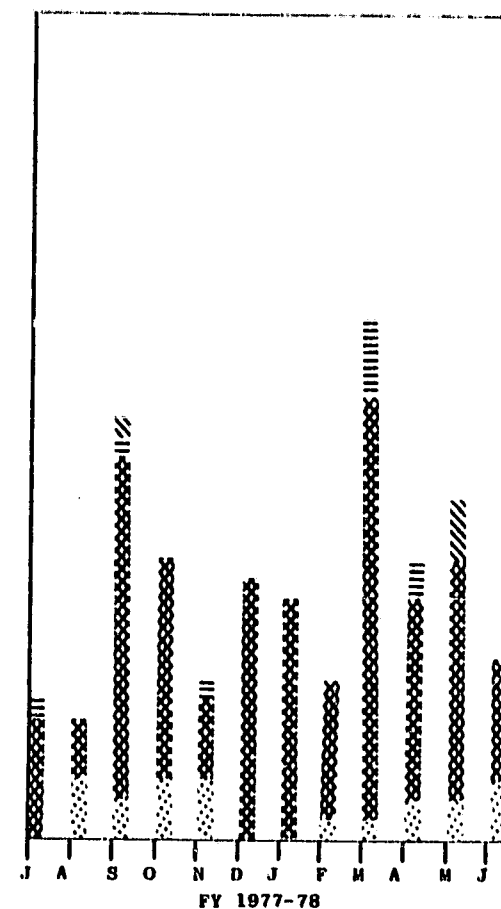
TAMPA



ST. PETERSBURG



MIAMI



Source: IOR Monthly Population and Income Report for Probation and Restitution Centers

a single fiscal year

All three Probation and Restitution Centers were operational during this time frame, though the St. Petersburg Center did not begin operations until September, 1975. The Tampa and Miami Centers became operational in January and July, 1973, respectively.

The following paragraphs discuss intake trends at each of the Centers.

#### Tampa Probation and Restitution Center

This section discusses resident intake trends at the Tampa Probation and Restitution Center for FY 1975-76 through FY 1977-78. Resident intake by source for the Tampa Center during this period has been summarized from Exhibits II A, B and C in the table below.

<u>TAMPA P &amp; R CENTER INTAKE</u>											
<u>Fiscal Year</u>	<u>Court Ordered</u>		<u>District Referred</u>		<u>Read-Missions</u>		<u>Parole</u>		<u>Total</u>		<u>% Change From Prior Year</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
75-76	21	18%	91	75%	5	4%	4	3%	121	100%	--
76-77	62	40%	74	48%	11	7%	7	5%	154	100%	27%
77-78	<u>20</u>	<u>12%</u>	<u>138</u>	<u>83%</u>	<u>9</u>	<u>5%</u>	<u>-</u>	<u>-</u>	<u>167</u>	<u>100%</u>	8%
3 Year Total	103	23%	303	69%	25	6%	11	2%	442	100%	

For each of the three fiscal years, resident intakes by source are expressed as a percentage of total intakes. A three year total for resident intake by source expressed as a percentage of total intakes is also included in the table.

Analysis of the data as summarized in this table leads to the following observations concerning intake trends by source at the Tampa Center:

- District referrals were the major source of resident intakes for the Tampa Center, providing over three-fourths of all intakes in two out of three of the analysis years, and close to half of all referrals in the third year.
- Court ordered referrals were also an important source of new residents for the Tampa Center, furnishing almost one-fourth of all intakes over the three year period, but varying widely in importance over the years, being 40 percent of intakes in one year and under 20 percent in the other two years.



- Readmissions to the Tampa Center were a relatively insignificant source of resident intake during the three year period providing 7% or less of resident intakes.
- Parolees provided 5% or less of resident intakes during FY 1975-76 and FY 1976-77 and provided no resident intakes in FY 1977-78.

Intake volume at the Tampa Center increased 27% in FY 1976-77 over FY 1975-76 and increased 8% in FY 1977-78 over FY 1976-77. Absolute charges in annual intake over the period showed an increase of 46, from 121 in FY 1975-76 to 167 in FY 1977-78. Increase in Court referrals accounted for all of the increase from FY 1975-76 to FY 1976-77. District referrals accounted for all of the increase from FY 1976-77 to FY 1977-78 and made up for a significant decline in Court referrals.

#### Miami Probation and Restitution Center

This section discusses resident intake trends at the Miami Probation and Restitution Center during FY 1975-76 through FY 1977-78. Resident intake by source for the Miami Center for this three year period has been summarized from Exhibits II A, B and C in the table below:

<u>MIAMI P &amp; R CENTER INTAKE</u>											
<u>Fiscal Year</u>	<u>Court Ordered</u>		<u>District Referred</u>		<u>Read-Missions</u>		<u>Parole</u>		<u>Total</u>		<u>% Change From Prior Year</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
75-76	62	77%	8	10%	7	9%	3	4%	80	100%	--
76-77	52	49%	43	40%	8	7%	4	4%	107	100%	34%
77-78	<u>20</u>	<u>13%</u>	<u>122</u>	<u>79%</u>	<u>9</u>	<u>6%</u>	<u>4</u>	<u>2%</u>	<u>155</u>	<u>100%</u>	45%
3 Year Total	134	39%	173	51%	24	7%	11	3%	342	100%	

For each of the three fiscal years, resident intakes by source are expressed as a percentage of total intakes. A three year total for resident intake by source expressed as a percentage of total intakes is also included in the table.

Analysis of the data as summarized in this table leads to the following observations concerning intake trends by source at the Miami Center during FY 1975-76 through FY 1977-78:

- Court ordered referrals decreased drastically in importance as an intake source for the Miami Center during the three year period, dropping from 77% of all referrals in FY 1975-76 to 13% in FY 1977-78. Court ordered referrals averaged 39% for the three years.
- District referrals more than offset the decrease in court ordered referrals by increasing from 10% of total referrals in FY 1975-76 to 79% in FY 1977-78, averaging 51% of all referrals over the three year period.
- Parolees were not a significant source of resident intakes representing 4% of intakes in FY 1975-76 and FY 1976-77 and 2% of intakes in FY 1977-78. Averaged over the three year period, parolees were 3% of total resident intake.

Intake volume at the Miami Center increased steadily over the FY 1975-76 through FY 1977-78 period. Resident intakes increased 34% in the FY 1975-76 to FY 1976-77 period, from 80 to 107 new residents and increased 45% in FY 1977-78 over FY 1976-77, from 107 to 155 residents. Much of this growth can be attributed to DOC's emphasis on increased District referrals in late FY 1976-77 and early FY 1977-78.

#### St. Petersburg Probation and Restitution Center

This section discusses resident intake patterns at the St. Petersburg Probation and Restitution Center for FY 1975-76 through FY 1977-78. Resident intake by source for the St. Petersburg Center during FY 1975-76 through FY 1977-78 has been summarized from Exhibits II A, B and C in the table below:

ST. PETERSBURG P & R CENTER INTAKE

<u>Fiscal Year</u>	<u>Court Ordered</u>		<u>District Referred</u>		<u>Read-Missions</u>		<u>Parole</u>		<u>Total</u>		<u>% Change From Prior Year</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
75-76	55	59%	38	41%	-	-	-	-	93	100%	--
76-77	186	84%	1	-	36	16%	-	-	223	100%	140%
77-78	<u>84</u>	<u>55%</u>	<u>51</u>	<u>34%</u>	<u>11</u>	<u>7%</u>	<u>6</u>	<u>4%</u>	<u>152</u>	<u>100%</u>	(32%)
3 Year Total	325	70%	90	19%	47	10%	6	1%	468	100%	

In each of the three fiscal years, resident intakes by source are expressed as a percentage of total intakes for that fiscal year. A three year total for resident intake by source expressed as a percentage of total intakes is also included.

Analysis of the data as summarized in the table leads to the following observations concerning intake trends by source at the St. Petersburg Center:

- Court ordered referrals were a major source of resident intakes for the St. Petersburg Center, providing 70% of all intakes over the three year period. This three year average is somewhat skewed, however, due to the abnormally high percentage of court ordered referrals in FY 1976-77.
- District referrals were a distinctly secondary source of resident intake, furnishing only 19% of all intakes over the three year period. This average for district referrals is also skewed by the abnormally low percentage of district referrals in FY 1976-77.
- Resident intake returned to a more even distribution between court ordered referrals and district referrals at St. Petersburg in FY 1977-78 after almost total reliance on court ordered referrals in FY 1976-77.
- Readmissions to the St. Petersburg Center have also been a secondary source of resident intake during FY 1976-77 and FY 1977-78, accounting for 16% and 7% of the Center's new residents respectively. Averaged over the three year period, readmissions accounted for more than half as many admissions as new referrals from District.
- Parolees have been an insignificant source of resident intake at the St. Petersburg Center, providing no Center intakes in the first two years of the three year period and only 4% of the Center's resident intake during FY 1977-78.

Intake volume at the St. Petersburg Center has fluctuated widely over the three year analysis period. Resident intakes increased 140% in FY 1976-77 over FY 1975-76 (from 92 to 223) and decreased 32% in FY 1977-78 over FY 1976-77 from 223 to 152. Much of this fluctuation can be accounted for by the initiation of a locally funded, short-term program at the St. Petersburg Center in FY 1976-77 and its subsequent termination in FY 1977-78.

(2) Comparison of Resident Intake Trends for FY 1977-78

This section is a comparison of resident intake trends for the Tampa, Miami and St. Petersburg Probation and Restitution Centers for FY 1977-78. The purpose of this comparison is to identify current variations between the Centers in intake patterns.

Resident intake by source for FY 1977-78 has been summarized from Exhibit II C in the table below to facilitate the comparison of intake trends at the centers.

P & R CENTER INTAKE TRENDS FY 77-78

<u>Center</u>	<u>Court Ordered</u>		<u>District Referred</u>		<u>Re-admissions</u>		<u>Parole</u>		<u>Total</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Tampa	20	12%	138	83%	9	5%	-	-	167	100%
Miami	20	13%	122	79%	9	6%	4	2%	155	100%
St. Pete	84	55%	51	34%	11	7%	6	4%	152	100%

For each center, resident intake by source is expressed in absolute numbers and as a percentage of total intakes for that particular Center.

Analysis of the data as summarized in this table leads to the following observations:

- . The Tampa Center had the greatest number of resident intakes during the fiscal year
- . The Tampa and Miami Centers drew 83% and 79% respectively of their residents from District Referrals as opposed to only 34% for St. Petersburg
- . St. Petersburg drew 55% of its residents from court ordered referrals compared to only 12% for Tampa and 13% for Miami during FY 1977-78
- . Readmissions were a relatively minor source of resident intake at all three Centers, providing 5% of Tampa's residents, 6% of Miami's residents and 7% of St. Petersburg's residents during the fiscal year
- . Parolees were not a significant resident intake source at any of the three Centers during FY 1977-78, providing no residents for Tampa, 4 (2%) of Miami's intakes and 6 (4%) of St. Petersburg's intakes
- . The defined subgrant objective related to intake indicates each Center will accept 13 referrals per month. Though program wide averages reached 13 per Center per month in FY 1977-78, of the individual centers only Tampa fully achieved this objective with an average intake of 13.9 residents per month. Miami, with an average of 12.9 residents, fell slightly short of the objective, but came significantly closer to achievement than in prior years. St. Petersburg average monthly admissions were 12.6, both below the objective and well below the previous year.
- . The subgrant also defines the objective of screening an average of 15 referrals per month. Summary data which would illustrate the number of individuals screened but not accepted was not readily available. Because the policy expressed by the Center Directors was to accept virtually all referrals, it seems unlikely that the screening objective could have been achieved. However, this is not clear.

## 2. PROBATION AND RESTITUTION CENTERS' RESIDENT RELEASES

This section discusses trends in the type and volume of resident releases at the Tampa, Miami and St. Petersburg Centers. The analysis which follows reviews the data from two different approaches:

- Resident release data for each P & R Center were compared for three years, FY 1975-76 through FY 1977-78, to isolate changes in release trends over the three year period.
- Resident release data for the most recent fiscal year, FY 1977-78, and the summarized trends were compared for the three Centers to identify current variations between the centers in release patterns.

Resident release data for all three Centers for FY 1975-76 through FY 1977-78 is presented in Exhibits III A, B and C following this page. Summaries of this data will be presented in subsequent discussions of each Center's release patterns. The two sections which follow discuss the three year trends and the current year comparison.

### (1) Comparison of Resident Release Patterns for FY 1975-76 Through FY 1977-78

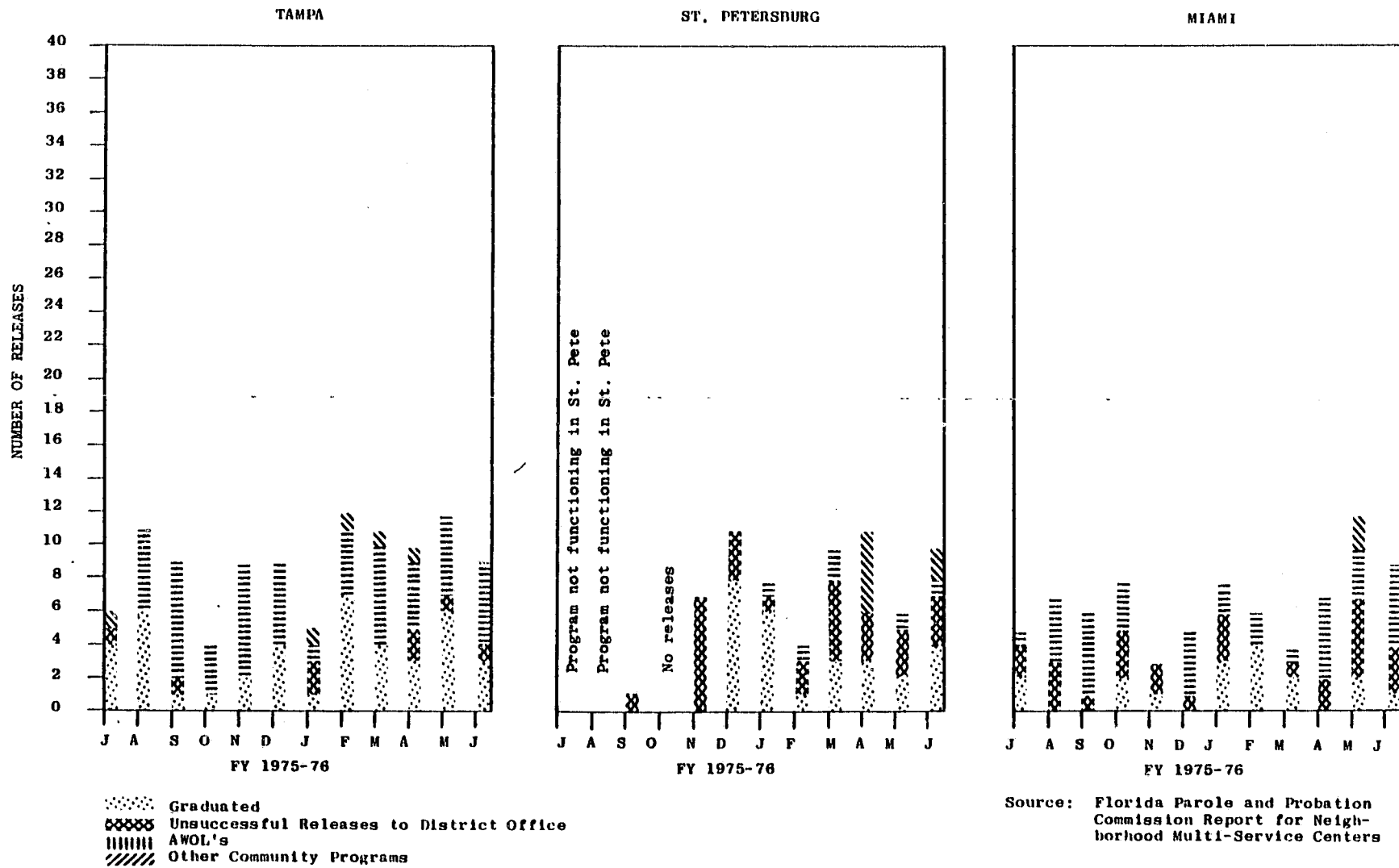
The following is an analysis of resident release patterns at each of the Probation and Restitution Centers for FY 1975-76 through FY 1977-78. The same three year analysis period as used in the analysis of intakes was chosen to isolate changes in release trends at the three Centers. The following paragraphs discuss release trends at each of the three Probation and Restitution Centers:

#### Tampa Probation and Restitution Center

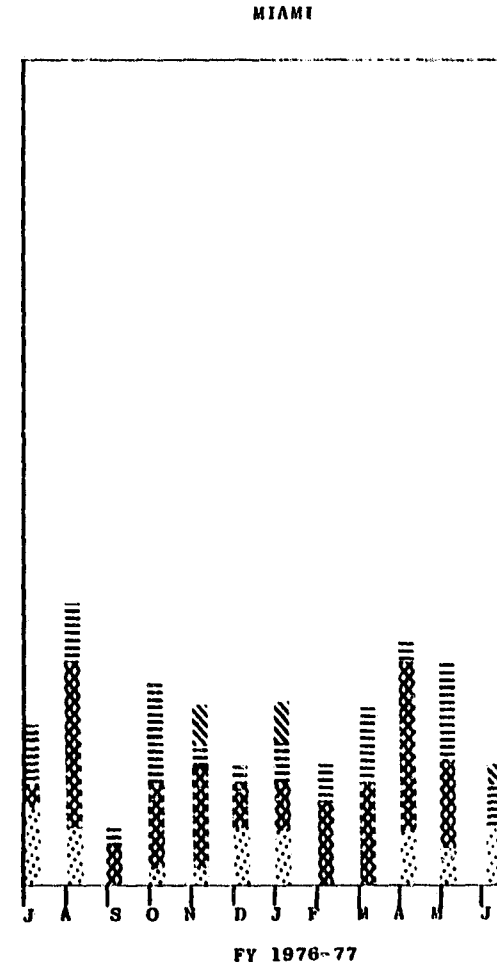
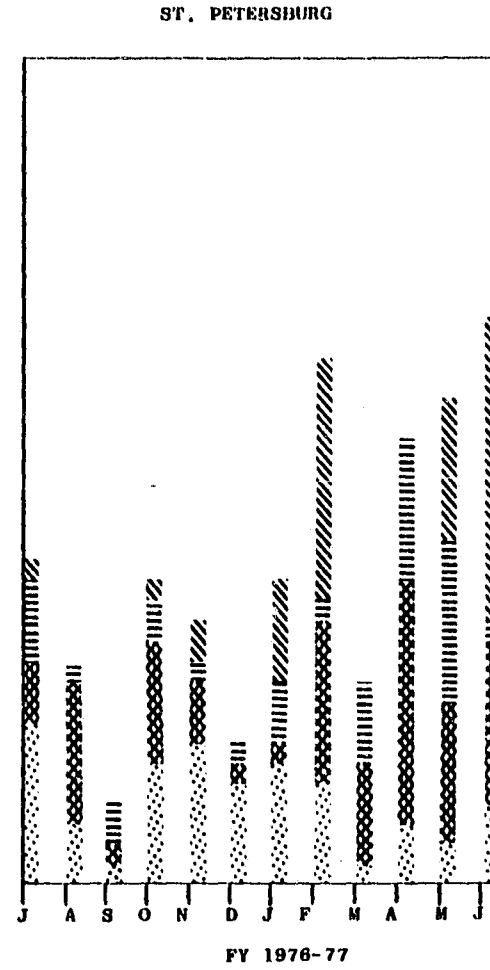
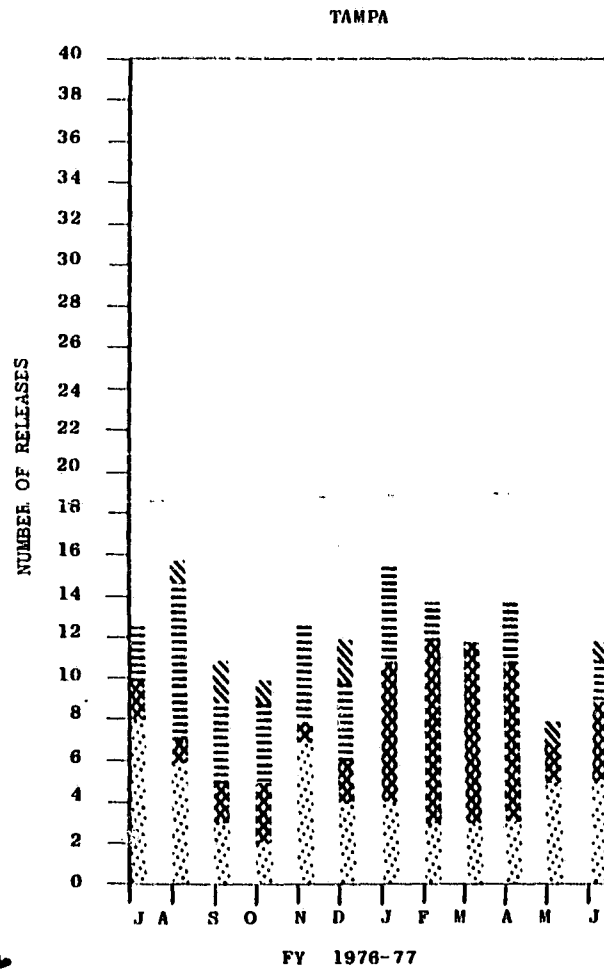
This section discusses resident release patterns at the Tampa Probation and Restitution Center for FY 1975-76 through FY 1977-78. Resident releases by type for the Tampa Center during FY 1975-76 through FY 1977-78 have been summarized from Exhibits III A, B and C in the table below:

<u>TAMPA P &amp; R CENTER RELEASES</u>											
<u>Fiscal Year</u>	<u>Graduated</u>		<u>Releases to Dist. Office</u>		<u>AWOL</u>		<u>Referred to Other Prog.</u>		<u>Total</u>		<u>% Change From Prior Year</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
75-76	42	39%	8	7%	52	49%	5	5%	107	100%	--
76-77	66	39%	43	25%	41	24%	20	12%	170	100%	59%
77-78	<u>53</u>	<u>35%</u>	<u>50</u>	<u>33%</u>	<u>40</u>	<u>27%</u>	<u>8</u>	<u>5%</u>	<u>151</u>	<u>100%</u>	(11.2%)
3 Year Total	161	38%	101	23%	133	31%	33	8%	428	100%	

Probation & Restitution Center Program Evaluation  
Monthly Resident Releases  
FY 1975-76

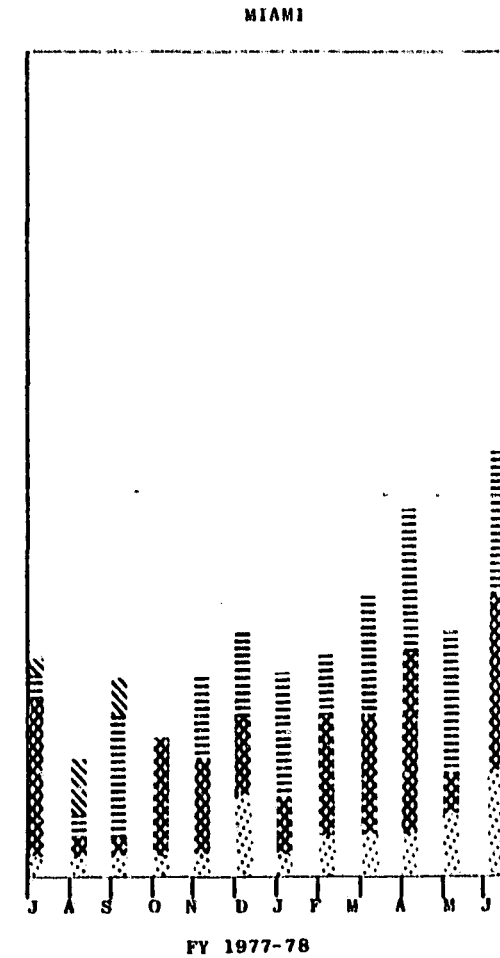
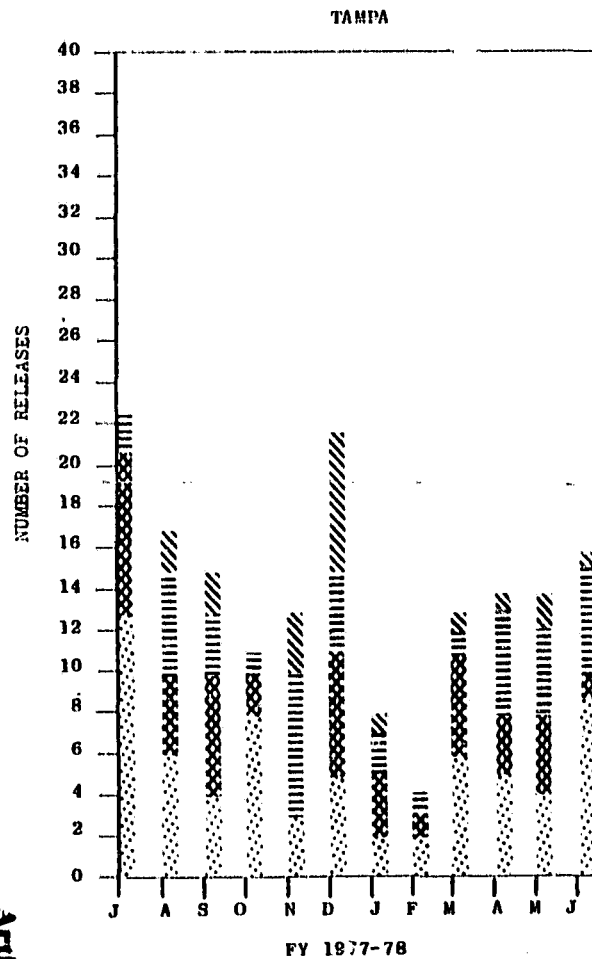


Probation & Restitution Center Program Evaluation  
Monthly Resident Releases  
FY 1976-77



Source: Florida Parole and Probation  
Commission Report for Neighborhood Multi-Service Centers

Probation & Restitution Center Program Evaluation  
Monthly Resident Releases  
FY 1977-78



..... Graduated  
 ..... Unsuccessful Releases to District office  
 ..... AWOL's  
 ..... Other Community Programs

Source: IOR Monthly Population and Income Report for Probation and Restitution Centers



For each of the three fiscal years, resident releases by type are expressed as a percentage of total releases for that fiscal year. A three year total for resident releases by type expressed as a percentage of total releases is also included in the table. Analyzing the data as summarized in the table leads to the following observations on the types of resident releases at the Tampa Probation and Restitution Center:

- The Tampa Center has maintained a relatively constant percentage of successful graduates to total releases over the FY 1975-76 through FY 1977-78 period.
- Unsuccessful returns to the District Office have steadily increased over the three year analysis period from 7% to 33% of total releases.
- AWOL's decreased from a high of 49% of total releases in FY 1975-76 to 24% in FY 1976-77 and 27% in FY 1977-78.
- Referrals to other community programs accounted for 12% of total releases in 1976-77 and averaged 8% of total releases over the three year period.

Releases at the Tampa P & R Center increased 59% from FY 1975-76 to FY 1976-77 and then decreased by 11% from FY 1976-77 to FY 1977-78.

#### Miami Probation and Restitution Center

This section discusses resident release patterns at the Miami Probation and Restitution Center for FY 1975-76 through FY 1977-78. Resident releases by source for the Miami Center during this three year period have been summarized from Exhibits III A, B and C in the table below:

<u>MIAMI P &amp; R CENTER RELEASES</u>											
<u>Fiscal Year</u>	<u>Graduated</u>		<u>Releases to Dist. Office</u>		<u>AWOL</u>		<u>Referred to Other Prog.</u>		<u>Total</u>		<u>% Change From Prior Year</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
75-76	17	21%	26	33%	35	44%	2	2%	80	100%	--
76-77	23	22%	45	44%	30	29%	5	5%	103	100%	29%
77-78	24	17%	60	42%	52	37%	6	4%	142	100%	38%
3 Year Total	64	20%	131	40%	117	36%	13	4%	325	100%	

For each of the three fiscal years, resident releases by type are expressed as a percentage of total releases. A three year total for resident releases by type is also included in the table.

Analyzing the data as summarized in this table leads to the following observations:

- The Miami Center maintained a relatively constant percentage of successful graduates to total releases in FY 1975-76 and FY 1976-77 of 21% and 22% respectively. In FY 1977-78 this percentage of successful graduates dipped to 17%. Successful graduates averaged 20% for the three year period.
- The unsuccessful returns to the District Office increased from 32% in FY 1975-76 to 44% in FY 1976-77 and dipped slightly to 42% in FY 1977-78, averaging 40% for the three year period.
- AWOLs as a percentage of total releases fluctuated from 44% during FY 1975-76 to 29% in FY 1976-77 to 37% in FY 1977-78, averaging 36% over the three years.
- Other program referrals increased slightly from 2% of total releases in FY 1975-76 to 5% in FY 1976-77 and dropped slightly to 4% in FY 1977-78.

Release volume at the Miami Center increased steadily over the three year analysis period, rising 29% in FY 1976-77 over FY 1975-76 and 38% in FY 1977-78 over FY 1976-77.

#### St. Petersburg Probation and Restitution Center

This section discusses resident release trends at the St. Petersburg Probation and Restitution Center for FY 1975-76 through FY 1977-78. Resident releases by type for each of the fiscal years have been summarized from Exhibits III A, B and C in the table below.

<u>ST. PETERSBURG P &amp; R CENTER RELEASES</u>											
<u>Fiscal Year</u>	<u>Graduated</u>		<u>Releases to Dist. Office</u>		<u>AWOL</u>		<u>Referred to Other Prog.</u>		<u>Total</u>		<u>% Change From Prior Year</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
75-76	27	40%	28	41%	6	9%	7	10%	68	100%	--
76-77	51	27%	62	32%	35	18%	44	23%	192	100%	182%
77-78	<u>51</u>	<u>31%</u>	<u>63</u>	<u>39%</u>	<u>32</u>	<u>20%</u>	<u>16</u>	<u>10%</u>	<u>162</u>	<u>100%</u>	(16%)
3 Year Total	120	31%	153	36%	73	17%	67	16%	422	100%	

For each of the fiscal years, resident releases by type are expressed as a percentage of total releases. A three year total for resident releases by type expressed as percentage of total releases is also included in the table.

Analysis of the data as summarized in this table leads to the following observations concerning the types of resident releases at the St. Petersburg Probation and Restitution Center:

- The St. Petersburg Center's percentage of successful graduates to total releases fluctuated from a high of 40% in FY 1975-76 to a low of 27% in FY 1976-77 and averaged 31% over the three year period.
- Unsuccessful releases to District Office remained fairly constant over the FY 1975-76 through FY 1977-78 period ranging from a high of 41% to a low of 32% and averaging 36% of total releases.
- AWOLs as a percentage of total releases increased from 9% in FY 1975-76 to 20% in FY 1977-78, averaging 17% for the three year period.
- Referrals to other community programs averaged 16% of total releases from FY 1975-76 through FY 1977-78.

Releases at the St. Petersburg Center increased 182% in FY 1976-77 over FY 1975-76 and then decreased by 16% in FY 1977-78 over the FY 1976-77 levels. The abnormally large increase in FY 1976-77 is primarily attributable to the initiation of a locally funded, short-term Probation and Restitution Program with a high release volume which was run by the St. Petersburg Center concurrently with its regular program in FY 1976-77. This short term program was discontinued during FY 1977-78 partially accounting for the 16% decrease in releases that fiscal year.

(2) Comparison of Resident Release Trends for FY 1977-78

This section is a comparison of resident release trends for the Tampa, Miami and St. Petersburg Probation and Restitution Centers during FY 1977-78. This comparison focuses on identifying current variations between the centers in release patterns.

Resident releases by source for FY 1977-78 have been summarized from Exhibit III C in the table below to facilitate the comparison of release trends at the centers.

P & R CENTER RELEASE TRENDS FY 77-78

<u>Center</u>	<u>Graduated</u>		<u>Release to Dist. Office</u>		<u>AWOL</u>		<u>Referred to Other Prog.</u>		<u>Total</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Tampa	53	35%	50	33%	40	27%	8	5%	151	100%
Miami	24	17%	60	42%	52	37%	6	4%	142	100%
St. Pete	51	31%	63	39%	32	20%	16	10%	162	100%

For each of the Centers, resident release by type is expressed in absolute numbers and as a percentage of total releases for that particular center.

Analysis of the data as summarized in the table above leads to the following observations:

- . Tampa had the highest percentage of successful graduates with 35% of its releases being graduates, followed by St. Petersburg with 31% and Miami with 17% during FY 1977-78.
- . Returns to District Office were highest at Miami with 42%. Next highest was St. Petersburg with 39% and Tampa was lowest with 33%.
- . AWOLs were also significantly higher at Miami with 37% of its releases being AWOLs, followed by Tampa with 27% and St. Petersburg with 20%. AWOLs at Miami were significantly higher in absolute terms as well, 52 compared to 40 in Tampa and 32 in St. Petersburg.
- . Referrals to other programs were highest at the St. Petersburg Center with 10% of its releases being referrals. Tampa was second with 5% of its releases being referrals, followed by Miami with 4%.
- . A comparison of "successful" releases, including both graduates and referrals to other programs better suited for the individual concerned, with "unsuccessful", both returns to District and AWOL, indicates St. Petersburg to be slightly more successful than Tampa, both on a percentage basis (41% to 40%) and in absolute terms (67 to 61). In absolute terms, both of these Centers "successfully" terminated more than twice as many individuals as Miami (30).
- . None of the Centers fully met the defined subgrant objective of five graduates per month. Tampa averaged 4.4 successful graduates per month and St. Petersburg 4.3. Miami fell much shorter with an average of 2 graduates per month.

### 3. PROBATION AND RESTITUTION CENTERS' RESIDENT DISBURSEMENTS

This section of the analysis of the Probation and Restitution Centers compares disbursement levels at the Tampa, Miami and St. Petersburg Centers for three classes of expenditures associated with resident participation in the Probation and Restitution Center program. These expenses are:

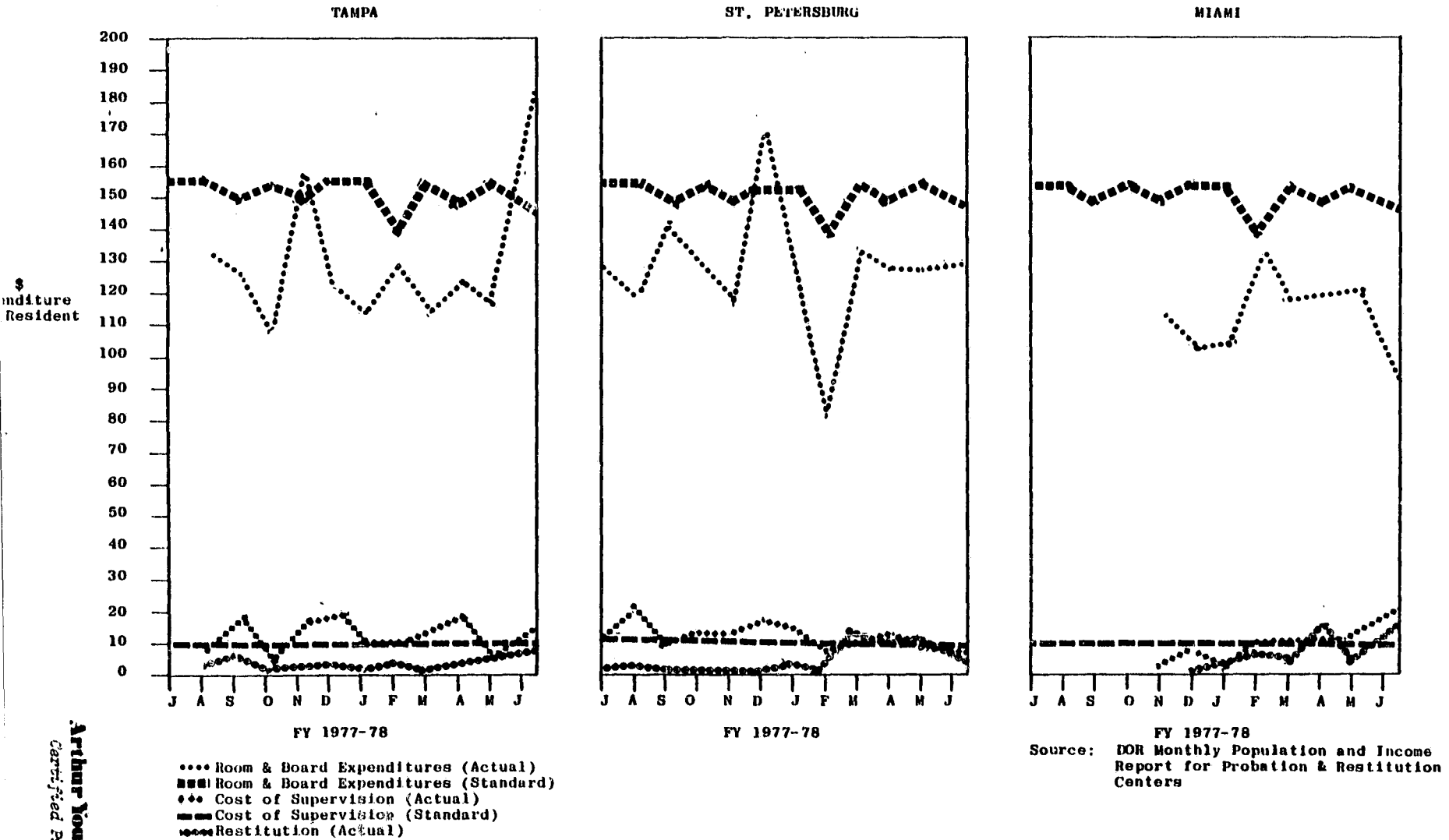
- . Room and board
- . Cost of Supervision
- . Restitution.

Exhibit IV, following this page, graphically represents the actual average monthly expenditure per resident during FY 1977-78 for each of these expenses at the three Centers. The standard monthly payment required by DOC from all Center residents for room and board, at \$5 per resident per day, and Cost of Supervision, normally set at \$10 per resident per month, are also shown. It is possible, therefore, not only to compare actual disbursement levels for the three classes of expenditures between Centers, but also to measure on a monthly basis whether a particular Center's residents are current in their room and board or Cost of Supervision payments.

Review of the data presented in Exhibit IV and observations during visits to the Centers lead to a number of observations concerning resident disbursements for the expenditure categories mandated by the Department of Corrections (room and board and COS) or for which the program is supposed to be designed. These observations include:

- . Room and board expenditures per resident, the major disbursements made by the residents of all three Centers, exceeded Cost of Supervision, by a range of four to ten times. When all payments are being made on a current basis, room and board (\$5 per day) should be approximately fifteen times Cost of Supervision (\$10 per month).
- . Actual average room and board payments per resident fell well below the DOC standard monthly charge in all but two months at the Tampa Center and one month at St. Petersburg in FY 1977-78.
- . The Miami Probation and Restitution Center had the poorest record in collection of fees of the three Centers during the 1977-78 fiscal year though no Center did particularly well.
- . The preceding observations are all related to the Center's success in collecting \$5 per day from each resident, regardless of Center occupancy. In addition to this standard derived from program guidelines, the Department of Corrections has defined a subgrant objective of collection of \$3,000 per month per Center for room and board (equivalent to current collections of the \$5 per day charge with 66.6% occupancy). Achievement of this objective was as follows:
  - Tampa collected \$3,000 or more in eight of twelve months and averaged \$4,410.85

Probation & Restitution Center Program Evaluation  
Average Expenditure per Resident for Selected Items  
FY 1977-78



Source: DOR Monthly Population and Income Report for Probation & Restitution Centers

- Miami collected \$3,000 or more in only two months, though improvement was shown as the year progressed. Miami's room and board collections averaged \$2,393.52
- St. Petersburg exceeded \$3,000 per month in room and board collections in eight of the twelve months, and averaged \$3,280.15.

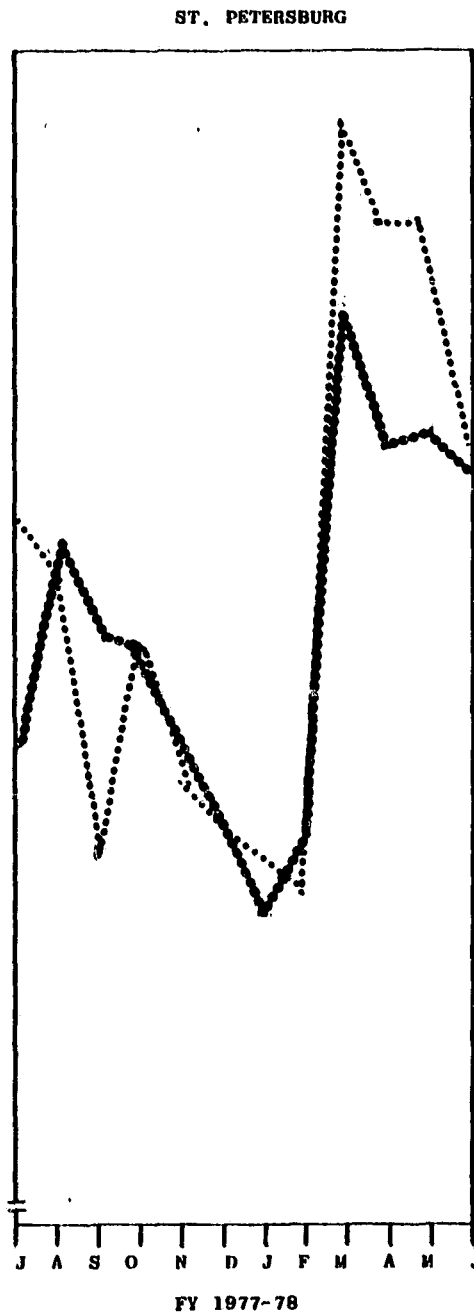
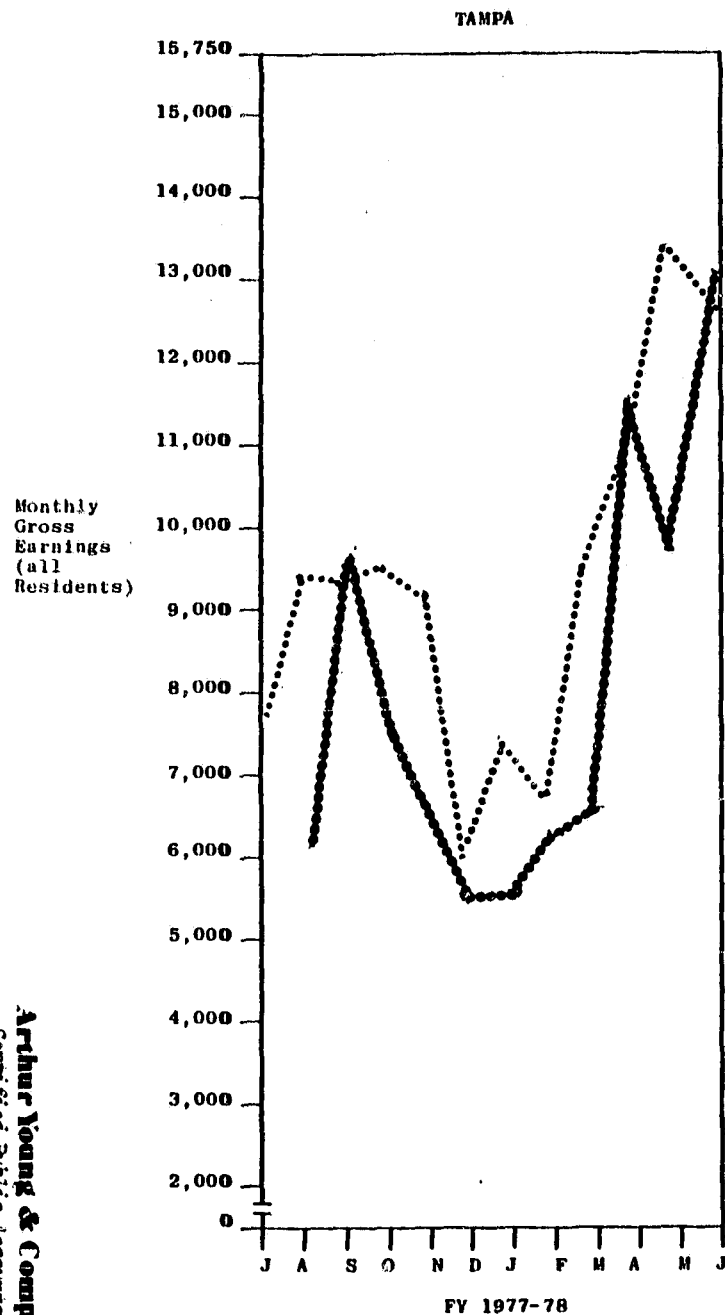
- . Averaging collections for the three Centers combined, the program averaged \$3,028.17 per Center per month, with the surplus in Tampa and St. Petersburg being sufficient to raise Miami's shortfall.
- . Cost of Supervision disbursements exceeded the usual DOC standard monthly payment of \$10 for a majority of the 1977-78 fiscal year at all three Centers. Since the average income level of Probation and Restitution Center residents would normally result in a COS assessment of \$10, or a waiver of COS if such items as child support payments were significant in the resident's budget, the average collection exceeding \$10 suggests a large number of residents having been sent to the Centers with delinquent COS obligations. This was confirmed through review of client files. The high level of COS collection, particularly as compared to the low level of restitution collections implies the use of the Centers as a mechanism for collecting delinquent COS payments.
- . Average restitution payments per Center made by P & R Center residents came to only \$112.65 monthly program wide or \$5.07 per resident. Gross collections ranged from a monthly average high of \$132.21 in St. Petersburg to a monthly average low of \$99.16 in Miami. Tampa's per resident average was \$4.70 per month, Miami's \$5.20 and St. Petersburg \$5.31.
- . These low restitution collections are due primarily to the limited number of residents who actually owe any restitution. During a number of site visits to all three Centers, Center population never included more than six individuals of the thirty residents who owed any restitution. Of those who did, amounts owed were occasionally negligible.

#### 4. PROBATION AND RESTITUTION CENTER RESIDENTS' EARNINGS

This section analyzes both gross earnings of Center residents and disposition of net earnings. Monthly gross earnings of residents are compared to potential resident monthly gross earnings at the minimum wage level. This comparison makes it possible to determine whether the Center's residents are working at jobs averaging less than, equal to, or more than the minimum wage level. This comparison can also be made between Centers to determine if the residents of one Center have, on the average, better paying jobs than the residents of another Center.



Probation & Restitution Center Program Evaluation  
Monthly Gross Earnings  
FY 1977-78



Source: DOR Monthly Population and Income Report for Probation and Restitution Centers

(1) Gross Earnings

Exhibit V compares the actual gross earnings of residents at the Tampa, Miami and St. Petersburg Centers to potential gross earnings of the residents at minimum wage level. The potential earnings were computed in the following manner:

(Average population/day X prevailing X working hours  
minimum wage in the month)

less (new admissions X 40 hours X minimum wage)

This calculation was based on the following assumptions:

- . Time pattern fluctuations in intake and discharge of residents were minimized by using the average population per day
- . The time period necessary for new residents to locate a job was assumed to be one week. The Centers actually allowed two weeks for a resident to locate employment, but most residents find a job within three to five days.

The following are observations based on Exhibit V concerning earning levels at the three Probation and Restitution Centers:

- . The residents at the St. Petersburg Center on the average command higher wage levels than those of the Tampa and Miami Centers
- . Miami residents seem to have the lowest average return for work of the three Probation and Restitution Centers.

(2) Use of Net Earnings

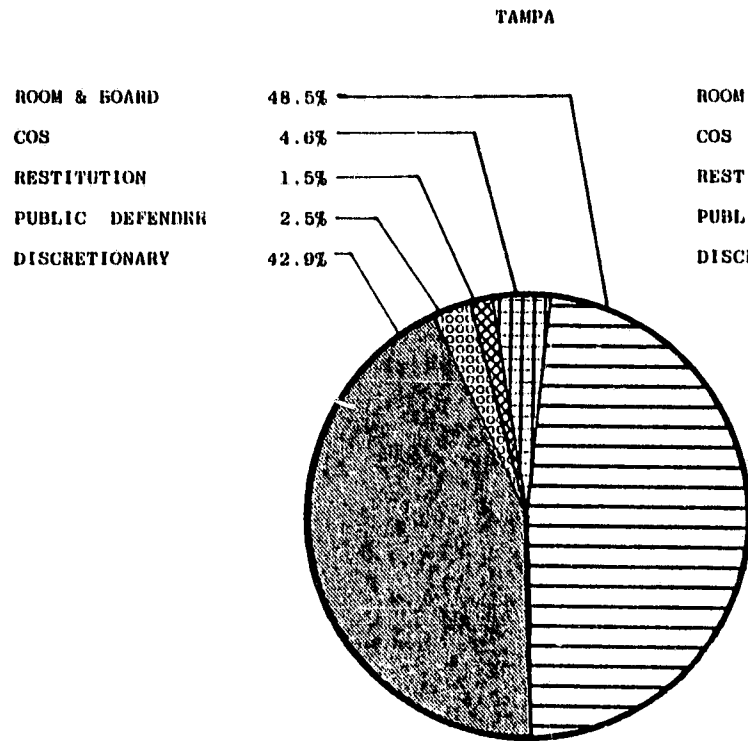
There are essentially five areas which are reported by the Centers in which Center residents can spend net earnings:

- . Room and board payments
- . Cost of Supervision payments
- . Restitution payments
- . Public Defender & Court cost payments
- . Discretionary spending.

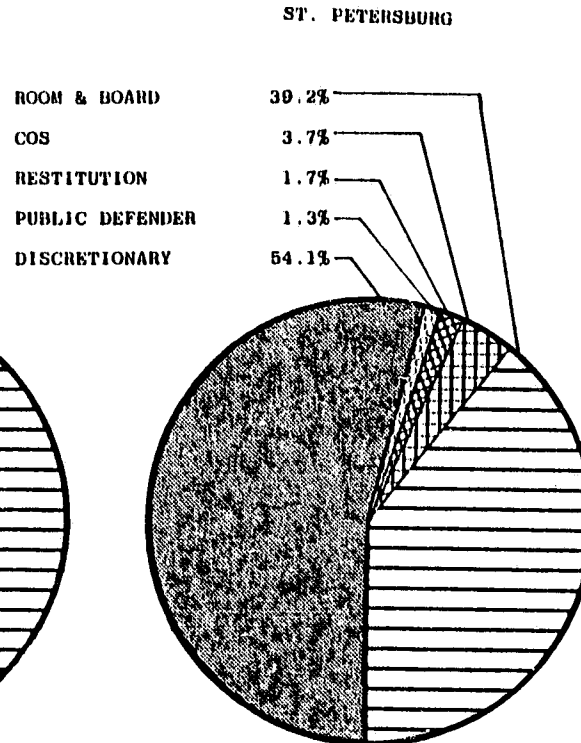
It should be noted that "discretionary" spending may also be committed to court ordered obligations, such as alimony and child support, which are not tracked by the P & R Centers.

Exhibit VI, following this page, represents each of the expenditure categories as a percentage of total net earnings for each of the Probation and Restitution Centers. As a result, it is possible to compare the percentage of net earnings that residents of each Center devote to the five expenditure categories. These calculations

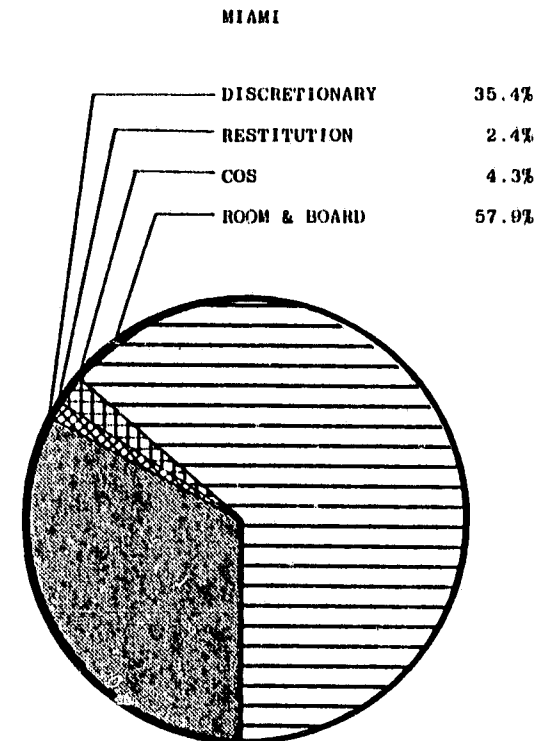
Probation & Restitution Center Program Evaluation  
Residents Financial Disbursements  
As a Percentage of Net Earnings  
FY 1977-78



FY 1977-78  
NET EARNINGS  
\$ 84,439



FY 1977-78  
NET EARNINGS  
\$ 92,668



FY 1977-78  
NET EARNINGS  
\$ 49,577

SOURCE: DOR MONTHLY POPULATION AND  
INCOME REPORT FOR PROBATION  
AND RESTITUTION CENTERS

were based on reported total spending for all residents, and do not imply a specific dollar level of spending. Any individual resident may spend relatively more or less on any category. As Exhibit V illustrated, these percentages on an individual basis are related to earnings at or below minimum wage.

The following observations concern these five expenditure categories at the three Centers:

- . Room and board payments required 58% of residents net earnings at the Miami Center as opposed to 49% at the Tampa Center and 39% at St. Petersburg in FY 1977-78
- . Cost of Supervision payments consumed 5% of residents' net earnings at Tampa versus 4% at Miami and St. Petersburg in FY 1977-78
- . Restitution payments constituted only 2% of the residents' net earnings at all three Centers during FY 1977-78
- . Public Defender and Court cost payments were 3% of residents' net earnings at the Tampa Center compared to 1% at St. Petersburg
- . Discretionary income remaining for the Center residents was highest at St. Petersburg at 54%, followed by Tampa at 43% and with only 35% available at Miami.

##### 5. COMPARATIVE PROGRAM COSTS

In viewing the operations of the Probation and Restitution Center program it was considered desirable to perform a simple analysis of the costs of the program operation compared to other similarly structured residential facilities. Two programs operated by the Department of Corrections were considered, the P & R Center program and the Community Correctional Center program, and, for comparison with programs outside of DOC control, a residential drug treatment facility in Hillsborough County which also deals predominately with felony probationers.

For each program, budget figures for FY 1977-78, as corrected during the operational year, were used. For DOC programs, these numbers were taken from "estimated expenditures for 1977-78" from the budget request for 1978-79. For the drug program, figures were taken from the 1977-78 operational budget.

Because of the different sizes of the programs, only two figures are comparable - the average cost per resident day, and staffing standard (ratio of staff to residents). These figures are presented in the table below:

	<u>RELATIVE PROGRAM COSTS</u>		
	<u>P &amp; R Centers</u>	<u>CCCs</u>	<u>Drug Program</u>
Average cost per resident day	\$ 19.13	\$10.46	\$ 14.68
Staffing standard	1:2.49	1:5.5	1:4.29

IV. CONCLUSIONS AND RECOMMENDATIONS

ARTHUR YOUNG & COMPANY  
CERTIFIED PUBLIC ACCOUNTANTS



#### IV. CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the evaluators' conclusions and recommendations relating to the observations contained in Chapter III and the client profiles and management systems discussed in Chapter II. Sections of the Chapter include:

- . Overview conclusions and recommendations
- . Detailed conclusions
- . Detailed recommendations

##### 1. OVERVIEW CONCLUSIONS AND RECOMMENDATIONS

The primary underlying conclusion derived from the previous analysis of the Probation and Restitution Center Program is the lack of clearly defined goals for the program and some inconsistencies in guidelines related to the stated objectives.

The statutory authority for the program defines the purpose of the mandated facilities to be "to provide the court with an alternative to commitment to other state correctional institutions and to assist in the supervision of probationers." Nothing is said about restitution. The Department of Corrections needs to first determine if there is actually a need for residential facilities primarily concerned with restitution, and, based upon that need determination, assess what program purposes are appropriate. Only after these purposes have been defined and approved will it be possible to revise program guidelines in order to structure a program which meets the objectives. The subsequent conclusions and recommendations of this Chapter must be weighted in light of these determinations.

##### 2. DETAILED CONCLUSIONS

This section summarizes conclusions in the following areas:

- . Referrals and intake
- . Releases
- . Job placement and earnings
- . Resident charges
- . Counseling structure.

###### (1) Referrals and Intake

The pattern of intakes discussed in the previous chapter, coupled with the discussion of referral and screening in Chapter II leads to the following conclusions:

- . The Tampa Center has the most effective liaison program with the local District Office, as evidenced by the high percentage of its referrals which come from the District

- . The St. Petersburg Center shows the most effective relationship with the local courts
- . The Miami Center has steadily declined in referrals from the court system over the three fiscal years analyzed, with the quota system for District referrals frequently failing to maintain full occupancy
- . All three Centers have been placed in the position of accepting all referrals, so the guidelines describing for whom the program is intended are not particularly meaningful
- . The program cannot be considered to have developed into a resource to the criminal justice system for the collection of restitution, since restitution is seldom a reason for referral. From the data available from the Department of Corrections it is impossible to determine if this is because of the lack of the need for such a resource or a major problem with the referral mechanisms in effect.

(2) Releases

Conclusions related to the distribution pattern of releases must all be qualified. Without data which relate the program termination with client profile characteristics or which follow up releases to see the degree of success for various categories, all conclusions are tentative. Nonetheless, the following conclusions can be drawn:

- . The Miami P&R Center has consistently successfully graduated a noticeably smaller percentage of its residents than have the Tampa or St. Petersburg Centers. This indicates that the Miami Center has either:

- A more difficult resident population to work with in terms of probability to violate probation
- A less effective program methodology and/or staff than the Tampa and St. Petersburg Centers.

Data do indicate that Miami's population differs from those of the other two Centers in terms of racial mixture and drug dependency and, to a smaller extent, number of prior commitment periods. Analysis of the management systems also indicates Miami has somewhat fewer resources than the other Centers in areas such as resident education possibilities and in the ability to test residents for the development of more appropriate treatment plans.

- . The St. Petersburg P&R Center has consistently had a lower AWOL rate over the FY 1975-76 through FY 1977-78 period than the Tampa and Miami Centers. This indicates that St. Petersburg residents either:



- Have less opportunity than residents of the other two Centers to go AWOL
- Exhibit some characteristic which makes them less likely to go AWOL
- Feel less pressure under the St. Petersburg staff to run away from problems.

As a general observation the St. Petersburg P&R Center does not appear to offer less opportunity for residents to go AWOL since the program requirements and daily schedules are very similar at all three Centers. However, the different uses of arrest powers at the other two Centers, whereby residents are arrested by staff for violations, may lead to more AWOL cases while the Centers wait for transport. In at least one of the characteristics measured, St. Petersburg residents do indicate a distinction from residents of the other Centers - they were more likely to be classified as medium rather than maximum risk. Weaknesses in the data system from which this rating was derived do not preclude the possibility that the higher level of medium risk rankings is the result rather than the cause of the low AWOL rate. The distinct, though unmeasurable, difference in management philosophy in St. Petersburg - illustrated by the disavowal of reward and punishment as management systems - may be a reason that noticeably greater percentage of St. Petersburg's residents feel they can turn to the Center staff for assistance with their problems than do Tampa and Miami residents who resort instead to going AWOL.

It should also be noted that the St. Petersburg Center has a noticeably higher percentage of program referrals than Tampa or Miami. This implies a more effective use of community resources by the St. Petersburg staff for the benefit of its residents. Further, it should be noted that the data analyzed includes a period when St. Petersburg had significant facilities for testing and evaluation of referrals which makes this more effective use of the community seem to be a logical result.

### (3) Job Placement and Earnings

The systems for obtaining jobs for residents do not vary significantly by Center. Yet, actual monthly gross earnings per resident at the Miami P&R Center fell noticeably short of the residents' potential gross earnings at minimum wage levels as compared to residents of the Tampa and St. Petersburg Centers. This would logically seem to be a function of the fact that:

Miami residents take a longer period of time on the average to locate a job, which impacts the Center's monthly gross earnings

Miami residents possess on the average lower marketable skills than their counterparts at the Tampa and St. Petersburg Centers and therefore must accept lower paying jobs

- . Something in the nature of the job market in Dade County results in lower average wages.

Sensitivity analysis on the potential gross earnings at the Miami Center indicates that even if Miami residents take a week longer to locate employment than do Tampa or St. Petersburg residents, actual gross earnings at Miami are still significantly below potential gross earnings. The Florida Statistical Abstract for 1978 indicates that for 1977 the average weekly earnings for all manufacturing industry in the Miami Standard Metropolitan Statistical Area (SMSA) were \$161.57, compared to \$188.44 state-wide and \$197.55 in the Tampa-St. Petersburg SMSA. Thus, either the job skills of residents or the market may indeed be responsible for earnings levels. In either case, the Miami Center can be expected to show lower earnings and, consequently, collections, than the other two Centers.

#### (4) Resident Charges

As illustrated in Exhibits IV and VI in the previous Chapter, a very high percentage of resident income is expended on charges assessed by the Department of Corrections. Analysis of the specific categories indicates that actual monthly Cost of Supervision per resident not only exceeded the usual \$10 per month standard charge in over half of the FY 1977-78 analysis period, but also exceeded monthly restitution payments in all but three months at the three P&R Centers. This leads to the conclusion that the primary purpose of the P&R Centers is not to ensure that restitution payments are made to victims, but to more closely supervise residents who are, in many cases, delinquent in Cost of Supervision payments at the time of program entrance.

#### (5) Counseling

Provision of counseling to residents by the Probation and Restitution Centers does bring to bear specific training in the provision of group counseling. Without the critical follow-up data on residents which was sought for this evaluation it is not possible to measure the effectiveness of this counseling.

The availability of testing to be used in the structuring of treatment plans or in developing referrals to other programs has been used extensively in St. Petersburg and is still used to a lesser extent in Tampa. Even without the follow-up data, it is clear that this is valuable in individualizing treatment, as long as the appropriate skills are available within the staff.

### 3. DETAILED RECOMMENDATIONS

This section describes specific recommendations relating to the conclusions listed in the previous section. It should be recalled that all of these recommendations are dependent upon revisions and refinements to program goals, as discussed at the beginning of this Chapter.

(1) Referrals and Intake

Referral and intake systems should be reviewed constantly to see that they are resulting in appropriate categories and volumes of referrals. If the determination is made that the Centers should be devoted to probationers who are delinquent in making restitution payments, monitoring systems should be developed at the office of the District Supervisor of Community Services to specifically track all probationers who owe restitution, and policies should be developed for determining specifically when referrals should be made.

Regardless of the target population of the Centers, the assignment of responsibility for referral generation to the District Supervisors should not reduce the need for the Center Directors to communicate regularly with the judiciary to keep the judges informed of this available sentencing alternative. St. Petersburg has done this very effectively through involvement of the judges on its advisory board, and this should be explored as an option. However, if this is not an appropriate approach due to local circumstances, judges should be approached periodically in person or by mail to keep them informed of the Center's existence and progress.

(2) Releases

Procedures should be instituted at all three Centers to review and analyze all releases to determine causes for successes or failures and see if changes in approach are dictated. Procedures to follow-up recommitment rates, as developed by the Department of Corrections in compliance with a subgrant condition from the Bureau of Criminal Justice Assistance, should be implemented immediately.

(3) Job Placement and Earnings

The determination of recommendations related to resident earnings is more dependent upon the determination of program purpose than other areas considered. Current procedures for job placement at all three Centers do result in jobs for residents very quickly, though jobs tend to be menial and at minimum wage.

Options to revise procedures could include:

- . A greater allowance of time in which to obtain a job, coupled with more extensive testing for job skills and more extensive job banks
- . Arrangements for vocational training which can result in a better paying job.

Both of these options are relatively simplistic, but involve a major change in philosophy by DOC concerning the Centers.

Should it be considered desirable to attempt to produce a long range change in residents, rather than simply providing short-term supervision, it may be desirable to adjust room and board charges and other payments schedules to allow for flexibility in job hunting and training.

(4) Resident Charges

Regardless of any possible priority change, more incentive should be given to the Center Directors for collection of fees by directly relating collections to operating budgets.

The only other changes which can be made in resident charges would be in a change in priorities which would make restitution the first priority, as program guidelines indicate it should be.

(5) Counseling

Procedures for psychological testing as an input to development of relevant counseling requirements should be expanded and standardized for all Centers. Provision should be made for continued training of staff in relevant counseling skills.

SUMMARY OF ACHIEVEMENT

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## V. SUMMARY OF ACHIEVEMENT

This chapter summarizes the major achievements of the Probation and Restitution Center Program and includes the evaluators' conclusions on program effectiveness.

### 1. SUMMARY OF ACHIEVEMENTS

Without data following up participants within the Probation and Restitution Center Program it is effectively impossible to determine any long range success which the Centers have achieved. No summary records are kept on improvements in the collection of restitution for victims, and there is no clear indication that anything special is accomplished in this area. The Centers do serve as an alternative between street probation and prison, but the Centers are increasingly becoming indistinguishable from the Community Correctional Centers other than in their population of probationers instead of parolees and the separate purpose for the Centers defined in their statutory authority is not clear under current program guidelines. If the Probation and Restitution Centers are to be CCCs then their current organization is too costly. If they are to be something more, their guidelines should be structured accordingly.

Because of the extensive revision in the state program goals over the life of the program it is extremely difficult to identify achievements which can be credited to the program. It is undeniable that there have been achievements by the individual Centers. Certainly, some probationers who would otherwise have been sent to the prison system have been able to participate in these residential Centers and, with the increased supervision, avoid the need for imprisonment. The Centers have also filled a need in terms of providing adequate supervision to probationers who would otherwise have remained in relatively unstructured lives and without a useful role in society. Criticism of the lack of measurable achievement, then, must be directed at the problems identified at the beginning of the previous chapter--the program goals have been insufficiently defined, problems and needs have not been adequately identified, and the program guidelines limit the flexibility by the Centers Directors to the extent that it is difficult to take individual action to achieve locally defined objectives, in the absence of program objectives.

### 2. PROGRAM CONCLUSIONS

A major review of the Probation and Restitution Center Program should be made by the Department of Corrections to determine what the program is designed to accomplish and what problem the Centers should address. Based on this problem analysis and clear redefinition of program, program guidelines should be carefully reviewed, taking into account input from the staff of the Centers and of the Community Services Program offices who have worked with the program since inception. The recommendations contained in the preceding chapter must be recognized as dependent upon this selection of a purpose for the Probation and Restitution Center Program.

In conjunction with newly clarified guidelines, detailed evaluative measures for the program should be selected, and procedures developed for appropriate data collection activities. The program should be monitored closely by the Department of Corrections and the Bureau of Criminal Justice Assistance to be sure that program funding is being invested wisely.

APPENDIX

MEASUREMENT OF RECIDIVISM

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## APPENDIX

### MEASUREMENT OF RECIDIVISM

In the course of evaluating correctional programs, differences between specific programs or locations of the same program can be measured in a number of ways, as has been illustrated in this evaluation report. One of the most commonly used measures of relative "success" is the recidivism rate of the program participants. While the merit of recidivism as an evaluative measure of correctional programs has been questioned in an article prepared by Robert Roesch and Lonnie Fouty of the Research and Statistical Section of the Florida Department of Corrections, we feel that recidivism as an evaluative measure, while certainly not the sole determinant of a program's success, can be viewed, and should be viewed, as a primary evaluative criterion in assessing the outcome of a correctional program. For this reason, a review of recidivism was proposed for this evaluation of the Probation and Restitution Center program operated by the Florida Department of Corrections. Inadequacies in prior management information systems employed by the Department and significant gaps and weaknesses in the data contained within these systems made it impossible to conduct this recidivism check in a meaningful way at this time. It was suggested that the data sought could best be obtained in two years, on individuals participating in the program at this time. For this reason, the procedures which would have been applied had operating systems and data been fully available are described herein. The Bureau of Criminal Justice Assistance may wish to conduct such a study in two years.

The recidivism check is in essence a three stage study. The stages are:

- . Selection and profile of sample groups
- . Review for reconviction and/or recommitment
- . Statistical analysis of "difference" between programs.

Each of these three areas is discussed below.

#### 1. SELECTING AND PROFILING SAMPLE GROUPS

For the Probation and Restitution Center program participants the sample would include all participants who entered the program prior to three years previously. The entire universe is checked because of the limited number of participants (a couple of hundred) at each center.

Two control groups would also be structured of individuals similar to Probation and Restitution Center participants but who were incarcerated, or who were placed directly on street probation without being enrolled in a special program. For the two control groups a random sample of approximately 400 should be selected for each. This is based on the following calculations.

The most conservative estimate for p, the rate of recidivism, in terms of selecting a sample size is  $p = .5$ , since in the course of the calculation p will be multiplied by  $1-p$ , so a higher or lower recidivism rate would reduce the size of the sample needed. In order to estimate p, or the rate of recidivism for the universe for which the sample is taken, with 95% confidence and precision levels of + or - 5%, we have

$$\begin{aligned} \text{degree of precision} &= z_{\alpha/2} \sqrt{\frac{pq}{N}} \\ .05 &= 1.96 \sqrt{\frac{(.5)(.5)}{N}} \\ \text{or } N &= 384.16 \end{aligned}$$

The sample of approximately 400 of each of the control groups (incarceration and street probation) permits estimates of p within the degree of precision and at the level of confidence desired, for the respective universes as a whole.

If it is desirable to infer recidivism rates for the control groups by location and selecting the groups from district locator codes, the samples would need to include almost 400 from each of six universes:

- . St. Petersburg district (03)
  - Incarcerated individuals from courts of the 6th Judicial Circuit
  - Street probationers under supervision of District 03
- . Miami District (07)
  - Incarcerated individuals from courts of the 11th Judicial District
  - Street probationers under supervision of District 07
- . Tampa District (08)
  - Incarcerated individuals from courts of the 13th Judicial District
  - Street probationers under supervision of District 08.

These estimates might be reduced by application of the Finite Population Correction when an estimate is made of the size of the respective universes. The sample group of close to 400 in each categories assumes a virtually infinite population. The Finite Population Correction would be calculated as

$$n = \frac{n_0}{1 + (n_0 - 1)/N}$$

where n = sample size required,  $n_0 = 384.16$  and N = universe (as previously estimated).

In comparing the Probation and Restitution Center program group with the two control groups selected, the more all three are "alike" the more valid will be the analyses. This is particularly true since no defined causes for recidivism have been identified. Thus, the more factors which are held constant in the groups, the less questionable the validity of the results.

The first step in developing comparability in groups is to develop a profile of the Probation and Restitution Center program group. Characteristics which might be of interest and which the new Department of Corrections Management Information System is designed to collect and classify include:

- . Demographic data, such as age, race, and sex of participants
- . Social history data, such as marital status, education level, job history, skill level, job status, type of offense, prior arrests, prior convictions
- . Offense data, such as:
  - Classification by felony (including type of felony) and misdemeanor
  - Classification by offense codes, using UCR or equivalent numerical codes for offense
- . Correctional experience, such as time in program, prior programs
- . Other data elements, such as degree and factor of involvement with alcohol or drugs, or requirements for restitution imposed in sentencing.

The Probation and Restitution Center group should be profiled for these characteristics by categories. A sample category scheme is illustrated below

<u>CHARACTERISTIC</u>	<u>CATEGORY 1</u>	<u>CATEGORY 2</u>
Age	17-20 years <u>P<sub>1</sub></u>	21 yrs & over <u>P<sub>2</sub></u>
Race	White <u>P<sub>3</sub></u>	Non-White <u>P<sub>4</sub></u>
Marital Status	Married <u>P<sub>5</sub></u>	Single <u>P<sub>6</sub></u>
Education	Less than highschool <u>P<sub>7</sub></u>	Highschool or more <u>P<sub>8</sub></u>
Prior arrests and/or convictions	Yes <u>P<sub>9</sub></u>	No <u>P<sub>10</sub></u>
Type of prior offense	Felony <u>P<sub>11</sub></u>	Misdemeanor <u>P<sub>12</sub></u>
Time in program	6 months <u>P<sub>13</sub></u>	6 months + more <u>P<sub>14</sub></u>

Where  $p_i$  = percentage of P+R group in category i

To obtain a matched comparison group for incarceration subjects and street probation subjects, characteristics should first be ranked in terms of the specifications of the Probation and Restitution Center group and in terms of their expected relation to recidivism. The first ranking by specifications of the P&R group is obviously significantly less controversial than ranking by characteristics with expected relations with recidivism. For example, since the P&R center program is aimed at a specific age group, the selection of the matched control groups should be made from the universe of subjects who are within those age ranges.

The attempt should be made to match each characteristic as closely as possible, and, for those characteristics which cannot be matched, to discuss their expected impact on recidivism or give a general assessment of the direction in which the characteristics would bias the results. Some statistical tests, similar to the one described in the final section of this Appendix, could be used to determine whether the unmatched characteristics are different between groups and at what level of statistical significance.

In selecting and matching the control groups care should be taken not to set standards for inclusion which are so rigid as to reduce the sample group below a workable size.

## 2. CHECK FOR RECIDIVISM

Numerous definitions of recidivism have been prepared, with the most generally accepted being that defined by the National Advisory Commission on Criminal Justice Standards and Goals in Correctional Standard 15.5, which defines recidivism as:

"(1) criminal acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision or who have been released from correctional supervision within the previous three years, and by (2) technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status."

The Department of Corrections prefers use of the term "recommitment" and has defined recommitment as it relates to the Probation and Restitution Center program as follows:

- . Readmission to the Florida State Prison System with new felony charges within three years of admission to the Probation and Restitution Center program
- . Parole or probation violation within three years of admission to the Probation and Restitution Center program
- . Readmission to Probation and Restitution Center or other probation supervision with new felony charges within three years of entering the Probation and Restitution Center program.

Whatever definition of recidivism is used for the specific analysis of the Probation and Restitution Centers, the importance is that the application be consistent for both Center participants and control groups and that all possible data sources, both within the Department of Corrections system and the Florida Department of Law Enforcement systems be reviewed.

The recidivism rate will be calculated as the reconvictions or commitments, by the definition used, as a percentage of the total sample of individuals checked.

For more detailed analysis of recidivism it would be desirable to include classification of the relative time of recidivism from time of admission, relationships of recidivism to program success or failure, and type of recidivism or recommitment offense.

### 3. TESTS FOR SIGNIFICANCE

To test whether there is a statistically significant difference between the recidivism rate of the P&R Program and the alternative of incarceration or the difference between the P&R Program and the street probation program, the following statistical hypotheses should be tested:

- (1)  $H_0$ : recidivism rate of P&R = recidivism rate of incarceration
- (2)  $H_0$ : recidivism rate of P&R = recidivism rate of street probation

denoted by

- (1)  $H_0$ :  $R_1 = R_2$  or  $(R_1 - R_2) = 0$
- (2)  $H_0$ :  $R_1 = R_3$  or  $(R_1 - R_3) = 0$

where

$R_1$  = recidivism rate of P&R Program participants

$R_2$  = recidivism rate of incarcerated subjects

$R_3$  = recidivism rate of street probation subjects.

Hypothesis (1) is formulated to test that the difference between two population proportions,  $(R_1 - R_2)$ , equals some specified value,  $D_0$  (In this case,  $D_0 = 0$ .) Similarly for hypothesis (2).

The test statistic to be employed in this case is:

$$z = \frac{(\hat{R}_1 - \hat{R}_2) - (R_1 - R_2)}{\sigma(\hat{R}_1 - \hat{R}_2)}$$

$$z = \frac{(\hat{R}_1 - \hat{R}_2) - 0}{\sqrt{\frac{\hat{R}\hat{Q}}{n_1} + \frac{\hat{R}\hat{Q}}{n_2}}}$$

**END**