

A SYSTEMS VIEW OF A HUMAN  
SERVICES DELIVERY PROGRAM: AN  
ANALYSIS OF A COUNSELING  
PROGRAM FOR INMATES IN A JAIL.

BALABAN RICHARD MELVIN  
DEGREE DATE: 1976

University  
Microfilms  
International

Published on demand by

300 N. ZEEB ROAD, ANN ARBOR, MI 48106  
18 BEDFORD ROW, LONDON WC1R 4EJ, ENGLAND

70446

NCJRS

SEP 2 1980

ACQUISITIONS

**This is an authorized facsimile  
and was produced by microfilm-xerography  
in 1980 by  
UNIVERSITY MICROFILMS INTERNATIONAL  
Ann Arbor, Michigan, U.S.A.  
London, England**

## INFORMATION TO USERS

This material was produced from a microfilm copy of the original document. While the most advanced technological means to photograph and reproduce this document have been used, the quality is heavily dependent upon the quality of the original submitted.

The following explanation of techniques is provided to help you understand markings or patterns which may appear on this reproduction.

1. The sign or "target" for pages apparently lacking from the document photographed is "Missing Page(s)". If it was possible to obtain the missing page(s) or section, they are spliced into the film along with adjacent pages. This may have necessitated cutting thru an image and duplicating adjacent pages to insure you complete continuity.
2. When an image on the film is obliterated with a large round black mark, it is an indication that the photographer suspected that the copy may have moved during exposure and thus cause a blurred image. You will find a good image of the page in the adjacent frame.
3. When a map, drawing or chart, etc., was part of the material being photographed the photographer followed a definite method in "sectioning" the material. It is customary to begin photoing at the upper left hand corner of a large sheet and to continue photoing from left to right in equal sections with a small overlap. If necessary, sectioning is continued again — beginning below the first row and continuing on until complete.
4. The majority of users indicate that the textual content is of greatest value, however, a somewhat higher quality reproduction could be made from "photographs" if essential to the understanding of the dissertation. Silver prints of "photographs" may be ordered at additional charge by writing the Order Department, giving the catalog number, title, author and specific pages you wish reproduced.
5. PLEASE NOTE: Some pages may have indistinct print. Filmed as received.

**Xerox University Microfilms**

300 North Zeeb Road  
Ann Arbor, Michigan 48106

76-26,501

BALABAN, Richard Melvin, 1944-  
A SYSTEMS VIEW OF A HUMAN SERVICES DELIVERY  
PROGRAM: AN ANALYSIS OF A COUNSELING PROGRAM  
FOR INMATES IN A JAIL.

State University of New York at Buffalo,  
Ph.D., 1976  
Psychology, general

Xerox University Microfilms, Ann Arbor, Michigan 48106

© 1976

RICHARD MELVIN BALABAN

ALL RIGHTS RESERVED

**A SYSTEMS VIEW OF A HUMAN SERVICES DELIVERY PROGRAM: AN  
ANALYSIS OF A COUNSELING PROGRAM FOR INMATES IN A JAIL**

**by**

**Richard M. Balaban**

**A dissertation submitted to the Faculty of the  
Graduate School of the State University of New York  
at Buffalo in partial fulfillment of the requirements  
for the degree of**

**Doctor of Philosophy**

**February, 1976**

## ACKNOWLEDGMENTS

Heartfelt appreciation goes to the many people who contributed to this dissertation.

I would like to thank my committee: Dr. Raymond G. Hunt, the chairman, who provided continual feedback which helped sharpen the data analysis and writing. Dr. Murray Levine lent much guidance during the early development of the conceptual framework and research instruments. Thanks is also due to Dr. Donald Bartlett and Dr. Linda Acredolo for their assistance.

Mr. Norman S. Rosenberg, who was the outside reader and project director of the counseling program, provided invaluable support in allocating resources for the research staff and in facilitating the cooperation of the counseling staff.

The core research staff members who were particularly helpful throughout the research process were James Gauthier, Christine Miller, Felice Taub and Rosemary Vogt. Their contributions were too indispensable and too numerous to recount.

Other persons who lent their fine efforts to this research project are listed in alphabetical order as follows: Robert Balaban, Kenneth Cowdery, Louis Ferreri, Leslie Greenbaum, Jean Kizilbash, Emmanuel Lucero, Stephen Walfish, Mercedes Wolff and Veronica Yuen.

I would also like to thank all the counselors who were so helpful during the collection of data. Mr. Frank Festa, the Jail Superintendent, and his staff were very supportive throughout. Raymond Conjeski, Kunmi Kim, and Joel Rose of the University's Survey Research Center provided important technical assistance.

This research was made possible by the funding of the New York State Office of Planning Services; Division of Criminal Justice which supported the Erie County Jail Counseling Service (CPI as entitled in the report).

## TABLE OF CONTENTS

<i>Acknowledgments</i> . . . . .	<i>iii</i>
<i>List of Tables</i> . . . . .	<i>viii</i>
<i>List of Diagrams</i> . . . . .	<i>x</i>
INTRODUCTION . . . . .	1
Societal Context of Jail . . . . .	2
CPI -- A Service and Research Project . . . . .	9
Statement of the Problem . . . . .	15
Chapter	
I. METHODOLOGY -- COUNSELING PROGRAM FOR INMATES . . . . .	26
Counselor Record Form Methodology and Limitations . . . . .	28
Methodology: Inmate Interview . . . . .	35
Methodology of Relatives' Interview . . . . .	41
Methodology of Jail Guards' Interview . . . . .	44
RESULTS	
II. CPI ACCESSIBILITY TO POTENTIAL CLIENTS AND OPINIONS OF FELLOW INMATES AND JAIL STAFF ABOUT CPI . . . . .	47
Potential Clients' Awareness of CPI . . . . .	47
Fellow Inmate and Jail Staff Opinions Influence CPI Accessibility . . . . .	50
III. CLIENT NEEDS AND PROGRAM PROBLEM-SOLVING RESOURCES . . . . .	55
Client Needs . . . . .	56
Program Problem-Solving Resources . . . . .	63
IV. THE RESOURCE NETWORK OF CPI -- THE RELATIVES' PERSPECTIVE . . . . .	70
Relatives' Perceptions and Evaluations of CPI' Basic Contact . . . . .	71
Relatives' Views and Evaluations of CPI' Additional Assistance . . . . .	75

# TABLE OF CONTENTS -- Continued

Chapter		
V.	THE COUNSELING PROGRAM FOR INMATES --	
	THE GUARDS' PERSPECTIVE . . . . .	83
	Guards' Role In and Relationship to CPI	
	Delivery of Counseling Services . . . . .	85
	Guards' Views of the CPI-Inmate Relationship . . . . .	93
	Guards' Views of their Relationships with	
	Counselors . . . . .	99
VI.	ANALYSIS OF CPI PERFORMANCE -- PRODUCTION	
	AND SATISFACTION . . . . .	112
	Production Goals . . . . .	113
	Satisfaction Goals . . . . .	123
	Client evaluation of the CPI as a whole . . . . .	124
	Client evaluation of their treatment	
	by counselors . . . . .	129
	Production and Satisfaction Goals: Summary	
	of Findings . . . . .	135
VII.	IMPACT OF THE COUNSELING PROGRAM FOR INMATES: THE	
	RELATIONSHIP OF CLIENT SATISFACTION TO COUNSELOR	
	PERFORMANCE AND COUNSELOR ATTRIBUTES . . . . .	137
	Counselor Performance and Client Satisfaction . . . . .	138
	Counselor Performance and Client Expression	
	of Dissatisfaction . . . . .	143
	Counselor Attributes and Client Satisfaction . . . . .	147
	Counselor Attributes and Client Expression	
	of Dissatisfaction . . . . .	159
VIII.	SUMMARY . . . . .	164
	CPI -- Productivity and Satisfaction Goals . . . . .	164
	CPI and the Jail -- An Analysis of the	
	Guard-Counselor Relationship . . . . .	168
REFERENCES	. . . . .	172
APPENDICES		
	1 - Counselor Record Form . . . . .	175
	2 - Counselor Record Form Guidelines . . . . .	176
	3 - Codebook: Counselor Record Form . . . . .	180
	4 - Inmate Interview Schedule . . . . .	206
	5 - Inmate Interview: Rater Reliability . . . . .	217

# TABLE OF CONTENTS -- Continued

## Appendices

6 - Codebook: Inmate Interview . . . . .	218
7 - Relatives' Interview Schedule . . . . .	243
8 - Interviewer Instructions for Relatives' Interview . . . . .	246
9 - Relatives' Interview: Rater Reliability . . . . .	247
10 - Time Elapsed Since Last Counselor Contact and Relative's Recollection of that Contact . . . . .	248
11 - Codebook: Relatives' Interview . . . . .	249
12 - Jail Staff Interview Schedule . . . . .	258
13 - Research Staff Memorandum to Jail Staff Re: Interviewing . . . . .	262

# LIST OF TABLES

Table	Page
1. Frequency Distribution of Inmate Needs Presented to CPI . . . . .	57
2. Frequency Distribution of Resolving Resources . . . . .	64
3. Overall Program Success in Solving Inmate Problems: The Counselors' and Inmates' Perspectives . . . . .	118
4. The Resource Network's Success in Solving Inmate Problems: The Counselors' Perspective . . . . .	121
5. CPI' Success in Solving Inmate Problems: The Counselors' Perspective . . . . .	122
6. The Relationship Between Length of Meetings and Client Satisfaction . . . . .	140
7. The Relationship Between Sufficient Problem-Solving Time and Client Satisfaction . . . . .	142
8. The Relationship Between Clients' Wait for Contact and Client Dissatisfaction . . . . .	144
9. The Relationship Between Problem-Solving Efficiency and Client Dissatisfaction . . . . .	145
10. The Relationship Between Length of Meetings and Client Dissatisfaction . . . . .	146
11. The Relationship Between Sufficient Problem-Solving Time and Dissatisfaction . . . . .	148
12. The Relationship Between Confidence in Counselor Competence and Satisfaction . . . . .	150
13. The Relationship Between Counselors' Personal Understanding and Satisfaction . . . . .	151
14. The Relationship Between Counselors' Legal Understanding and Satisfaction . . . . .	153
15. The Relationship Between the Counselors' Concern for the Inmate and Satisfaction . . . . .	154
16. The Relationship Between Concern for the Inmate's Problems and Satisfaction . . . . .	156
17. The Relationship Between Counselor Allegiance and Client Satisfaction . . . . .	157

LIST OF TABLES -- Continued

Table	Page
18. The Relationship Between Concern for the Inmate's Problems and Dissatisfaction . . . . .	160
19. The Relationship Between Counselor Allegiance and Client Dissatisfaction . . . . .	162
20. The Relationship of Feelings when Talking with a Counselor and Dissatisfaction . . . . .	163

## LIST OF DIAGRAMS

Diagram	Page
1. Components of CPI' Delivery System . . . . .	11
2. An Input--Process--Outcome View of CPI . . . . .	16
3. CPI System and Research Instruments . . . . .	27

## INTRODUCTION

This dissertation describes an evaluation of a Counseling Program for Inmates (CPI) in a county jail. The program was funded by the New York State Division of Criminal Justice during the period of January 15, 1972 through August 31, 1974. The CPI was designed to provide inmates with personal and para-legal counseling and to assist them with handling practical needs arising from incarceration by contacting families, friends, and outside community resources. The program was a demonstration project that consisted of a counseling staff and an on-going program evaluation effort which served to generate the data base for this study.

In successive early sections, the dissertation will present an explication of the jail's mission as a holding setting; review criticisms of jails, and discuss societal and institutional resistances to jail reform; provide a description of the studied counseling program (CPI); and offer a statement of the dissertation's evaluation research problem. Later chapters will include an exposition of the methodology employed in the study, and the findings of the CPI evaluation will then be presented as the main body of the dissertation.

### Societal Context of Jail

Historically, jails have been criticized for their physically and emotionally destructive conditions, lack of human services, and the isolation of inmates from community resources (Alexander, 1952). Even the President of the National Sheriff's Association questioned whether he and fellow sheriffs should "...content ourselves with maintaining nothing more than a human warehouse... (Canlis, 1970, p. 109)." These conditions are particularly regrettable because jails are considered by many to be the most important of society's incarcerating institutions (President's Commission on Law Enforcement, 1967; Robinson, 1921). Jails, notoriously lacking in human services, have also been neglected as a research site (Conrad, 1967; Robison & Smith, 1971; Schrink, 1972). Social scientists, interested in correctional research, have more frequently conducted their work in prisons (e.g. Heffernon, 1972, Sykes, 1966). This dissertation is an attempt to provide information which has been previously lacking about jails and programs in this setting.

Jail -- its mission. The jail's prime role is to "hold or detain individuals, with no formally stated mission to bring about personal change (Wheeler, 1966, p. 69)." While prisons are long-term correctional institutions for convicted offenders, jails incarcerate (1) persons awaiting trial to assure their appearance in court, and (2) persons convicted

of offenses and serving short sentences (American Correctional Association, 1959).

Jail differs from a "developmental socialization" setting (e.g. university) and a "resocialization" setting (e.g. mental hospital or prison) (Wheeler, 1966). Jail represents a third category of people-processing organizations: a "non-socialization" or a "holding" setting. As a holding setting, the jail's purpose is to keep and safeguard both the inmates and the outside community. For example, the particular jail being studied provided its incoming inmates with a rulebook of the jail "...intended to insure safe custody, decent living conditions and fair treatment of all inmates (Jail Rules, p. 1 emphasis added)." No allusions were made to any rehabilitative or change function. In contrast, developmental socialization settings such as universities are to educate, train, and socialize students into professions or the like. Resocialization systems aim at correcting earlier shortcomings in socialization. However, when developmental and resocialization settings fail to perform their change function, they may deteriorate into what a jail already is -- a holding setting which stores rather than helps people.

The conception of jail as a "holding" operation and human warehouse has limited the jail's potential as a constructive institution for inmates and has also been a basis of much criticism of jails.

Criticisms of jails. Jails have been criticized for placing undue hardships upon inmates with respect to both the jail environment and the interactions of inmates with other inmates and with guards.

The jail environment has been the most common target of criticisms; it has been exposed as being unresponsive to meeting even basic human needs. Providing food, shelter, and physical well-being constitute a jail's institutional responsibilities (American Correctional Association, 1959). Historically, food provided by jailors was tied to the notorious fee system. It was in the sheriff's self-interest to spend little of his fee for each prisoner's food (Fishman, 1923). Under this vicious system, some inmates died of starvation (Barnes, 1926). More recently, jail food has been found to be of poor quality and served in a monotonous routine (Alexander, 1952).

Jails were overwhelmingly geared to safeguarding the security of the outside community rather than accommodating any rehabilitative functions (Brown, 1926). Many states are saddled with antiquities for jails which range from 50 to 150 years of age (President's Commission Report, 1967). These outmoded physical plants are often overcrowded (Gault, 1916; vanden Huevel, 1971), shroud the jail atmosphere in gloom and darkness (Lewis, 1903), envelop the inmates and staff with foul odors (Dowling, 1915), and some lack flush toilets (Buckler, 1930). As difficult as it is to comprehend, such conditions still exist today (Burns, 1971).

Only rarely do viable activities or programs such as the one being studied here allow inmates to distract themselves from these generally dismal surroundings. Throughout this century, writers have noted that inmates suffer an enforced idleness during their incarceration (Alexander, 1952; Lewis, 1903) and their experience of jail is that of "waiting and worrying" (Brown, 1926). Inmates "...were left to their own devices, unsupervised, unoccupied, all mingling together in their dim, forgotten quarters -- the good apples and the thoroughly rotten, all in one moldering barrel (Buckler, 1930, p. 2)." Finally, the most directly inhuman suffering of inmates may take the form of physical assaults by jail guards (Murton, 1969) or fellow inmates (Alexander, 1952).

Not all jails deserve to be so roundly criticized. Some have provided clean and sanitary environments (Burns, 1971; Hutcheson, 1935). Within such settings, education, work and counseling programs, which have been rare occurrences, could help inmates alleviate their enforced idleness. Educational programs would include either teachers, libraries, or reading materials (Alexander, 1952). Providing work opportunities for inmates is crucial for their adjustment in society (Anderson & Davidson, 1937). Some jails have employed inmates who were physically capable of working (Brown, 1926). Work-release programs have allowed inmates in Wisconsin, for example, to work at their jobs and spend non-working hours

in jail (Alexander, 1952). Finally, the need for programs which offer counseling of a personal and legal nature have been deemed of value (American Correctional Association, 1972).

Resistance to jail reform. Jails have remained the most backward correctional institution (Burns, 1971; McGee, 1971). Obstacles to reform reside within: 1) the public, political, and legal outside community, 2) the physical jail environment, and 3) the characteristics and role relationships of inmates and jail guards.

In the public sector, the greatest sentiment seems to be that the inmates deserve what they get rather than one of strong concern for their plight (Buckler, 1930; Lewis, 1903). The outside community is much more interested in protecting its own safety (Brown, 1926) than in changing jail conditions (Burns, 1971). In the political sector, politicians have been generally indifferent to improving jail conditions (Kinsella, 1933). A survey of Missouri jails indicated that, "Little concern has been expressed and less support given by local leaders toward improving their jails (Mann & Taedter, 1968, p. 3)." Such political apathy is reinforced by the public's indifference (vanden Huevel, 1971). In the legal sector, grand juries have sometimes found themselves in the frustrating position of repeatedly condemning local jails without change occurring (Burns, 1971; Lewis, 1903). Possibilities of jail reform have been diminished by the court's lack of legal consideration of inmate grievances (Place &

Sands, 1972). While the court's "hands off" policy toward jail conditions has weakened recently (Douglas V. Sigler, 1967), judges are still hesitant to "interfere" with the administration of internal jail matters (Place & Sands, 1972).

The very physical structure of jails embodies and symbolizes concrete resistance to change. Most jails are built as extremely expensive maximum security facilities even though correctional authorities state that not more than 10% of pre-trial detainees (Alexander, 1952) and not more than 20% of convicted persons (Barnes & Teeters, 1959) require such precautions. As a United States Bureau of Prisons manual (1949) stated about security-oriented inside-cell construction: "No other single factor has so retarded the development and success of rehabilitative programs as has the lag of correctional architecture (p. 2)."

The final two obstacles to reform rest with inmates and jail personnel. Inmates are generally unable to exert pressure to change jails. They are likely to be poor, sick, inebriate, physically handicapped or emotionally disturbed (Buckler, 1930; Lewis, 1903; vanden Heuvel, 1971). Those with power and money in our society often avoid incarceration until they have been legally tried. Therefore, they do not have a stake in the conditions experienced by these poor and powerless inmates. When the powerful have had such a stake, they have sometimes exercised their influence to change their incarceration experiences. For

example, jail conditions improved markedly for 20 members of organized crime who were recently held in the Nassau County Jail. An investigation by the D.A.'s office found that certain guards treated these inmates with "respect and dignity" and "ingratiatingly" provided them with liquor, narcotics, contraband letters, and, in one instance, sexual companionship (Cahn, 1973).

The cause of jail reform is also impeded by guards who are usually poorly trained, inexperienced (President's Commission Report, 1967) or simply not competent (James, 1969). Corrections agencies lack high standards even for the position of superintendent (Burns, 1971). Only 3% of the entire corrections staff are human service professionals (Burns, 1971). In addition, jail guards work in understaffed conditions (Carlson, 1971) and receive low pay (American Correctional Association, 1972). The jail "climate", which depends heavily on the inmate-guard relationship (Loveland, 1967), suffers from this volatile combination of poorly trained guards managing handicapped or difficult inmates.

The historical context and evaluation of CPI. The preceding discussion helps set the CPI evaluation task in the following ways: 1) the jail's shortcomings in meeting or studying inmate needs requires research both to describe those needs and to evaluate how well a program meets them; 2) the inmates' heightened dependence due to incarceration places a

burden on a program to deliver effective and prompt services; 3) a jail's security-dominated architecture and routines may impede program efforts due to inadequate space and time allotted to it; 4) the guards' historically problematic relations with inmates and conflict between the jail's security versus helping goals may potentially strain the relationship between counselors and guards; and 5) societal apathy toward inmates may augur poorly when a program requires community resources to resolve inmate needs. These issues provide a social-historical context for the present evaluation of CPI (see Levine & Levine, in press).

#### CPI -- A Service and Research Project

CPI background. CPI was originally known as the Student Counseling Service. It was one of four jail projects funded by the Council on Law-Related Studies in 1970 (Sundram & Geller, 1971). The project was organized by a professor at a State University's Law School with the assistance of other faculty members, the chaplain of the jail, and a law student. While funded as a research project, this group decided to combine it with a service component aimed at bridging "... the gap between the inmate and resources and facilities in the community... (Sundram & Geller, 1971, pp. 9, 10)" answering specific legal questions, and aiding inmates upon release from jail. They were able to launch their program because of the cooperation of the new jail superintendent, a trained social worker.

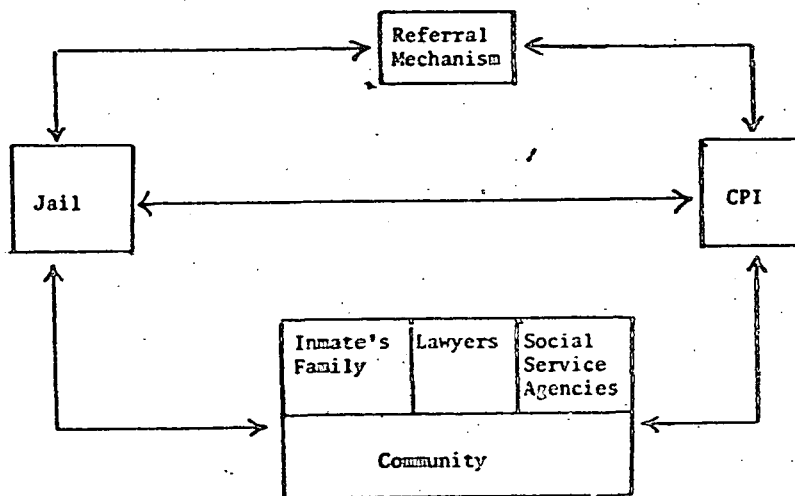
CPI, an outgrowth of the Student Counseling Service, was funded as a service and research project to assist inmates at the county jail and jail annex. The expressed service goals of CPI were to:

(1) discover the unmet needs of pre-trial detainees at the county jail and annex; (2) service such needs by (a) establishing communication between the inmates and existing community resources, and (b) assisting in the provision of legal and social services... (CPI Proposal, p. 1).

The Counseling Program for Inmates envisioned that counselors would aid inmates with problems that fell into three categories: 1) "civil" -- pertaining to matters such as employment and tenancy; 2) "social" -- pertaining to matters such as mental disturbance, family problems, and the jail environment; and 3) "criminal" -- pertaining to bail and procedural matters.

This dissertation studied CPI from the perspective of the program and from the perspective of the inmate-clients and their needs as they were processed through the delivery system. CPI was the major component of the implemented delivery system through which the inmate-client and his needs were processed. The delivery system was composed of four main components or sub-systems (see Diagram 1). The components of the delivery system were CPI, a referral mechanism, the jail, and community resources. The ensuing discussion will describe these four sub-systems of CPI's delivery and present a statement of the research problem.

Diagram 1. Components of CPI' Delivery System



CPI. CPI chiefly consisted of an advisory board, a project director, and a counseling and a research staff. The advisory board was responsible for appointing personnel, reviewing reports and monitoring program progress. The board met monthly with the project director and the student supervisor to keep abreast of developments in the field. The project director, a faculty member of the Law School, was responsible for training and supervising counselors and for the overall functioning of the program.

The counseling staff of CPI was chosen from among students in the State University's School of Law and School of Social Work. A total of fourteen counselors (nine males and five females) served as the CPI field staff during the data-gathering period (July 2 to September 9, 1973). Ten counselors were law students and the remaining four were social work students. One student served as the student supervisor and was chiefly responsible for arranging counselors' schedules to provide daily coverage of the jail and the jail annex. The student supervisor only functioned secondarily as a counselor. During this data-gathering period, CPI was under-staffed since sixteen students constituted a full staff. The counselors worked 15 hours a week. They provided coverage at the jail seven days a week including holidays. They were paid at an hourly rate for their services.

After establishing contact with inmate-clients (see referral mechanism), counselors met with inmates to determine the nature of their needs. The counselors either provided the necessary services themselves (personal or para-legal counseling or information retrieval) or linked the inmate's needs with external community resources (such as family, lawyers, or social service agencies) who could resolve the needs.

The research staff of CPI was headed by a research director (the author) with the back-up supervision of a research consultant (a psychology professor). The research director and the research consultant wrote a research proposal which was approved by CPI's advisory board and by the state funding agency in November, 1972. To accomplish the evaluation task, the research director hired a staff which varied in size from two to three full-time research assistants. These research assistants had the following backgrounds: several law students with strong social science experience, a B.A. psychology major, and a senior undergraduate. In addition, the University's Survey Research Center assisted the research staff by providing consultation on instrument and codebook design and by keypunching data.

CPI's referral mechanism. CPI contact with inmates at the jail and annex was made by formal and informal means. The filing of request slips was the formal means of initiating contact. A male inmate at the jail filled out a request slip with his name, gallery, cell number and a short summary of

his needs. The slip was then forwarded by a guard to the CPI mailbox at the jail. Informal means to reach CPI included contacting a deputy, relaying a message through another inmate or through a continuing relationship with a counselor. Since counselors had free access to the female galleries and the male galleries at the jail annex, these inmates could contact counselors directly. Also, counselors were able to initiate contact themselves. All women inmates and those inmates under 21 years of age were seen routinely by counselors to determine whether or not they required assistance.

The Jail. The county jail is located in a downtown city area with easy access to the city and county courts. The jail annex is located 20 miles away in a more rural setting at the county penitentiary. According to the jail and jail annex statistics of the year 1971, these facilities held an average daily population of 359 inmates. The jail staff consisted of a superintendent, two assistants, 7 principal guards and 130 correction officers. The jail also had an infirmary with a doctor who visited and staff nurses on regular duty.

Community Resources. CPI's relationship with resources in the community was central to the program's goals and to its operations. CPI aimed to assist inmates with contacting family, legal, and social service resources. Contacting those resources, as will be discussed shortly, was an

integral part of CPI' service delivery both as an end in itself and as a means of solving problems of inmates.

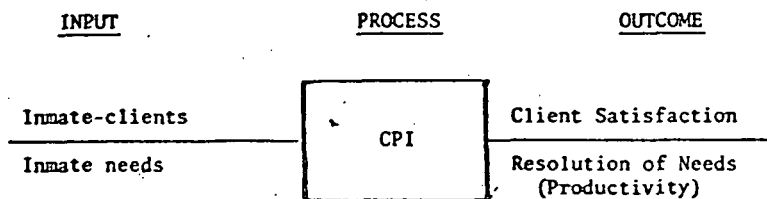
The aim of the CPI evaluation was to describe the services delivered to clients and to evaluate CPI' effectiveness in meeting its counseling and linking goals (Suchman, 1967). The research staff based its evaluation on a "system" view which conceived of a program as a system with interdependent sub-systems, such that the program was viewed as consisting of three interlinking parts (see Diagram 2).

Input refers to properties of the program or delivery system such as needs and clients. Process refers to events set in motion in relation to the input such as the problem-solving activities of the program (Katz & Kahn, 1966). Outcome refers to the results of the program in relation to program productivity and client satisfaction (Levine & Levine, 1973).

#### Statement of the Problem

Very few care-giving agencies enumerate, classify, or study the major variables of their delivery system. This dissertation is one effort to remediate this lack by describing and evaluating the CPI delivery system in a county jail from the following perspectives: 1) program accessibility to clients and program reputation in the jail; 2) the type of needs and clients being processed through the program; 3) the problem-solving resources used to resolve client needs;

Diagram 2. An Input--Process--Outcome View of CPI



4) the relatives' views of the program's functioning and effectiveness; 5) the guards' views of CPI and their own role in the delivery of service; 6) the evaluation of the production and satisfaction goals of a program; and 7) an analysis of the features of program and counselor functioning which relate to client satisfaction with the program's help.

Accessibility of CPI. "Accessibility" of mental health services has become a by-word of the community mental health movement. Experience has shown us that our traditional services tend to screen out the lower and lower-middle classes (Hollingshead & Redlich, 1958). People are also kept waiting for service because of the overwhelming demand.

Community mental health, in an attempt to rectify former inequities, tries to provide services to the previously neglected population--the poor--by removing existing barriers. CPI is one such effort. However, little if any research has studied a program's accessibility to potential clients. What human service delivery system knows the percent of potential clients who are aware of its services? Yet, mental health programs still implicitly assume potential recipient knowledge of their program and explicitly refuse to advertise their services.

The research staff assessed CPI's accessibility to its inmate-client population by gathering data to answer the following questions: Are potential clientele aware of the

program? How and what do CPI clients learn about the service? By what means and how soon after incarceration do clients contact the service? How responsive was the program regarding contacting people who asked for CPI aid? What are the views of fellow inmates and jail guards about CPI which may influence inmate use of CPI? This data was generated by development of a Counselor Record Form (see Method Section) and an Inmate Interview (see Method Section).

Inmate-clients and their needs. Client needs related to any service involves problems for which the clients' setting has no adequate solution. Further, it may be that the setting itself helps create the problems (Levine, 1969). Jail entails involuntary incarceration, physical and psychological separation from personal and community resources, and legal and social jeopardy which potentially create a crisis situation for most inmates (Goffman, 1961; Sykes, 1956). Inmates endure the stress of needs which they cannot meet, in part, because they are cut off from their daily network of situational supports.

The creation of the subject counseling service was predicated on this stress and on the practical needs of inmates. The implicit logic embedded in the jail counseling program was that:

- a) jail is a stressful situation for inmates,
- b) part of the stress is due to their inability to meet their practical needs,
- c) if the service helps them meet their practical needs, then it will help alleviate that stress.

This guiding set of assumptions for delivery of service marks a departure from the traditional mental health model. The latter would define an inmate being upset, for example, as that individual's intrapsychic anxiety and his personal inability to adequately cope with the situation. The problem and the treatment would be defined and administered with the emphasis on the client's intra-personal rather than on the setting's situational difficulties.

In contrast, the Counseling Program for Inmates (CPI) defined the stress as situational. That is, the person's practical problems arise, in large part, because of his incarceration in a holding facility and his consequent difficulty in mobilizing situational supports to solve the problems. Thus, the service was designed to primarily solve the practical problems. Relieving their clients' feelings of stress would be accomplished either through direct counseling or as a by-product of problem-solving efforts.

This study developed the Counselor Record Form (Appendix 1) which clearly defined the clients' problems being processed through the counseling delivery system. We will present a detailed account of the 1400 inmate needs presented to CPI counselors during a two-month data-gathering period. Those needs (listed from most to least frequent) were as follows:

- a) Need for Contact with Significant Others
- b) Legal Related Needs
- c) Getting Released from Jail
- d) Financial and Material Needs
- e) Counseling
- f) Internal Jail Needs
- g) Non-Legal Professional Help
- h) General Needs

Inmates, the target population, are experiencing those needs and likewise are being processed through the CPI program. Demographic data on each client was also generated by the Counselor Record Form.

Problem-solving resources. How a problem is defined dictates, in part, how it can be solved and what resources may be called upon to resolve it. Just as community mental health emphasizes problems-in-living or practical needs, so too does its belief system reflect the situational aspects of problem-solving. When a problem exists, any person (layman or professional) can be viewed as a potential resource to solve the problem and aid the person in need. Further, everyone with a problem exists in some relationship (however isolated or distant) to a helping network of personal resources such as family, friends, relatives and institutional resources such as schools, medical facilities, police, and welfare agencies.

Jail counselors, like community mental health workers, may play two major roles while trying to mobilize a resource network to remediate a client's need. While they may directly meet some client needs themselves, they will more

likely be involved in serving as a link between their client, his needs and a helping resource network (Garrison, 1974). The community mental health worker sometimes faces the awesome task of mobilizing an entire resource network in order to minimally maintain a disturbed person in the community. By contrast, the jail setting is already providing the minimum daily food and shelter supports. It is the jail counselors' responsibility to primarily serve as a link to that part of the personal or institutional resource network which may be of additional support to their clients.

Just as the inmates' problems were defined by the CPI as situational and existed in relation to a social network, so too do the CPI problem-solving efforts exist in a social network. Just as an inmate's incarceration in jail effectively cuts off or impedes use of his usual resources, so too does it become the CPI's responsibility to try and reinstate or initiate use of personal and institutional resources.

CPI, as any helping service, experiences supports and constraints in its problem-solving efforts. Supports and constraints arise in relation to the service's place and function in mobilizing itself and specific other resources to solve specific client problems. These supports and constraints will be examined in relation to both the success and the efficiency of the problem-solving efforts of CPI and the resource network.

This dissertation collected data on the Counselor Record Form on the entire network of problem-solving resources used by CPI counselors to remediate each particular need. Counselors enlisted their aid with problems which counselors themselves were unable to directly resolve. CPI served either directly as the "resolving resource" (agent capable of resolving the client's problem) or indirectly as the "linking resource" (agent which contacted a resolving resource capable of meeting the need). The problem-solving resources (listed from the most to least frequent) were identified as:

- a) Personal Resources
- b) Personal/Institutional Resources, i.e. Lawyer
- c) Institutional Resources, i.e. Social Service Agencies, Drug Programs
- d) Jail Counselor as Resource
- e) Other Resources

These resolving resources played a key role in CPI's delivery of service to its clients. Relatives of inmates emerged as the most commonly called upon resource group. Because of the emergent importance of the resource network, the research staff developed a Relatives' Interview (see Method Section and Appendix 7 for interview schedule) to learn more about CPI's relationship to this aspect of its problem-solving activities. Therefore, the research staff interviewed relatives to gain information about the relatives' contact with CPI counselors; about their views of the counselors' affiliation, concern and competence; and about their satisfaction and dissatisfaction with CPI's services.

Jail guards. Such incarcerating institutions as jails display an uneasy conflict between goals of security (preventing escapes and physical harm) and goals of treatment (helping inmates) (Barnes, 1954). This conflict between security and treatment goals may result in conflict between custodial staffs (guards, deputies) and treatment staffs (counselors) of this setting (McCleery, 1957).

Little if any research has examined custodial staff's views of the effectiveness of counseling programs such as CPI. Generating such information about guards' views would be valuable for two reasons. First, because of their responsibility for a jail's security, guards will have a prominent presence in any delivery of counseling service for inmates. Their cooperation throughout the counseling process will therefore facilitate a program's ability to satisfactorily aid its inmate-clients. Second, guards have a unique perspective to assess the effectiveness of a counseling program based upon their daily contact with inmates, both before and after the inmates' contact with counselors.

The research staff of CPI developed the Guards' Interview (see Method Section and Appendix 12 for interview schedule) to learn about the guards' views of CPI' effect on inmates, themselves, and the jail atmosphere. This analysis will include the guards' perspective of:

- 1) their own role in and relationship to CPI' delivery of

counseling services; 2) the counselors' effect upon inmate problems and inmate morale; and 3) CPI' advantages and disadvantages for jail staff and overall CPI impact upon the jail.

Production and satisfaction goals. Programs like CPI have two basic service goals of production and satisfaction (Levine & Levine, 1973). Production goals relate to the adequacy of the counselors' performance from the perspective of the program. The research staff developed the Counselor Record Form to assess how well CPI met inmate needs when counselors acted as the problem-solving agent or when they made the necessary links to resolving resources capable of meeting client needs.

Satisfaction goals, on the other hand, relate to the adequacy of counselor performance from the perspective of the inmate or client. The research staff developed the Inmate Interview (Appendix 4) to learn of the clients' assessments of CPI and its counselors. This interview generated clients' expressions of: 1) the degree of their overall satisfaction and dissatisfaction with the service; 2) ways CPI made a positive difference to them; and 3) ways the service could be improved. Clients were also asked to evaluate: 1) the counselors' treatment of them; 2) counselor concern and knowledge; and 3) counselor efficiency and responsiveness. In addition, the research staff did statistical analyses of these data to determine how client

satisfaction with CPI' help related to: 1) counselor performance and 2) counselor attributes.

In summary, this dissertation studies the basic components of a program's service delivery system in a county jail. The research staff of CPI developed instruments to assess the program's accessibility, determine client needs and problem-solving resources, learn of the views of different groups such as relatives and guards, and evaluate the program's ability to meet client needs and gain client satisfaction. The nature and development of the research instruments used to make these assessments will be presented in the next section followed by chapters detailing the findings of this study.

## CHAPTER I

### METHODOLOGY -- COUNSELING PROGRAM FOR INMATES

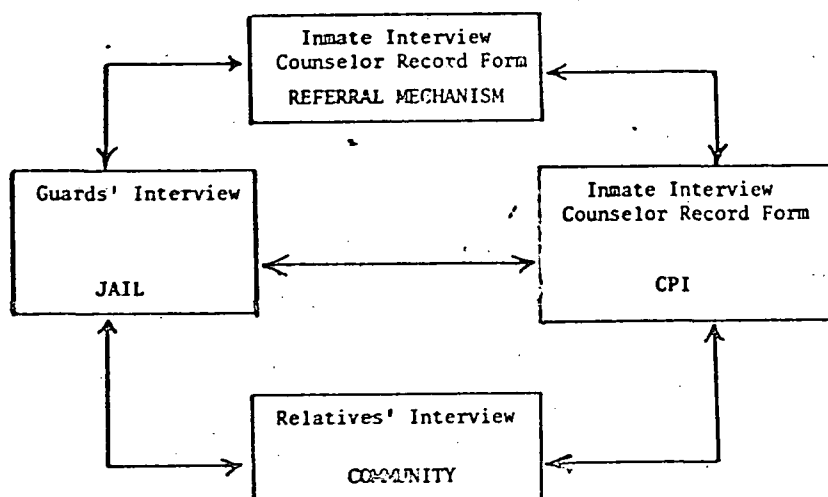
A systems framework was used for describing and evaluating CPI from the most important vantage points of the counseling delivery system. The research staff developed interview schedules which generated data about CPI from the perspective of the inmates, the relatives, and the jail guards (see Diagram 3).

The study's four major research instruments, in order of their chronological development, included the Counselor Record Form, the Inmate Interview, the Relatives' Interview, and the Jail Guards' Interview. This research, which began with the writing of the research proposal, was conducted for almost two years in the following chronology:

November, 1972	Research Proposal written
July -- September, 1973	Administration of the Counselor Record Form
August, September, 1973	Administration of the Inmate Interview
May, 1974	Administration of the Relatives' Interview
August, 1974	Administration of the Guards' Interview

The four methodological sections which will follow will provide a rationale for how and why these particular instruments and procedures for data-gathering were developed. More specifically, the nature of the data, the respondents,

Diagram 3. CPI System and Research Instruments



the data-gatherers, the instruments, along with potential methodological problems and methodological safeguards will be discussed. The first two sections of this chapter will discuss two instruments which were designed to gather data from CPI from the perspective of the counselor (Counselor Record Form) and from the perspective of the inmate (Inmate Interview). The last two sections will discuss two instruments which generated data about CPI from the perspective of the resource network the program mobilized to meet inmate needs (Relatives' Interview) and from the perspective of those who worked in daily conjunction with the counselors and inmates in the jail (Jail Guards' Interview).

#### Counselor Record Form Methodology and Limitations

The Counselor Record Form (Appendix 1) was designed to generate demographic data about CPI' clients and information about inmate needs, CPI' problem-solving resources, and the outcome of each problem-solving effort. Demographic data on clients included such items as sex, age, race, job, duration of employment and so forth. Data generated about the problem-solving process included a delineation of such client needs as for personal and para-legal counseling and assistance with legal, bail, and financial problems. The problem-solving resources which CPI used to solve these problems, such as family, friends, lawyers and legal and social service agencies, were also part of the Counselor Record Form. Finally, judgments could be rendered about

the success or failure of each problem-solving effort (see Appendix 2 for guidelines used to make these judgments).

Data-gathering. CPI counselors acted as the data-gathering agents. The research staff provided them with on-going supervision. The respondent population were CPI' inmate-clients. The counselors, as the service-providing persons, were ideally situated for data-gathering because of their regular contact with inmate-clients. The ample size of the counseling staff (14 members) allowed them to gather information from the 351 clients during the allotted data-gathering period; this would have been impractical for the small research staff.

#### Development of the New Counselor Record Form

Counselors had filled out a form prior to the one created for research purposes but its design<sup>1</sup> coupled with the incompleteness of the records were unsuitable for evaluative research purposes. Therefore, the research staff developed counselor record forms to obtain demographic information as well as data on inmate problems, counselor problem-solving actions, and the outcome of that problem-solving process. Also, counselors had not been held accountable for meticulous record-keeping and there was no central filing system with a cumulative index of clients.

---

<sup>1</sup> This former instrument contained no demographic information and was not explicit about the nature or resolution of an inmate's problem.

Therefore, procedures to insure accountability were initiated before the research team implemented the use of the new form.<sup>2</sup>

To gain the counselors' commitment to the task of gathering accurate information, the research staff sought their active involvement. The research staff asked counselors' advice on the design of the new instrument, held an orientation meeting to explain the new forms and answer questions, and, throughout the two month data-gathering period, held weekly meetings with individual counselors to go over the information on this instrument.

Research operations before counselor use of the new record form. The research staff asked counselors who had used the previous record form about the information which they had found of value. The research staff included some of the counselor suggestions while complying with the Survey Research Center<sup>3</sup> requirements for creating a form that contained readable and accurately coded material.

The research staff held an orientation meeting with the new counselors to discuss operational guidelines for

---

<sup>2</sup> The Social Work Supervisor, Ms. Lydia Keitner, spear-headed the effort to maintain an accurate record-keeping system.

<sup>3</sup> Survey Research Center personnel provided continual, on-going consultation which helped translate the information needs of the research staff into coded computer input that could be readily processed and extracted as reliable research data.

using the revised Counselor Record Form. Counselors voiced concerns about the confidentiality of the material, and were assured that only the research staff would see the records.

Counselors also wondered what to do if they found that asking for certain information might disrupt their rapport with a client. They were told that if their interview would be impaired by pursuing a response, then they should not be overly persistent. However, in practice, this problem arose infrequently.

Operations after counselor use of new record form. The regular weekly record-keeping meetings between researchers and counselors encouraged both to shoulder this burdensome task. These face-to-face sessions helped everyone to understand better the differing priorities of counselors and researchers. From a research perspective, it allowed the research staff to have continual contact with events occurring in the field and, more importantly, to understand the problems faced by counselors. The research staff also received feedback about the advantages and limitations of using the Counselor Record Form and in turn relayed to the counselors solutions their colleagues had employed to avoid difficulties. The counselors also felt that these sessions allowed them to comply with the requirements of the research component for the quality and consistency of needed information.

In brief, these weekly meetings created a viable structure which resulted in producing data under consistent conditions.

#### Limitations in the Use of the Counselor Record Form

The Counselor Record Form had a number of limitations due to weaknesses in the form itself, lack of conceptual clarity on some issues, and inadequate criteria for evaluating personal and legal counseling.

Limitations in the form itself. Limits of the form related to the researchers' inability to incorporate unintended consequences of counselor actions or to capture certain significant material which did not fit well into its format. For example, an inmate asked a counselor to call his mother to have her visit him in jail. The mother, when contacted, was too ill to visit but said that she would send her son some money and clothes. The request, as recorded on the counselor record form, did not accurately depict what was actually accomplished. In this case, the inmate's request for "mother to visit" would be judged to be unsuccessfully resolved and would not take into account the fact that the counselor's call resulted in money and clothes being sent to his client.

This form also failed to capture some significant emotional material about the counselor's work with his client. For example, a counselor may have had an intensive and meaningful counseling session with a client. Yet what

would be recorded on the counselor record form was comparatively "cold": "Needed me for personal counseling about problem adapting to being in jail." The research staff gathered information about such emotional elements from interviews with CPI clients.

Lack of conceptual clarity. The new forms had been in use a while before the research staff was able to distinguish clearly between "unresolved" and "unknown" outcomes or to articulate whether the inmate request required action or information on the part of the agent.

The research staff had conscientiously attempted to define what was meant by "unresolved" and "unknown" in the "Guidelines for the New Counselor Interview Form" (see Appendix 2). However, the conceptual distinction between the two did not endure, and required revision which could come only through the field testing of an instrument.

A resolution was originally defined as "unresolved" when:

The counselor has direct or indirect knowledge that the goal has neither been achieved nor blocked at a given point in time; Mission proceeding with more or less speed toward the desired goal (Guidelines, p. 4, Appendix 2).

"Unknown" was originally defines as: "The counselor took action to attain the goal but has no direct or indirect knowledge of the status or outcome with regard to the goal (Guidelines, p. 4, Appendix 2).

The problem with these original definitions was that they did not specify from whose point of view the problem was unresolved. The research staff learned that counselors did not have close enough contact with agents to know whether or not their actions were still in progress. Furthermore, it was decided that what was most important to determine was whether or not the counselor was still working on the problem. If the counselor was still working on resolving the problem, then his actions were "unresolved". After due consideration, it was finally agreed that "unresolved" meant that the jail counselor himself was still working on remediating the need and not the other agents. "Unknown" then became defined as a situation in which the counselor had stopped working on the problem but did not have knowledge of the outcome.

Inadequate criteria to evaluate personal and legal counseling.

Criteria were not developed to ascertain the resolution of personal and legal counseling. The research staff would ask whether the counseling session seemed to make a difference to the inmate or whether the inmate seemed to feel more at ease about the issues discussed. Unfortunately, this very subjective definition of resolution in conjunction with an activity as amorphous as "counseling" proved to be inadequate. This area of inmate needs was the only one in which clear-cut research staff judgments were never rendered and where subjectivity and unarticulated criteria reigned.

### Methodology: Inmate Interview

The purpose of the Inmate Interview was to measure consumer response to a number of production and satisfaction dimensions of CPI' functioning.<sup>4</sup>

#### Goals of Production

1. The degree of success CPI had in resolving each need
2. The degree to which counselors effectively performed their linking role

#### Goals of Satisfaction

1. Clients' satisfaction with their counselors' attitude and manner, knowledge and skills
2. Areas of CPI performance which made a difference to clients
3. Ways in which the service could have been more helpful or could have been improved
4. Clients' attitudes about re-using the service in the future

Safeguards to minimize methodological problems and biases related to the interview were built into the selection of interviewing personnel and the nature of the interview schedule and instructions. We tried to minimize interviewer bias by using only researcher-interviewers who would have much less self-interest in the results of the interviews than do counselors. Further, during role-playing

---

<sup>4</sup> The distinction between goals of production and goals of satisfaction was cited in a mimeographed paper by Drs. Murray and Adeline Levine entitled, "Change in organizational settings: A diagnostic framework."

and pre-testing of the interview schedule, emphasis was placed upon our strong interest in both the respondents' positive and negative responses to CPI. Finally, the interviewer introduced himself to the respondent as a researcher who wanted to evaluate CPI's effectiveness rather than as a counselor-interviewer who wanted to hear favorable comments about his personal counseling efforts.

The instructions to the respondents and the content of the interview schedule also conveyed to the inmate-respondent our desire to ascertain their feelings about both the effectiveness and the ineffectiveness of the service. The instructions stated that, "We are interested in learning about your experience with the Counseling Program for Inmates. Your answers to our questions can help to either improve the present service or replace it with a more useful program." The body of the interview schedule was also well-balanced with regard to asking them about their negative as well as positive views about CPI. Great care was taken in both the phrasing and sequencing of the questions.

Ordering of questions. The questionnaire was designed so that respondents would feel at ease not only with the more descriptive and straightforward questions at the beginning of the interview schedule but also with the ensuing, more difficult ones which required their assessments of the effectiveness and value of CPI.

Pre-test phase. A pre-test version of this interview was submitted to the Superintendent of the jail (now called holding center) for his information and suggestions. The research advisor discussed the interview schedule with him before the actual pre-testing. While this meeting prompted no changes in the interview schedule, a pre-testing of the interview on nine inmates<sup>5</sup> led to revisions in the instrument (see Appendix 4 for the Inmate Interview schedule).

#### Administration of Inmate Interview

Subjects. The research staff interviewed a sample of 100 inmates (75 males and 25 females).<sup>6</sup> These 100 respondents were drawn from a population of 351 inmates who were counseled by the CPI during the two-month period from early July to early September, 1973.<sup>7</sup> Four criteria were used to determine eligibility for the interview:

1. complete or near-complete demographic data was available on the individual
2. the client presented at least one problem, need or request to be worked on by the counselor

---

<sup>5</sup> Mr. Emanuel Lucero, a CPI staff member, was most helpful in administering the pre-test of this interview and suggesting changes based on that pre-test.

<sup>6</sup> James Gauthier, Louis Ferreri, and Jean Kizilbash administered almost all the inmate interviews.

<sup>7</sup> This time period was the first two month segment during which the new counselor record forms were in use.

3. the counselor had to have had some minimum amount of time to work (successfully or otherwise) on the client's requests -- the inmate's response to the quality of service delivered by the CPI would then be meaningfully based
4. respondents were then interviewed in proportion to the case-load of the individual counselors;<sup>8</sup> prospective interviewees were drawn upon receipt of the completed counselor record forms, until the allotted sample of each counselor was completed, with a minimum of 4 respondents taken from each counselor.

Procedure. The 100 subjects in the sample were drawn from the CPI population of clients during the two month data-gathering period. They were interviewed at the county jail and at the jail annex. Both open-ended and closed-ended questions were read by the research staff to each respondent. The inmate's responses were immediately recorded on the printed schedule. Interviews ranged in duration from 15 minutes to an hour and averaged about 30 minutes apiece.

#### Coding Schemes for Inmate Interview

Developing the coding schemes for the open-ended questions of the inmate interview involved creating categories that would serve two purposes. First, they had to encompass the vast majority of responses. Secondly, the categories had to shed conceptual light on the nature of the CPI, the performance of its counselors, and inmate's views of the effectiveness and value of its services.

---

<sup>8</sup> Clients from two counselors who had not begun working at the very beginning of the data-gathering period were excluded from this sample.

The coding schemes underwent numerous revisions over a three month period. The series of revisions to the coding scheme was necessary to absorb data received from inmate responses into an evaluation framework capable of measuring CPI effectiveness.

Steps involved in developing coding schemes.

1) One research staff member designed a tentative code for each open-ended question.

2) When the responsible staff member had worked out a tentative code for a question, he then proceeded to code 25 to 50 responses. This coding was checked against coding done by one or two of the other research staff members to determine the percentage of rater agreement. This process was called "checking against an inside rater" ("inside" meaning another member of the research staff). An 85 percent rater agreement was the standard of acceptability applied to this coding check.<sup>9</sup>

3) When 85% rater agreement was achieved, the codes were checked and rated against an uninvolved or outside rater ("outside" meaning someone who was not a member of the research staff).<sup>10</sup> This step was taken as a precaution against inside rater bias. Because the inside raters had worked so closely together for such a long period of time,

---

<sup>9</sup> The rater-agreement tables are in Appendix 5.

<sup>10</sup> We would like to thank Ms. Mercedes Wolff, Ms. Lynn Gauthier, and Ms. Lisa Richer who served as outside raters.

there was a possibility that they had learned to predict each other's coding behavior.

Another reason for checking with "outside" raters was to discover whether or not the instructions and the various categories were clearly distinguishable. With "outside" raters, the goal was to achieve a 70% rater agreement with responses coded by the inside raters.<sup>11</sup>

4) After achieving at least a 70% or better agreement with an outside rater, the research staff proceeded to code the responses of the 100 respondents in their entirety. This coding was then checked a final time by the staff member who had served as the other inside rater. This last check allowed the raters to arrive at some kind of agreement as to the placement of the remaining responses which contained an element of doubt.

5) A codebook<sup>12</sup> containing final coding schemes and instructions for coding open-ended questions was developed for the dual purpose of documenting these schemes and as general guidelines for the use of the Survey Research Center in data processing.

<sup>11</sup> Interestingly enough, "outside" rater agreement often exceeded "inside" rater agreement and in several instances surpassed 90%. This phenomenon perhaps can be explained, in part, by the fact that these "outsiders" tended to follow the instructions written for each category more closely because the material was fresher for them.

<sup>12</sup> The codebook for the innate interview is placed in Appendix 6.

### Methodology of Relatives' Interview

The Relatives' Interview (Appendix 7) was designed to gather data about CPI' relationship to the most frequently contacted segment of its resource network, the relatives of inmates. This interview generated the following data about the relatives' views of CPI.

- 1) The relatives' assessment of their basic contact with CPI:
  - a. the nature of that contact
  - b. the relative's view of the counselor's affiliation, concern and competence.
- 2) The relatives' assessment of CPI additional assistance:
  - a. the nature of that added aid
  - b. the relative's view of areas of satisfaction, meaningfulness, and dissatisfaction with the service.

The interview was conducted by the researchers via telephone, after a thorough pre-testing of the instrument.

### Pre-Test and Changes Based Upon Pre-Test

Instrument development. The relatives' interview schedule was developed in a way that helped interviewers gain familiarity with it by role-playing interviews among themselves. This experience both sharpened their skills and enhanced their confidence, and refined the instrument.<sup>13</sup> The interview schedule was also formally pre-tested on 19 inmate

---

<sup>13</sup> This instrument was also submitted to the project director, Mr. Norman Rosenberg, for his suggestions.

inmate relatives by the research staff to check its smoothness of flow and its length and format.

The pre-test surfaced three problems that had to be resolved before administering a final relative interview schedule: first, a problem of reaching respondents who were not readily accessible; secondly, a lack of respondent recall; and thirdly, a need for weighting questions to take into account the relative's brief contact with a counselor.

Changes based on the pre-test. To solve the first two problems, the research staff formulated interviewer guidelines (Appendix 8) to ensure uniformity of interviewer effort and enhance the potential for success in contacting and interviewing relative respondents. It was hoped that making telephone calls at different times of the day on two different days would allow for contacting those relatives who are never at home at certain segments of the day or may not be at home on one day but be available on a second day. The guidelines also provided interviewers with information about CPI' contact with the relative to help refresh the respondent's recall.

Solving the third problem raised by the pre-test required re-structuring the interview schedule to include exit points commensurate with two different levels of the brief relative-counselor interaction. First, for all those respondents who remembered their contact with CPI, a sequence of questions was asked regarding the nature of that initial

contact. Second, for the sub-set of those respondents who established an agreement with the counselor to provide them with additional help, further questions were asked to discern the overall meaningfulness, satisfaction, and effect of their contact with CPI.

#### Administration of Final Relatives' Interview

Subjects. A list was generated of 117 possible respondents who represented the relatives directly contacted by counselors during a three month period extending from February to April, 1974.<sup>14</sup> The 95 relatives not contacted during the pre-test represented a census of all those relatives with telephone numbers and completed Counselor Record Forms.

Procedure. Three interviewers<sup>15</sup> attempted to interview by

<sup>14</sup> The following criteria were applied for choosing the particular time period (February to April, 1974) from which the census of relatives was to be drawn:

- a. completed Counselor Record Forms existed for this time period for a sufficient number of instances which included counselor contacts with relatives. This was necessary in order to compile an extensive list of potential interviewees, taking into account the substantial drop-out rate found during the pre-test.
- b. because of the large counselor turnover during winter and spring it was important that the time period chosen would include relatives who were contacted by a large percentage of counselors who had worked during that school year (between September, 1973 and May, 1974). This large percentage of counselors would avoid undue biasing of the data which may have been due to a disproportionate representation of a few.

<sup>15</sup> Thanks is due to Lisa Richer, Felice Taub, and Steven Walfish who did such a fine job of interviewing.

telephone all 95 relatives not contacted during the pre-test phase.

Interview schedule. The interview schedule was a structured instrument composed of a total of 22 open-ended and closed-ended questions with two exit points. Depending upon the exit point used, interviews ranged from two to eight minutes.

#### Coding the Relative Interview

Three basic steps were involved in developing the coding schemes for the relatives' interview:

- 1) One research staff member developed the code for a given question.
- 2) That staff member then coded all responses within that tentative coding scheme. This coding was checked against another staff member's coding to establish the percentage of agreement. An 85 percent agreement was the standard to be applied to such a coding check (see Appendix 9 for a table of rater agreement).
- 3) A codebook (Appendix 11) containing final coding schemes and instructions for coding was written.

#### Methodology of Jail Guards' Interview

The Guards' Interview was developed to explore the jail staff's role in and view of the CPI' delivery system. An interview schedule (Appendix 12) was formulated to gather the following information:

1. Jail staff's function in CPI' counseling delivery system.
  - a. Jail staff's functions in the referral process.

- b. Jail staff's views of the types and legitimacy of inmate needs.
  - c. Jail staff's views and determination of the possible overlap between their functions and the counselors' functions.
- 2. Jail staff's evaluation of the Counselor-Inmate relationship.
  - a. Jail staff's evaluation of counselor concern, and counselor effectiveness in relating to inmates and their problems.
  - b. Jail staff's evaluation of the program's effect upon the inmates' feelings and morale.
  - c. Jail staff's suggestions for improving the services and response to whether or not they would continue the counseling service in the jail.
- 3. Jail staff's views of their face-to-face relationship with counselors.
  - a. Jail staff's views of how well counselors treat them and how well counselors understand jail rules.
  - b. Jail staff's views on their resulting advantages and disadvantages from CPI's presence in the jail.

To avoid disrupting the guards' duties, an interview schedule was constructed which limited administration time to less than one half hour. In addition, so that guards would experience a minimum of evaluation threat, the research staff expunged from the schedule any questions which could even remotely be construed to reflect upon the guards' competence. For similar reasons descriptive questions which were less likely to make the deputies uncomfortable were asked at the beginning of the interview schedule and other questions requiring judgments about inmates, counselors and

the counseling program's effectiveness followed later.<sup>16</sup> The research staff also addressed a memorandum (Appendix 13) to the guards to inform them in advance of the nature and timing of the interviews.

#### Administration of the Guards' Interview

Subjects. A total of 41 guards<sup>17</sup> from the first shift and 24 from the second shift. Interviewees consisted of jail guards who had adequate contact with CPI to be able to respond to questions from an experience of several months or more. Court deputies who work in the jail only during the summer were generally not interviewed because of their lack of experience with CPI and the third shift of guards (12 a.m. to 8 a.m.) was not interviewed for the same reason.

Procedures. Three interviewers<sup>18</sup> interviewed the guards during the third week of August, 1974 at the jail. The interview schedule (Appendix 12) consisted of 41 open-ended and closed-ended questions. Interviews averaged about 25 minutes in duration and ranged from 20 to 30 minutes.

---

<sup>16</sup> Mr. Frank Festa, Superintendent, was very cooperative, reviewing preliminary versions of the jail staff interview schedule and allowing us to conduct the interviews of his staff without change in the schedule.

<sup>17</sup> We thank all the jail guards who cooperated so fully in responding with thoughtful answers to the questions.

<sup>18</sup> Louis Ferreri, Christine Miller, and Richard M. Balaban conducted the interviews.

## *RESULTS*

## CHAPTER II

### CPI ACCESSIBILITY TO POTENTIAL CLIENTS AND OPINIONS OF FELLOW INMATES AND JAIL STAFF ABOUT CPI

CPI, like any program can most effectively function when potential clients are aware of its services. CPI's accessibility can be assessed in regard to four criteria: 1) the percentage of its target population who are informed of its presence and function; 2) the quickness with which the clients have contact with CPI; 3) the responsiveness of CPI to client referrals; and 4) the climate of opinion regarding CPI among fellow inmates and guards.

Potential clients' awareness of CPI. The jail's relatively small and densely concentrated population would seem to facilitate communication about the presence and purpose of a program within it. Yet, the most striking finding of an informal survey of inmates in June of 1972<sup>1</sup> discovered that only nineteen (27%) of the seventy inmates interviewed were even aware of CPI's presence. This sampling of inmates included both: 1) participating inmates i.e. those who knew of and used the service; and 2) non-participating inmates i.e. those who may or may not have known of CPI and had not used it. Therefore, a service's mere presence in a jail setting for over six months does not guarantee that a substantial proportion of the population will have heard of it let

---

<sup>1</sup>This sampling was done by Dr. Vaughn Stapleton and Mr. Norman Rosenberg.

alone made a considered judgment about using it.

Learning of the need to advertise its existence, CPI displayed posters inside the jail. Jail personnel distributed an information sheet describing CPI's purposes to all inmates as they entered the facility. Business cards were printed which contained CPI's telephone number, address, and the counselor's name.

The service had advertised itself and operated for another year in the jail when the present research staff, in August of 1973, conducted a survey among 22 non-participating inmates. This study revealed that among non-participating inmates, those who were aware of CPI had markedly increased to 64% (14 of these 22 inmates).

How much of the inmates' increased awareness of CPI was due to the service's advertising efforts? Interviews with 100 participating inmates (those who had had contact with CPI)<sup>2</sup> and the 22 non-participating inmates revealed that six of fourteen non-participating inmates and 30 of 100 participating inmates first learned about the service through CPI's posters and information sheets.

How participating inmates first contacted CPI. The request slip system was the most frequent means (58%) inmates used to initiate their first contact with CPI. This figure is not surprising. Most CPI clients were male inmates residing in the downtown jail. However, it does point out that the formal means set up for inmates to contact CPI was being heavily utilized. Counselor-initiated contacts with clients was the second most frequent means (28%) of first contact. Guard referrals accounted for 7% of the first contacts.

---

<sup>2</sup> The participating inmate interview schedule is located in Appendix 4.

How soon was client contact established with CPI? CPI' accessibility may also be judged by whether or not inmates availed themselves of the service shortly after their arrest and arrival at the jail and how responsive CPI was to inmate referrals.

The research staff gathered data on how quickly contact was established with CPI either by inmate request or by CPI initiative. Data from the Counselor Record Form<sup>3</sup> showed that 132 clients or 37 percent of 351 clients seen by CPI during the two month data-gathering period (July 2 to September 9, 1973) had either requested help or were contacted automatically by a counselor within three days of their arrest and arrival at the jail. Fifty-six percent (or 195) were seen within a week of arrest, and 270 or better than 75 percent were seen within one month of their incarceration. The remaining 81 (23%) inmates did not come into contact with CPI until afterwards.

In addition, counselors responded swiftly to requests for contact. A sample of 670 time periods between date of request and date of meeting with a counselor revealed that 388 contacts (58%) were established with a counselor the same day as initiated. A total of 505 contacts or 76 percent involved inmates seeing a counselor within 24 hours of either requesting help or at the initiative of CPI, and 601 contacts or 90 percent were established within 3 days of request. In contrast, only 52 or 8 percent of requests for contact were met after 4 days of initiation. Of the 17 (2%) remaining instances, no information was available on 14 while 3 involved counselor visits which were made without a request by an inmate.

---

<sup>3</sup>The Counselor Record Form is in Appendix 1.

In short, CPI accessibility was reflected by the fact that more than a third (132) of all participating inmates were seen within 3 days of their arrest and a majority (56%) were seen within a week of their arrest. Further, the great majority (90%) of inmate requests for CPI contact were responded to within 3 days.

Fellow Inmate and Jail Staff Opinions Influence  
CPI Accessibility

While inmates often heard of CPI through its posters and information sheets, another large percentage of inmates heard of it through informal communication with guards and fellow inmates (inmates with whom participating and non-participating inmates discussed CPI). Informal communication with fellow inmates was the most frequent source of initial information about the service for both non-participating inmates [43%(6/14)] and for participating inmates [39%(39/100)]. The jail staff initially informed an added 16% of the participating inmates (no non-participating inmates became aware of CPI by guards).

Fellow inmates' and jail staff's role in initially informing both participating and non-participating inmates about the CPI may have influenced their decisions about using and evaluating the program. Therefore, it was important to find out whether fellow inmates and guards communicated about CPI in predominantly positive or negative terms.

What fellow inmates communicate to CPI clients about CPI. The research staff interviewed participating and non-participating inmates to

determine what fellow inmates and jail staff had said to them about CPI.

Two-thirds (67%) of the 100 interviewed participating inmates stated that they had talked with other inmates about CPI, while 54 inmates reported overhearing fellow inmates talk about it. A total of 162 comments were reportedly made by fellow inmates through these two means of communication.

Seventy-seven (48%) comments about CPI were of a positive nature. By "positive," it is meant that the respondent reported that other inmates had made favorable reference to or that other inmates view CPI as being helpful to inmates in the sense of meeting their needs.

Responses attributed to fellow inmates revealed their satisfaction with their counselors' quick actions in dealing with their problems and informing them about what was happening. For example, several inmates said "memo notes [were] sent up the same day," and that the counselors are "good and efficient." These inmates indicated that their friends had spoken highly of the service: "Everybody on my gallery is satisfied with them."

In one particular instance, an inmate stated what he and other inmates felt about the service:

They like the service; [it is] one of the only ways for people to get help here. If it would be cut out it would be bad for some inmates because they wouldn't be able to find out from someone else ... lawyer can't make it all the time. I think the service has improved things a lot.

[When] people first told me about the service, [I] first felt that counselors wouldn't be interested or be able to help out. [Like] some kind of program that they first had. Now it is different.

That's why I came up here. I was sleeping and came up because [the] guard said, "This fellow wants to talk to you about the Counseling Program for Inmates." So I said yes. And if no one says anything about it, no one will know what good it does.

An additional 54 (33.4%) of fellow inmates' comments provided "referral" information to participating inmates about the CPI. "Referral" information was defined as exchanges of information regarding CPI, its utility in making outside contacts, and recommendations of using the service. According to many of the comments of fellow inmates, one of CPI's most vital functions was to help people establish and maintain contact with persons in the outside community. Such contacts are particularly useful "because you can't take care of everything in one call."

In contrast, seventeen of the reported comments were negative or critical either of the service or of its counselors. For example, one of the inmates said, "Legally [the counselors] don't know what they're talking about." Another inmate felt the service was "inefficient"; still another said that the inmates had little faith in it.

The remaining 14 comments attributed to fellow inmates were predominantly neutral with regards to CPI or unresponsive to the issue of the CPI's reputation.

In summary, a total of 121 (51%) of the fellow inmate responses were positive (i.e. favorable evaluation or referral information). These comments were likely to encourage inmates to use the service. On the other hand, 17 of the reported comments were of a negative nature and likely to discourage either using or positively evaluating CPI. The remaining responses were either neutral or unresponsive to the question of what fellow inmates stated about the service.

What Fellow Inmates Communicate to Non-participants about CPI. The non-participating inmates were similarly questioned about whether or not they had discussed CPI with fellow inmates. Of the 14 non-participating

inmates who had heard of the service, seven had such discussions. Six of the seven responses given were positive. One inmate was unable to remember what was discussed. Three inmates were told that CPI was a good organization or that it helped get in touch with people. Two referred others to the service and one was told by another inmate that he had contacted CPI. Although the sample was too small to allow any conclusions to be drawn, the overall response to this question was positive.

#### What Jail Staff Communicate to Inmates about the Value of the Service.

Twenty-one percent (21/100) of the interviewed participating inmates reported that they had talked directly with the jail staff about CPI. Another 12 inmates reported that they had only overheard discussions about CPI. A total of 43 jail staff comments were reported.

Thirty-five of those comments (81%) were either supportive of CPI or contained referral information about the service. One inmate explained [the guard said] "Send a slip in -- within 48 hours you should know." The jail staff most commonly gave referral information such as recommending the service to an inmate. Such referrals accounted for 27 of these 35 comments. The following statement attributed to jail staff may perhaps have been indicative of the interviewee's expressing himself about CPI: "It helps the inmates -- a person can really get torn up being here."

In contrast, 3 of the comments revealed negative opinions concerning CPI. For example, counselors were "mostly good, some bad" and as one respondent mentioned, "They don't dig anything that help[s] inmates." The remaining comments were either neutral or unresponsive to this issue.

In contrast to the participating inmates, not one of the non-participating inmates reported having spoken with jail staff about the service. It was the impression of the research interviewers that the non-participating inmates were less cooperative and more intransigent than the participating inmates. This type of attitude may partially account for the lack of communication with jail personnel. Another indication of the lack of cooperation by non-participating inmates was the fact that of 29 contacted, 7 refused to be interviewed by CPI.

In short, while participating inmates reported that positive comments and referral information by jail guards greatly outweighed the negative ones about CPI, non-participating inmates reported that they had never spoken with jail staff about the service. Once the inmate had become aware of the existence of the service, particularly if positively predisposed toward it by comments of fellow inmates and jail staff, contact with the service was facilitated.

### CHAPTER III

#### CLIENT NEEDS AND PROGRAM PROBLEM-SOLVING RESOURCES

The Counseling Program for Inmates was created specifically to aid the inmate with practical, personal and legal problems of his incarceration. When an inmate with needs became aware of CPI and made contact with a counselor, that counselor either met those needs himself or linked the client's needs with other problem-solving resources. This problem-solving process involved: 1) identifying the inmate's needs, and 2) specifying the problem-solving resources to remediate these needs.

For each client contact needs, problem-solving resources and demographic information were recorded on the Counselor Record Form (Appendix 1). In this section, we shall present a short description of the nature of CPI clients and a detailed accounting of the inmates' needs and the program's problem-solving resources, as derived from this record form.

CPI clients -- who are they? The clients seen by CPI were predominately male (77%). The majority were Black (53%) although a substantial percentage was White (43%). They tended to be single (56%) and under 29 years of age (74%). Similar to results of another study (Anderson and Davidson, 1937), CPI clients did not have a stable, independent economic situation. Only one-third were employed at the time of their

arrest. About one-fourth (23%) of these had worked for a year or more at their last job. As a further indicator of shaky economic status, almost half (46%) could not raise bail of \$1000 or less. Further, only one-fourth could afford to retain their own counsel.

### Client Needs

Inmates, while waiting to be released or to appear at a trial, have numerous needs. The 1407 needs expressed by inmates during the two-month data gathering period (July 2 to September 9, 1973) can be divided into eight major categories. Table 1 identifies these categories and the relative frequency of occurrence of each with respect to total needs.

The eight areas are discussed individually below, in the order of their relative importance to the inmates. Each of the areas is further divided into several sub-groups which delineate the principal themes of that category. The figures cited in the subgroup sections are expressed in terms of the needs falling within the subgroup as a percentage of the needs in that category. (The only figures stated as percentages of total needs are those contained in Table 1.)

#### I. Need for Contact with Significant Others [417 or 29.6% of total needs]

##### A. Face-to-face contact

Having outside individuals visit the inmate or come to court were the most frequently stated needs of inmates, accounting for 296 (71%) of contact needs. Visits were the only link an inmate had with the outside world.

Visits also served as catalysts for meeting other inmate needs, both legal and personal. Visitors were able to help the inmate with

TABLE 1  
FREQUENCY DISTRIBUTION OF INMATE NEEDS  
PRESENTED TO CPI

Needs Category	# Needs	% of Total Needs
1. Need for Contact with Significant Others	417	29.6%
2. Legal Related Needs	370	26.3
3. Getting Released from Jail	279	19.8
4. Financial and Material Needs	165	11.9
5. Counseling	92	6.5
6. Internal Jail Needs	24	1.7
7. Non-Legal Professional Help	18	1.3
8. General Needs	42	3.0
	1407	100.1% <sup>1</sup>

<sup>1</sup>Deviations from 100% are due to rounding.

problems which he would normally solve for himself. In addition, the presence of family and friends provided the inmate with emotional support.

#### B. Indirect contact through the jail counselor

Jail counselors were asked by inmates to help them communicate with various agencies or persons, and to provide for the welfare of or get information about persons of concern to the inmate (including family, friends and complainants). Such requests accounted for 121 (29%) of all contact needs. Counselors telephoned persons to inform them of the inmate's situation and needs. They made referrals to appropriate agencies (or to an inmate's personal resources). In one instance, a counselor took care of an inmate's pet until her client was released (when the SPCA would no longer do so).

### II. Legal-Related Needs [370 or 26.4% of total needs]

CPI clients were frequently apprehensive about such legal matters as obtaining counsel and the quality of legal representation. Inmates were also concerned about the progress of their cases.

#### A. Trial-related criminal matters

Securing legal representation and legal assistance with other trial-related matters constituted 355 (96%) of all legal-related needs. The most frequent requests were for information about legal action taken or the date of a court appearance, hearing or other legal proceeding. Counselors were also asked to secure counselors to determine whether or not such arrangements had already been made. Requests also concerned the financial aspect of retaining counsel.

## B. Non-trial and civil matters

The remaining 15 legal-related needs were for information or action on such civil matters as divorce, marriage, child custody and visitation, selective service, social security claims and so forth.

## III. Getting Released from Jail [279 or 19.8% of total needs]

Obtaining release was a primary concern of CPI clients. Inmates wanted the freedom to take care of their own legal situations and personal lives.

### A. Bail

The most frequent need within this category was to raise the designated bail amount or, if none had been set, to attempt to have it set. Bail matters accounted for 264 (95%) of all needs related to release.

Other requests involved seeking bail reduction or smoothing the way for property bail, bail bond or partially secured bail (property put up in place of cash). Counselors were also asked to find out the date on which the inmate was to be bailed.

### B. Release matters

Needs in this subgroup pertained to obtaining release from jail by means other than bail and accounted for 15 (5%) of release-related needs. For example, a detainee could be released into someone else's custody or on his own recognizance.

## IV. Financial and Material Needs [165 or 11.9% of total needs]

### A. Financial problems

Seventy-six (47%) of the requests involved financial problems,

particularly the need for money to purchase cigarettes and other goods while in jail. Counselors were occasionally asked to contact a client's employer in an attempt to preserve the inmate's job. This latter request, however, constituted a strikingly low percentage of financial needs, even given that only one-third of CPI clients were employed at the time of arrest. Perhaps the inmates felt that so notifying their employers would result in immediate job loss.

#### B. Material needs

Many inmates expressed a concern for safeguarding personal property and possessions during their confinement. These amounted to 53% (89) of all material needs.

In most cases, the requests entailed having someone bring the inmates clothes, eyeglasses, books or other property. Others focused upon having a trusted individual care for the inmate's belongings, save his mail, hold his furniture or ensure that various payments were made so that his possessions would not be imperiled.

While it was anticipated that difficulties would arise for inmates regarding tenancy, no such requests were received.

#### V. Counseling [92 or 6.5% of total needs]

##### A. Para-legal counseling

About one-third (34) of the 92 requests for counseling were for para-legal counseling. Clients sometimes sought information about legal procedure.

##### B. Personal-related counseling

Nearly two-thirds (58) of counseling requests were for personal-related counseling regarding matters both internal and external to the

jail setting. The bulk of these requests were for supportive counseling. The remainder focused upon domestic or family problems, personal problems within the jail or the inmate's life situation. One inmate was suicidal and required help to see him through a difficult period.

VI. Internal Jail Needs [24 or 1.7% of total needs]

A. Administrative action

Requests for administrative action constituted half (12) of internal jail needs. Some inmates desired to transfer to another institution. Others, who were about to be transferred, desired to remain at the jail. In a small number of cases, inmates who were absent without leave (AWOL) required information about when the military would pick them up.

B. Jail staff

Nine internal jail needs related to jail staff and conditions. Some inmates requested changing galleries or getting removed from solitary confinement. Other requests centered on the commissary, cafeteria and dietary procedures and the use of the telephone. Two inmates desired counselor help to insure that the mail was properly delivered. One inmate made a request with regard to mistreatment by the jail staff.

C. Other inmates

In three instances, inmates complained of mistreatment in the form of verbal or physical harrassment at the hands of other inmates. Where appropriate, the counselor approached the jail staff to seek remedial action.

VII. Non-Legal Professional Help [18 or 1.3% of total needs]

Requests by inmates for non-legal professional help were all for medical assistance. The most frequent request was for medical treatment or the filling of a prescription for medication or eyeglasses. Several requests were made for psychiatric help and for assistance with a drug-related problem.

VIII. Other Needs [42 or 3.0% of total needs]

The remaining inmate requests fall into four small subgroups which compose the "other" category.

A. Inmate eligibility for participation in other programs

This subgroup accounted for about one-third (16) of the "other" needs, and is concerned with eligibility for and certification to Narcotics Addiction Control Commission (NACC) or other drug-related programs. An inmate entering the jail as a drug addict could be certified to NACC and his sentence altered to one at a residential drug treatment center rather than a prison.

B. Disposition re military

Four inmate requests concerned military problems with respect to awaiting disposition or the processing of a discharge by a particular branch of the military service.

C. Referrals

Nearly half (17) of the 42 requests to counselors were to refer an inmate to an outside agency which could fill his needs or otherwise be of service to him.

#### D. Consultation

In order to meet five inmate requests, the counselor was required to consult with an outside person or agency such as Forensic Psychiatry.

#### Program Problem-Solving Resources

Once the counselor learned of the client's needs, he had to decide whether he was able to meet the need on his own or whether a more appropriate resource was available in the community. In some instances he could be of direct and immediate service by counseling or providing information. In others, the nature of the inmate's difficulties required the counselor to mobilize other resources. As a link to other resources, CPI made contacts at the inmate's request or on their own initiative to personal, institutional, and lawyer resources that could aid the inmate in resolving his problems.

The resources can be divided into five major areas which encompass the total of 1427<sup>2</sup> inmate requests for service during the two month data-gathering period (July 2 to September 9, 1973).

Table 2 identifies the five areas and the relative frequency of occurrence of each with respect to total requests.

The five areas are discussed separately below in the order of their relative importance. Each category, in turn, is divided into sub-groups which delineate the principal themes of that category. The figures cited in the subgroup sections are expressed in terms of requests falling within the subgroup as percentages of those in the parent category. (The only figures stated as percentages of total requests are

---

<sup>2</sup>This figure (1427) differs from the amount of needs because CPI contacts, on its own initiative, women and inmates under 21 years of age who sometimes do not express any needs.

TABLE 2

## FREQUENCY DISTRIBUTION OF RESOLVING RESOURCES

Resource Category		# Requests	% of Total Requests
I	Personal	555	38.9
II	Personal/Institutional-- Lawyer	358	25.1
III	Institutional	318	22.3
IV	Jail Counselor as Resource	187	13.1
V	Other	<u>9</u>	<u>.6</u>
		1427	100.0 %

contained in Table 2.)

I. Personal Resources [505 or 38.9% of total agents]

The client's personal resources were those with which he was familiar on a daily basis. These included family, friends, relatives, professional and business contacts of the inmate. Therefore it is not surprising that he looked to them as primary sources of help in resolving his practical needs, such as raising bail or safeguarding personal property, as well as his more individual needs, such as having people visit with him in jail or in court.

Personal relations (relatives, friends) were counted upon heavily to aid with 512 (92%) of these requests. Outstanding in this category were 127 (24%) requests to "mother."

The remaining 43 requests were directed toward business and professional contacts. Contacts with employers, landlords and places of business accounted for 28 requests; the other 15 requests were for aid from professionals such as doctors, psychiatrists, and clergy.

II. Personal/Institutional Resources--Lawyers [358 or 25.1% of total agents]

Lawyers, as a group, could not clearly be classified as either an inmate's personal or an institutional resource. An attorney retained by an inmate most closely approximated an inmate's personal resource. The inmate paid his fees, exercised his choice over who he wanted to represent him, and decided whether to continue with him if dissatisfied with his legal services. Therefore, the retained counsel could be considered to be the inmate's agent or advocate. On the other hand, Public Defenders or Assigned Counsel were not hired by the individual inmate. While they acted as his counsel they also worked for the state

and, in a pure sense, could not be said to represent solely the inmate's interests.

Requests made of lawyers were second in frequency only to inmate's personal resources. Two hundred-and-fifty (76%) of these requests to lawyers were either to Public Defenders (19%), Assigned Counsels (48%), or Legal Aid (3%) as the majority of clients were not in a financial position to retain private counsel. Only 87 (24%) of the inmates' requests were from inmates who could retain a private attorney. The remaining 21 were either to a lawyer's assistant or an unclassifiable lawyer.

### III. Institutional Resources [318 or 22.3% of total agents]

Legal agencies<sup>3</sup> were involved in various aspects of the inmates' legal situations. The law enforcement agencies (police and D.A.) had arrested and were prosecuting him. The Prisoner Release Program and bail bondsman were concerned with reducing and securing bail or release. Legal advocacy agencies, such as the A.C.L.U., were involved with issues of legal rights. The courts were the setting for the trial and prosecution.

Not surprisingly, legal resources comprised 216 (68%) of the requests to institutional resources, probably due to the fact that release and trial-related legal matters played such a prominent role in their lives. It seems logical that legal resources would also play an important role in meeting these needs.

<sup>3</sup> These institutional resources were primarily legal-related agencies (courts, police, probation etc.) and not lawyers although there may have been some "gray" areas that did not fit clearly into one or the other. For example, legal aid was listed under lawyers but could probably be considered as a legal-related agency as well.

Social agencies and drug programs accounted for far fewer requests than expected. Thirty-three (10%) were requests for contacts with programs dealing with addictive problems such as residential and outpatient methadone programs, drug rehabilitation and alcoholism programs. Social agencies such as YMCA, Children's Aid, Social Welfare, and Red Cross accounted for only 12 of the requests for help. These relatively small proportions may partly be due to the fact that inmates were concerned with getting out of jail and obtaining legal representation and assistance--other problems just had to wait.

The remaining 57 (18%) requests were directed to such internal jail personnel as the jail deputies, clerk, and superintendent. Generally, these requests related to questions inmates had about such matters as charges, court dates, bail or being transferred to other institutions.

#### IV. Counseling Program for Inmates [187 or 13.1% of total agents]

The CPI served two basic functions:

- 1) It directly met the needs of inmates as the problem-solving resource, and
- 2) It served as the inmate's link to other resources located either outside or inside the jail.

Functioning as the resolving resource, CPI provided the inmate with personal or para-legal counseling services or gathered or transmitted information for inmates. This information often related to legal research an inmate wanted, such as making photocopies of specific cases pertinent to the inmate's trial. At other times it related to the inmate's bail, court date, charges, and other legal information and did not require the counselor to make contact with other

resources. Rather, counselors, on their own, checked with either jail or court records (not necessitating contact with a clerk) to gather the needed information.

V. Other [9 or 6% of total agents]

The "other" agents category consisted of interpreters, investigators, and other role titles which could not be coded in the above four categories.

Summary -- Client Needs and Program Resources. As CPI's two major purposes were to meet inmates' counseling and practical needs, it was striking to find that only 6.5% of client needs involved counseling. In contrast, practical or non-counseling needs were overwhelmingly predominant. The high frequency of practical needs emphasized CPI's linking rather than counseling function. The most frequent client need was for contact with significant persons in the inmates' lives such as family and relatives. Help with legal, release, and financial and material needs also frequently concerned inmates. Therefore, the overwhelming majority of needs could not be met directly by CPI counselors. Rather, these needs required linkages with a resource network mostly situated in the outside community.

CPI served as the resolving resource with regard to only 13% of its clients' needs. Therefore, in order to help remediate the other 87% of inmates' needs, CPI served as an intermediary or link between the client, his needs, and the appropriate resolving resources. The most frequently utilized resources were personal (family, relatives, and friends); lawyers; and institutional resources such as social, drug, and legal agencies. CPI's efforts to mobilize a network of personal,

legal, and institutional resources on behalf of its clients becomes crucial to understanding the program's function and effectiveness. The next chapter presents a more in-depth view of the network from the perspective of the inmates' relatives.

## CHAPTER IV

### THE RESOURCE NETWORK OF CPI -- THE RELATIVES' PERSPECTIVE

An unsuspected centrality of CPI's dependence on a resource network to solve inmate problems emerged from the data on inmate needs and program resources. CPI, as originally conceived, anticipated that counseling would play at least an equal role with solving practical problems by linking to an external resource network. The inmates' requirements for counseling was one of their least frequent needs (6.5%). In practice, therefore, linking rather than counseling became the CPI function most demanded and utilized by its clients.

In the overwhelming majority of cases (87%), a personal, lawyer, or institutional portion of the resource network was called upon to meet the inmates' needs. Therefore, the counselors' chief and emergent responsibility lies with contacting the appropriate external resource and encouraging that person or agency to resolve the inmates' needs.

Because of the importance of the resource network, the research staff interviewed "family members" (family and relatives of inmates) who had contact with CPI during the three-month period which was two to five months prior to the interviewing. It was hoped that these relatives would provide useful information about the program's functioning and effectiveness in mobilizing a resource network to meet its client's needs. The interview schedule (see Appendix 7) was designed to gather

information on two major subjects:

1. The relatives provided their views of the counselors' contact, affiliation, concern and competence.
2. The relatives who received assistance beyond the basic contact commented about the nature, satisfaction, and meaningfulness of that CPI aid.

The research staff compiled a list of 95 potential relative interviewees from the Counselor Record Forms. Fifty-eight (61%) of these 95 prospective interviewees were successfully contacted by the research staff.

Usually, a counselor's contacts with relatives consisted of a few brief telephone calls two to five months prior to the interviews. Still, CPI's effect was strong enough during the crisis that the majority (42) of these 58 relatives recalled their short and somewhat distant contact with the service. Forty of these 42 relatives who remembered the counselor's telephone call proceeded to complete the interview. The other two did not complete the interview.

The relatives' recollection of their contact with CPI may be related to the fact that those remembering had more recent contact with the program than those who did not. However, no relationship was found between the time elapsed since the relative's last contact and their memory of that contact (see Appendix 10).

The forty relatives who remembered their contact with CPI were then asked to describe that contact and express their opinions about the counselors' affiliation, concern, and competence.

#### Relatives' Perceptions and Evaluations of CPI's Basic Contact

CPI's linking function with the resource network incorporates three steps in a problem-solving process. First, CPI tried to establish

contact with the resolving resource such as a relative. Second, CPI informed the resource about the inmate and his needs. In the third step, which only occurs in some instances, CPI provided the resolving resource with an opportunity for "additional assistance." Such added aid may have taken the form of providing facilitative information to help that resource meet the inmate's needs or counselor action to aid either that agent and/or the inmate.

These major CPI functions of establishing the basic contact versus providing additional assistance created two different groupings of the 40 interviewed relatives. One group was composed of 31 "contacted relatives" who received no further assistance. The second group was composed of nine "additionally-assisted" relatives. Beyond their basic contact, counselors had either offered or were asked by these relatives to provide additional assistance.

All 40 relatives gave their impressions of CPI functioning during the basic contact. Their views were explored with regard to their first contact with the CPI counselor, as well as the relatives' evaluation of counselor affiliation, concern, and competence.

First contact with counselors. Since first impressions are often so important, relatives were asked to state what occurred during their first encounter with the counselor. All 40 relatives described their first meeting with the counselor in terms of the inmate's needs relayed to them by the counselor. The most frequent of those needs involved informing the relative of the client's incarceration, discussing bail and release matters, delivering information and messages between relatives and clients, and relaying other practical needs of the clients.

A surprisingly large proportion (10 or 1/4) of the 40 relatives

indicated that it was the counselor who had first informed them of the client's incarceration. Therefore CPI's function of informing relatives about the client's situation became a crucial first step in the mobilization of the resource network. An equally large number of relatives (10 or 1/4) related that bail and release matters were discussed with the counselor.

For those inmates who cannot obtain immediate release, maintaining contact with significant others becomes crucial. It is not surprising then that nine of the forty interviewees described their first contact with the counselor as a means of exchanging information and messages. These nine relatives stated that the counselor informed the relatives of the jail's visiting hours or of the inmates' request for a visit or relayed general information and messages between the relative and the inmate.

Three of the remaining eleven relatives reported that the counselor relayed the client's need for an attorney or requested help in meeting the inmate's practical needs of incarceration which included money, clothing, or cigarettes. Three other replies could not be clearly categorized and five relatives could not remember what transpired during their first contact with a counselor.

Relative's views of counselor affiliation. The relatives' perceptions of the counselors' affiliation may be an important determinant of their willingness to cooperate in aiding CPI clients with their legal and personal difficulties. If, for example, relatives felt that counselors are working for the opponents (i.e. law enforcement agencies) or in their own behalf, family members may not have responded willingly to requests for help.

Of the 35 relatives responding to this issue, 18 viewed the counselors as working on behalf of the inmates. In contrast, only five felt that counselors represented someone else's interests -- the jail or the county. The remaining 12 relatives had either no perception of the counselors' affiliation or their responses did not fall into a discrete category.

The relatives' views of the counselors' affiliation were similar to those obtained from the interviews with participating inmates. A great majority of both inmates (3/4) and their relatives (4/5) who made a determination on this issue viewed the counselors as working for the inmates. However, the inmates displayed greater certainty than relatives with regard to their judgments. While only 13 percent of the inmates did not know or were uncertain as to the counselors' affiliation, 34% (12) of the relatives expressed such uncertainty and lack of knowledge. The relatives' greater uncertainty may be due both to their brief contact with the service and to their unfamiliarity with CPI' function. While only 20% (8) of the 40 relatives reported talking to inmates about the service, 67% (67 of 100) of CPI' interviewed clients reported talking to fellow inmates about the service. CPI' clients, being direct recipients of the service, have more direct contact with counselors and with other persons having knowledge of the service (fellow inmates and jail staff).

Relatives' evaluations of counselor concern and competence. While informing and mobilizing problem-solving resources are crucial CPI functions, relatives were also asked to evaluate the concern and competence with which the counselors performed their linking role.

When evaluating the counselors' concern about the inmate, 31 (78%)

of the 40 relatives felt that the counselors displayed at least some degree of concern for their incarcerated family members. A majority of these 31 relatives (18) judged the counselors to be very concerned about the inmates. Four were unable to evaluate the issue.

Along with counselor concern it was equally important for relatives to feel that the counselors were competent to aid the inmates properly. When responding to a question of the counselors' competence, 30 of the 40 family members felt that the counselors were competent. Twelve of these 30 family members judged the counselors to be "definitely competent." The other 18 expressed lesser degrees of confidence in the counselors' competence. By comparison, only two relatives believed that the counselors did not know what they were doing. The remaining made no determination.

The opinions of the family members show a strong positive relationship between their views of the counselors' concern and their competence. Twenty-five (78%) of the 32 family members who responded to both of these issues believed that the counselors were both concerned and competent in their dealings with the inmates. Ten of these 32 felt that the counselors were both "very concerned" and "definitely competent." A relative's opinion of the counselors' concern may be interdependent with his opinion of the counselors' competence.

In summary, relatives reported that their contact with a jail counselor led to their views that the counselors were generally concerned, competent, and working on behalf of the inmate.

Relatives' Views and Evaluations of  
CPI's Additional Assistance

Beyond its basic contact with the resource network, CPI also

provided "additional assistance" to nine of the relatives. The research staff elicited the views of these additionally assisted relatives about the nature and success of CPI's added aid and these relatives' perceptions of the satisfaction and meaningfulness of the counselor contact. The views and evaluations of these "additionally assisted" relatives were then compared on issues of counselor affiliation, concern, and competence with those who did not receive this additional assistance.

CPI provided added help to nine relatives in areas of bail and release matters (33%) and the transfer of information (33%), such as exchanging messages with the CPI client and inquiring about visiting hours at the jail. Other less frequent aid consisted in obtaining the services of an attorney, and providing an inmate with money, cigarettes, and clothes.

Nine relatives reported a total of 20 such and/or requests for additional counselor assistance. Ten instances involved informational needs, such as relaying messages between the relative and the CPI client. Seven of these requests required action by the counselor. The remaining three instances could not be categorized as either requiring providing information or requiring action on the part of the counselor. Relatives most frequently asked for help which required action rather than information on the part of the counselor. In contrast, relatives seemed to perceive the counselors as primarily having offered informational help.

CPI's role as a linking agency was chiefly to inform and facilitate other resolving resources (such as relatives) to respond to inmate needs. The counselors' role in solving those needs was only a

secondary function. Thus, it is within this context that counselors would have offered relatives more instances of informational rather than action assistance. Understandably, the relatives, when trying to help the inmates, sought more action-oriented assistance.

Counselors' success in providing additional assistance. The potential for providing added help involves a new dimension of CPI' relationship with the resource network. If CPI actually delivered such assistance, then the counseling program can be viewed as not only relaying inmate needs to the resource network but, in some instances, providing added aid to these resources. This additional help may well facilitate the resolution of an inmate's difficulty.

Eight of these nine relatives reported that the counselor had successfully delivered the specified assistance. The remaining relative reported that she had been offered extra help which the counselor did provide but was also awaiting the outcome of the counselor's action on the help that she herself had requested.

Satisfaction and meaningfulness of CPI help. These nine relatives were asked about their satisfaction with CPI' help and its meaningfulness.

All nine relatives voiced some satisfaction with the help provided by the counselor. Six (67%) of these family members responded that they were "very satisfied" with the counselor's help. The other three relatives were at least "somewhat satisfied" with the service.

Similar findings were obtained concerning the meaningfulness of this aid. Six (67%) persons stated that the service was "very meaningful" to them. Three relatives felt that the service was at least somewhat meaningful to them.

A 100% correspondence was discovered between these relatives'

satisfaction with the program and its meaningfulness to them. Six found it to be both "very meaningful" to them and were "very satisfied" with the service. Similarly, the two family members who found it meaningful were satisfied with the service while the sole relative who found the service to be somewhat meaningful was only somewhat satisfied with the service. Therefore, CPI generally performed a meaningful and satisfying service for those nine relatives who received additional assistance.

Did CPI make a difference to the additionally assisted relatives? While these relatives felt the service to be meaningful and satisfying, was CPI's effect strong enough to have altered their feelings about the inmate's incarceration?

These nine relatives made 18 comments concerning whether the service affected how they felt about the inmate's presence in jail. An overwhelming majority (15) of relatives' comments reflected positive sentiment toward this issue. Two comments revealed that the service made no difference in this regard. The remaining comment was not responsive.

The relatives' positive comments related their changed attitude to their satisfaction with CPI's helpfulness. One relative mentioned that the service, which is "better than a million dollars," had helped her grandchild. Another relative was grateful that there was "someone to help relay messages and talk to the inmate." Some appreciated the counselor's care and concern. For example, a mother stated that it was good that, "Somebody cares about my son besides me." Other relatives stated they had better feelings about the incarceration. For example, one relative mentioned that the service "relieved her of pressure and

tension."<sup>1</sup>

Two comments revealed that the service did not alter the relatives' feelings about the inmates' incarceration. One father mentioned that, "No matter what happened she was still there."<sup>1</sup>

Most additionally-assisted relatives felt that the counselor's aid made positive contributions to them. Some of these relatives, though, also expressed some dissatisfaction with the program and offered suggestions for improvement.

Dissatisfaction with CPI. Relatives were given opportunities both to express dissatisfaction with the service, if any, and to offer constructive criticisms. A majority (7) of the nine relatives expressed no dissatisfaction with the service.<sup>2</sup> Only one comment was a statement which reflected negatively upon the program.<sup>3</sup>

This lone criticism reflected a relative's dissatisfaction with the amount of information received about the inmate's medical condition. A second comment, expressing an unmet need, advocated that a preventive agency "... teach kids before they get into trouble."

How can CPI be more helpful? Eight relatives expressed 13 opinions

---

<sup>1</sup>This father's comment reveals one of the unintended structural shortcomings of the service. That is, it functions within an incarcerating setting. Therefore, while the program may be successful in some areas of meeting the practical needs of the inmates, some inmates and relatives will always feel, "Well so what. I'm [she's] still in jail."

<sup>2</sup>One relative, while expressing no dissatisfaction, suggested that CPI should have better advertisement in the community. This comment may reflect a need for the service which presently cannot be fulfilled without greater public awareness.

<sup>3</sup>Two of the ten opinions were not responsive to the question of dissatisfaction with the program.

regarding how they felt the program could be more helpful. The largest group of responses (9) expressed the relatives' satisfaction with the program's present functioning. Two of these responses stated that the service was "very helpful" and that "[They] didn't have it before ... and all service[s] should be like this."

Another relative's comment (1) reflected an unmet legal need which lies beyond the offerings of the service and could only be provided by a lawyer.

However, one response reflected shortcomings which are within CPI's area of service responsibility. In this instance, a step-mother wanted counseling for her step-daughter to "find out what's wrong and help her." The remaining two comments were not responsive to this issue.

In summary, relatives expressed a total of only two criticisms of or suggestions for improving CPI's present functioning.

Relative's re-use of CPI. The effectiveness of and satisfaction with CPI may be inferred from the relatives' willingness to reutilize its services. While additionally-assisted relatives almost unanimously expressed positive evaluations of the aid given them by CPI and its counselors, would they again avail themselves of the program if another difficulty regarding jail arose?

Eight (89%) of these relatives stated that, if needed, they would call again on the services of CPI. The only relative not to respond affirmatively was the same relative who found the counselor's aid to be only somewhat satisfying and meaningful, even though the counselor offered and successfully gave her extra assistance.

From notes taken by the interviewer, some flavor for this

particular relative's lack of enthusiasm for CPI becomes both evident and instructive. This step-mother stated that the counselor wanted her to "rush right down and release her [step-daughter]." She stated that such a course of action was against her principles. Further, she complained that the counselor kept calling to tell her to get bail when she initially had not done so. She felt that the counselor was "teed off" at her.

This relative's comments point out how counselors, as inmate advocates, can potentially conflict with resources when a resource person is either unable or unwilling to provide aid to the client. In such instances, counselor attempts to get results may be viewed as an irritant by the resource. Such will be the case when counselors either try to motivate a reluctant resource or try to mobilize a resource in an untactful manner.

In brief, the great majority of relatives would again call upon CPI during a difficulty. The sole dissenting case illustrated some constraints and problems encountered during CPI's linking function with an unwilling resource.

Comparing the views of "additionally-assisted" and "contacted" relatives on CPI. People often measure the performance of helping services by the amount of effort counselors expend trying to aid them. Did the counselors' extra effort for the additionally-assisted relatives result in a more positive evaluation of the counselors? To answer this question, the research staff compared the "contacted" relatives with the "additionally-assisted" relatives regarding how positively they responded in evaluating the counselor's affiliation, concern and competence.

Striking differences were found between these two groups of

relatives with regard to their views of the counselors' affiliation, concern, and competence. A greater proportion (6 or 2/3) of the additionally-assisted relatives felt that the counselor was working for the inmates than did contacted relatives (11 or about 1/3). When evaluating the counselors' concern and competence, only 3 (10%) of the contacted relatives felt counselors to be both very concerned and definitely competent. In contrast, both a greater number (7) and a much higher percentage (78%) of extra-assisted relatives rated counselors to be both very concerned and definitely competent.

In short, the counselors' provision of additional aid seemed to have positively influenced the "additionally-assisted" relatives' views of the counselors. These additionally-assisted relatives were much more likely than the contacted relatives to feel that the counselors' allegiance rested with the inmates. Further, they felt the counselors to be more concerned and competent.

## CHAPTER V

### THE COUNSELING PROGRAM FOR INMATES -- THE GUARDS' PERSPECTIVE

Jail guards or deputies<sup>1</sup> have unique positions as gatekeepers to CPI' target population -- the inmates. They are a continuous presence in the jail. They are responsible for the security of the jail and, thus, monitor all incoming and outgoing jail traffic including access to and movement on the galleries where counseling takes place. They lock and unlock the inmates' cells and thereby manage the inmates' and counselors' meetings. The guards also control the formal means of communication between the inmates and counselors by acting as a conduit for the flow of request slips. They give CPI request slips to the inmates and forward completed slips to the CPI mailbox. They deliver the memoranda that inform clients of the actions that were taken by counselors on the requests they made. Thus, the guards' cooperation and positive opinions of CPI is crucial to the program's success.

Because of the guards' place in CPI' delivery system, they have an important perspective from which to assess CPI' impact upon inmates, themselves, and the jail atmosphere. An interview (Appendix 12) was designed to explore the guards' views of: 1) their own role in and relationship to CPI' delivery of services; 2) the nature of the CPI-inmate relationship, and the counselors' impact upon inmate problems

---

<sup>1</sup>Jail staff members will be interchangeable referred to as guards, deputies, or, if female, matrons.

and morale; and ) their own relationships with counselors together with their views of CPI' advantages and disadvantages for themselves and the overall jail environment.

Guards' first reactions to hearing about CPI' presence in the jail. After the inmates themselves, the guards would be the persons most affected by installation of a counseling program in the jail. At minimum they would have to perform their security tasks for an additional group of persons.

The 41 guards who were interviewed represented the majority of guards who worked on the two shifts which had the most contact with and knowledge of CPI' services. Twenty-five of these 41 deputies reported having worked in the jail before CPI' presence there. Like all people faced with a new situation, guards remembered having immediate reactions to the prospect of change in their work situation. Upon hearing that there would be a counseling service in the jail, the 25 deputies who had worked in the jail before CPI' presence remembered their early ambivalence about the program's potential affect upon inmates and themselves. Some deputies thought that CPI "... would be a big help to inmates because they didn't have people to help with their problems. If it could help them out, beautiful. CPI could give them a hand." Two other deputies felt that inmates would appreciate assistance with telephone calls and release matters; one matron felt that aid with telephone calls is "satisfying [to the inmates.] [It] relieves depressed minds and inmate problems." Another staff member felt a counseling program to be a "wonderful idea. [Some inmates] don't have relatives or anyone to assist them with details in getting them out."<sup>2</sup> More generally, as stated by one deputy, it was

<sup>2</sup>Quotes from guards are grammatically edited without altering their meaning.

anticipated that CPI would, "Be very helpful -- release a lot of tension -- good idea." On the other hand, another deputy did not feel that CPI would be beneficial. He reported that, "I didn't know anything about it. I had the general feeling that it wouldn't help that much."

Deputies also expressed mixed feelings about the effects CPI might have on them. One deputy felt that it " ... [would take] pressure off us," but others anticipated that it would be a "nuisance" and one "expected a lot of headaches and work. [I] anticipated an additional burden."

#### Guards' Role in and Relationship to CPI Delivery of Counseling Services

The jail guards' presence was felt throughout CPI' delivery of counseling services to inmates. Guards' helped bring inmates and CPI together by informing inmates of CPI, making predominantly<sup>3</sup> supportive comments to inmates about the service, and recommending CPI to them. They also monitored the mode of contact between inmates and counselors by handling the request slip system and more informally helping inmates to contact the program.

In this section, three aspects of the guards' views of and functions in CPI' delivery of counseling services will be explored: 1) the guards' role in referring inmates to CPI; 2) their views of the types and legitimacy of the inmates' needs; and 3) their thoughts about the possible overlap or complementarity of guard and counselor functions in the jail.

Jail guards' function and role in the referral process. The deputies were particularly cooperative with CPI' efforts when they referred

---

<sup>3</sup> 81% of their reported comments.

inmates to counselors and vice versa. Thirty-nine of the 41 interviewed deputies (95%) stated they had suggested to some inmates that they see a jail counselor. Furthermore, a smaller but substantial percentage of deputies (25 or 61%) stated they had asked a counselor to visit an inmate who had not made a request. Only two deputies reported no involvement in this referral process. Counselors have confirmed this information by frequently mentioning that a guard or matron had asked them to see an inmate about whom they were concerned.

Referral and inmate needs. Guards referred inmates and felt that counselors could be helpful with what they felt to be areas of inmates' most common needs. The deputies' perceptions of the most common inmate needs were similar to those actually presented by the inmates. Deputies referred inmates to CPI because they felt the counselors could help by: 1) aiding with personal, family and emotional problems; 2) making telephone calls to outside resources; 3) aiding with legal, bail, and release matters; and 4) performing functions which they, as deputies, could not perform.

The deputies frequently referred CPI to inmates who were experiencing the tension and anxiety common to imprisoned persons. The guards felt that CPI could help with these inmates' emotional needs. One deputy stated that, "Guys [get] really nervous or uptight. Might just need someone to talk to..." In fact, a deputy felt that 9 out of 10 inmate requests for a doctor were for "nervous problems." As another guard mentioned, inmates need "reassurance that someone can help, instead of going crazy." One matron felt that the counseling program could help with those inmates who feel "temporarily hemmed in and don't know what to do. [I] try to channel them in the right

direction." Another staff member felt that counselors could help with:

... Family problems that they were worried about; legal information that they don't understand... Before, they didn't have people to talk to.

Guards also recommended inmates to CPI for help with overcoming the severe limitations placed on the inmates' communications with persons in the outside community. Deputies felt that this was the most common inmate need. Inmates wanted telephone calls to families, attorneys, and employers. Two guards felt that the inaccessibility of such communication was the major problem for inmates in the jail. One stated that, "[the telephone] facilities here are minute -- only one call when they come in." The other deputy felt the whole place is lacking communication. [The] one phone call they are permitted is not useful. Need more phone calls." Such CPI aid was also helpful with new inmates who don't know how to go about doing things. The counselors' making telephone calls is most helpful because after the inmate's one telephone call, he "needs to put in a request which may be three or four days later." The CPI counselor can serve as the inmates' link to outside resources. As another deputy stated,

When you're thrown in the slams, the inmate needs someone to notify family or lawyer. Inmate has no communication with outside world and counselor can do it.

Legal, release, and bail matters were other areas in which deputies felt that CPI could affect inmate needs. Inmates required help obtaining an attorney, finding out the charges against them, and the dates of court appearances. As one deputy stated, inmates need "someone in the know to talk to about legal matters where I wouldn't be qualified." Some felt that CPI could assist with bail and money

matters. "Guy comes in and is confused about charges, bail, property. CPI is very helpful." For those inmates who could not be released, counselors could help them with the money and clothing they required.

Finally, the counselors were felt to be able to aid the inmates in ways the guards were either unable or unwilling to help. Counselors also serve as a resource to newly arrived inmates by answering questions for which guards may not have the time or the inclination. "Guards don't have time to answer questions -- guy wouldn't be here if [he] didn't have problems." Further, a deputy reported that several times he referred an inmate to a counselor when the deputy "... didn't want to be held responsible for the advice [the] inmate wanted."

Jail guards' views of the legitimacy of inmate needs. As an integral part of the delivery system, guards are able to either facilitate or impede CPI's efforts at a number of points before, during, and after the counselors' meetings with the inmates. Their opinions of the legitimacy of inmate needs may determine whether or not they will be helpful to the counseling process. The specific definition of "legitimacy" was left to the individual guard's judgment.

While 95% of the deputies referred inmates to CPI for the above problems, the deputies' opinions on the legitimacy of those needs varied. Some deputies discussed the legitimacy of all the inmates' needs. Others distinguished between the legitimacy of the "first timers'" requests and the "conning of the counselors done by the 'repeater'." Finally, some deputies stated that they could not respond to this issue because the counselors' sessions with inmates are private, and not subject to the jail staff's scrutiny.

Most deputies felt the majority of inmate requests to be

legitimate, and that only a small minority of needs were not. For example, a deputy stated that while the inmates mostly had legitimate needs, there are, "Always a few smart-alecks ..." Another deputy mentioned that he can distinguish between the valid and invalid inmate requests:

We can tell [the] guy who wants to see someone, just to see someone. You can tell right away. You may get one or two phonies, but rest are looking for help.

Some deputies felt that the inmates' requests to see counselors were merely excuses for leaving their cells; they did not view this as a legitimate need because they really "don't want to see a counselor -- but get out to take a walk -- then cough a cigarette." Another deputy with a similar view drew the opposite conclusion, "[There is] always someone who wants to talk to someone -- finagle -- get out of cell block when you can't blame them." Sometimes a view of the legitimacy of a need was dependent upon whether the inmate was a first offender or a habitual repeater. As compared to the former, the needs of this latter group were not felt to be as legitimate. As one deputy reported,

An inmate in for 1st or 2nd time, their needs are normally legitimate. The man who is constant repeater (4 or 5 times in 5 years) is half-conning you -- most using you after they try others.

Finally, some deputies felt that it was not up to them to decide upon the legitimacy of the inmates' needs. For example, a matron who felt that the inmates' needs were only "sometimes" legitimate, did not feel comfortable making such a determination ("...who am I to judge?").

Other statements reflected the belief that it was the counselors' responsibility to decide upon the legitimacy of the inmates' needs.

One deputy felt that, "It's hard to judge who needs help] -- that's up to the counselor." Another, who believed in the legitimacy of inmate requests, stated, "[It is] up to the counselor to see if they [the counselors] should be bothered."

Guards' views of possible overlap of their functions with counselor functions. A possibility exists that deputies may feel that they could handle the inmates' problems more effectively than does CPI. However, an overwhelming majority (37 or 90%) of these 41 deputies did not feel that they could improve upon the manner in which CPI remediated inmate problems. Only 3 deputies felt that they could handle inmate requests more effectively than CPI, and one did not make a determination on this issue.

Restrictions on deputies helping inmates. Guards have certain restrictions due to jail rules and regulations that limit their involvement with an inmate's outside affairs, particularly making phone calls or mailing letters. Therefore, deputies are not always able to help inmates, since the bulk of the inmates' problems require establishing contact with families or with lawyers. As one deputy stated, "A lot of problems call for outside activities and we have rules that we are not to get involved with outside affairs..." Generally, actions which deputies could take are ... limited. No calls for inmates or letters. [It is] against state correctional law."

In fact, one deputy mentioned that it was these very restrictions which were an impetus to the creation of a counseling program in the jail. He stated that the counseling program can, "...handle problems we're not allowed to handle -- personal or attorney. CPI [was]

specifically developed for this purpose."

Jail staff members were also hampered by the small amount of time they had to devote to the inmates' needs. They are restricted by their security and maintenance functions. As one deputy graphically stated, "[The] officer is locked in for eight hours. Counselor can go outside and rectify it." Another said, "CPI can talk to him [inmate] anytime."

Some deputies felt restricted by rules and time pressures which were a result of having other functions. Some deputies felt they could only provide further aid to inmates if certain changes were made. One deputy stated that he could handle problems more effectively than CPI only, "If I had the time." Another mentioned that deputies could handle inmate problems, "If we had a larger staff." In addition to having more time and a larger staff, one guard felt that, "If we were allowed a phone and more freedom, some things could be accomplished." Another noted that deputies could be more helpful, "If we were trained."

However, these restrictions do exist, and were felt by some deputies to limit their capacity to help, "What can I do? I'm under orders and can't do anything like mail letters. They need guys like you." As one guard said, "We can only do so much ourselves. Our hands are tied. We can only give them some information even if we have more time." Another deputy stated a string of limitations placed on him:

I'm not allowed to make phone calls. I am not allowed to visit relatives. I am not allowed to talk to attorneys because I am not to be interested and I can't do that. There are laws that forbid these [activities].

For others, even if the restrictions were lifted, they would not

want to perform CPI' functions. For example, one guard reported, "I wouldn't want to go home at night and make phone calls for these people." Another observed that some members of the jail staff would not be interested in assisting inmates because "The guys here tend to become a little hard after a while." A third guard summed it up by saying, "I don't want to get involved."

Differing guard and counselor roles and functions. Even if restrictions on staff involvement were lifted, some deputies felt that their roles and functions sufficiently differed from those of the counselors that no duplication of services existed. One felt that, "Staff and counselors have different roles; have different approaches. Guards can't act as social workers. They don't have time." Jail staff and jail counselors help in different ways. They, "handle different types of problems -- completely different."

Inmates' reactions to the deputies and also their role limits the deputies' ability to help the inmates. As one guard stated, "the jail staff aren't in a position to [aid inmates.]" With regard to personal matters, "Inmates don't confide in us. They [inmates] would frown on your badge." Because of this limitation, counselors "...have better contact than I. I have to go by the book." Sometimes an inmate may not accurately perceive a deputy as desiring to help, and may bypass him as a resource; even though he may be able to give quicker assistance. For example, "Sometimes inmates won't tell us [their] problem and want jail counseling. Sometimes we could get changes in a minute but they put in slip to see jail counselor."

• Part of the way in which the counselors' functions differ from those of the deputies' is in the type of skills they bring to their

jobs. Some deputies felt that counselors have a "technical training" in counseling so "they must know something about it." Training in law or in the helping professions characterizes the counselors' background. Guards do not necessarily have such training. One matron mentioned that the deputies' role does not involve counseling. "Who's going to pay us to listen to a lot of inmates?"

One deputy noted the interdependence of the functions of the jail staff and the jail counselors. Each helps the other out, both for their mutual benefit as well as for the benefit of the inmates. "[I] work hand in hand or try to [with CPI]. [I] refer some inmates if [they] need it. Counselors tell guards if guy is bugging out." "Bugging out" probably refers to inmates' emotional difficulties.

In summary, the deputies did not feel that they could do as well with the inmates' needs as CPI. The deputies were more limited in handling problems due to correctional rules that restrict their involvement with inmates and limit the portion of their time on duty which is available for helping inmates. They also felt that counselors' functions, skills and roles differed from their own. Consequently, they felt inmates would not relate as openly to them as they would to counselors.

#### Guards' Views of the CPI-Inmate Relationship

Based on their daily contact with the inmates, the guards' observations may contribute some insights into the possible effects CPI's efforts have on inmates. Therefore, the deputies were asked their views about the counselors': 1) concern for and treatment of the inmates; 2) affiliation; 3) effectiveness in remediating inmate difficulties; and 4) impact upon inmate morale and feelings during

the period of incarceration.

Counselor concern for and treatment of inmates.

Counselor concern for inmates. Most of the 41 jail guards (31 or 76%) felt that counselors conveyed some degree of concern for inmate problems. A sizeable percentage of the jail staff (29%) viewed the counselors as being "very" concerned about the inmates. The remaining 10 deputies (24%) did not make a determination about the degree of counselor concern for the inmates. None of the deputies viewed the counselors as being totally unconcerned with inmate problems.

Some deputies did not comment on this particular counselor attribute since they felt that such an issue did not concern them. As one deputy said, "They [counselors] do their job, I do mine." Another deputy felt that he couldn't comment on this issue because he did not, "know them personally." Another deputy stated that, "[It] depends on the individual. Some take more heart in their work than others. We lock them in a room and don't know what they're saying. [Can] only base [a judgment] on performance, for example, how quickly he acts or [whether] inmate [is] constantly asking when CPI will be around." Two other deputies felt that they could not respond to this issue because of the private nature of the counseling sessions.

Of those deputies who felt that counselors were concerned about the inmates' difficulties, one stated that counselors were very concerned, because otherwise, "... they [the counselors], wouldn't be here. They do the best they can." One matron stated that counselors were, "overly concerned; too involved with teenage boyfriend-girlfriend problems."

Counselor treatment of inmates. Most deputies (68%) felt that

the counselors treated the inmates in a helpful and respectful manner. A smaller percentage (17%) of deputies stated that counselors treated inmates in a mildly positive fashion, i.e., okay, alright. The remaining 15% of the deputies did not make comments responsive to this issue. Again, it is noteworthy that none of the deputies felt that the counselors treated the inmates in a negative manner.

Some of the deputies stated that counselors displayed patience, diligence, fairness, and consideration toward inmates. Counselors were seen as being most concerned and willing to help the inmate. As one deputy pointed out, "Just to walk in the door they must be quite concerned. Typical Friday night is hard to go into a jail and talk to inmates. They'll go out of their ways." Another felt that counselors treated inmates "fair and equal" and that inmates "Thank counselor[s] for helping them out."

Another deputy expressed the idea that counselors should learn to

treat them more realistically, don't leave them with false hopes. Tell me that counselors will do this and that and they don't sometimes. Shouldn't build up their hopes. If they can do it, do it, if not, don't.

This statement is a good guideline for effective service delivery in any setting. If it is meant as a criticism of CPI, it is a serious one.

Jail staff's perceptions of counselor's affiliation. The majority (65%) of the jail staff members interviewed felt that the counselors primarily worked on behalf of the inmates. Other responses (25%) were divided between the County, the counselors themselves, and the law and social work schools. The remaining few guards did not respond with an opinion.

One of the matrons felt that the counselors were working "for the girls. [The counselors] bend over backward. Many times the counselors know they are being used but they still keep going -- which they should." One of the deputies expressed the hope that CPI was helping a larger circle of people than just the inmates. He felt the counselor was "performing a service for inmates. [In the] long run, hopefully, a benefit for the whole community by some stretch of the imagination."

One deputy gave a most comprehensive and illuminating answer when he responded that the counselor, "1) represents my interest to solve problems before they arise on the gallery, 2) the inmates' interests and 3) on-the-job training for himself." This statement is representative of many of the deputies' views on this issue.

Jail staff's views of counselors' effectiveness in handling inmate needs. Deputies generally felt that the counselors treat the inmates well and are working for their clients' best interests. CPI also thought it important to determine the deputies' estimation of the counselors' effectiveness in aiding the inmates.

The great majority (33 or 80%) of the 41 deputies felt that CPI handled inmate requests effectively. The remaining 8 (20%) did not feel that they had sufficient information about the transaction between the counselors and the inmates to decide whether CPI was effective or not. Strikingly, none of the deputies felt that CPI dealt ineffectively with inmate needs.

The deputies felt that CPI was effective as to relieving some of the inmates' pressures, and more specifically, as to aiding inmates by providing information and making telephone calls.

Several deputies felt that counselors served to relieve inmates of the general anxiety and tension which arose from problems of incarceration. One deputy, empathizing with the inmates' difficulties, spoke from the inmates' perspective when he said that, "If I didn't have anyone to see, I would be more depressed -- relieves pressure -- helps a lot." Another deputy mentioned that he could literally see the program's effectiveness on the relieved faces of CPI clients.

You can see it with inmate after getting answers after a day or two. It makes a world of difference to them. They have the answers. You can see it in their faces. They aren't as edgy. It makes a difference if they are here a longer time. They might use the counseling service more and more.

A deputy stated that this emotional relief often came after an inmate obtained information about the state of a family member.

To certain degree [I] see them doing a lot of good. I've seen them find details and go out and perform functions and bring back information to someone who is worried. [When he was told] "daughter is okay" -- guy was relieved.

Sometimes counselors contributed to the inmates' ease by assisting with legal matters. As one jail staff member stated, "If guy doesn't have a lawyer they are stuck, and counselor can give them help for peace of mind."

Counselors were seen as being useful resources for inmates. They supply information about troublesome aspects of the inmate's situation. As one deputy stated,

[You] have to visualize what inmates are up against. [They need] someone with [an] education -- more qualified than guard who says, 'go in your cell and sit down.' [He] need[s] to talk to someone who can explain things.

Other deputies felt that CPI helps inmates by establishing

outside communication. These outside contacts help inmates get the clothes and personal effects which they need.

Jail staff's views of CPI' effect on inmates' feelings and morale while incarcerated. The research staff asked deputies whether CPI' effect upon inmate morale was reflected in the inmates' general conduct. Although a majority of deputies stated that CPI had a positive effect upon inmates, other deputies felt that nothing could change the inmates' feelings about imprisonment. Twenty-eight (68%) of the 41 deputies felt that CPI' effect upon inmate morale was evident. A smaller number (12 or 29%) did not feel that CPI had such an effect. One deputy was not able to make a determination on this issue.

Many deputies felt that CPI put the inmates' minds "... at ease for a while." Contact with counselors "takes pressure off to a point" and as another deputy reported, CPI does the "... best they can and when finished, guy is less depressed. [He is] free to think for self rather than think in corner someplace." One deputy felt that CPI "definitely" affected an inmate's feelings about being in jail because, "... he is a lot more relieved; makes man feel 100% better." By contrast, another staff member said that the inmate who "... doesn't want CPI or counseling usually just paces up and down [in his cell.]"

CPI was also felt to have a positive affect upon inmate morale by getting things done for them. When inmates used the services of CPI, it "... must make him feel that someone is working for his welfare. Someone is out there fighting for his benefit." More specifically, as two other deputies pointed out, CPI gives inmates

the "... chance of contact with the outside world." If inmates have counselors call their families, the call is "one burden off their shoulders." Before there was an agency like CPI working on the inmates' behalf, inmates tended to feel "isolated" because they "didn't know who to turn to [to] take care of family, jobs, and property -- especially first timers."

A number of deputies felt that CPI could break through this isolation by answering inmates' questions. Providing answers helps inmates who are "... depressed until [they] talk to someone who can answer [their] question." Another deputy stated that when inmates receive answers, they "... have a better attitude when staying here instead of being puzzled." CPI can be more specifically helpful by answering legal-related questions. One deputy, who felt that CPI bolsters the inmates' morale, said that the inmates "will only see [their] attorney 'once in a blue moon' and [that the] student counselors always come back with an answer." Another deputy felt that inmates "seem a little happier when they get a definite answer." For example, when a counselor "got word through [that his] mother will get bail, [the inmate] could be depressed for three days and then be ecstatic."

#### Guards Views of their Relationships with Counselors

The guards' chief responsibilities are jail security and system maintenance. They are doing their job when escapes and physical altercations among inmates and between themselves and inmates do not occur. Their views of their relationships with counselors can be best understood against the background of CPI's affect upon the guards'

abilities to implement these two major functions.

This section presents the guards' descriptions of the impact upon themselves of their relationships with counselors. They evaluated: 1) counselors' understanding of jail rules; 2) how well counselors treated them; 3) the advantages and disadvantages for guards resulting from CPI's presence in the jail; 4) ways of improving CPI; and 5) whether or not CPI should continue functioning in the jail.

Counselors' understanding of jail rules. CPI operates in a setting governed by its own rules. The guards enforce the rules which facilitate the meeting of the jail's security and maintenance goals. Deputies were asked if the counselors understood the rules and practices of the institution.

The guards' responses indicated that counselors understood the jail's regulations and practices quite well. Eighty-five percent (35) of the 41 deputies felt that the counselors "always" (17 or 41%) or "usually" (18 or 44%) understood the jail policies. A much smaller group (5) noted that counselors "sometimes" understood the regulations, while the remaining deputy (1) did not answer this question.

Although they felt that counselors generally adhered to the rules, deputies had some concerns about the counselors interfering with some jail routines. These concerns will be presented shortly in relation to the guards' views of CPI's disadvantages for the jail staff. At this time, we shall state the ways in which guards felt the counselors acted within the jail's practices and rules.

Many deputies spontaneously stated that the counselors were cooperative and even if they did not understand the regulations at first, they eventually learned them. Some deputies felt that the

counselors' compliance with the rules of the jail increased through experience. As one deputy said, "Counselors don't understand at first. As they become familiar -- less problems." Another deputy suggested that it may be helpful to both counselors and deputies if the jail staff briefly oriented new counselors to the jail's regulations.

A number of deputies volunteered that it is a "rare exception" when a counselor did not perform within his functions. They felt that counselors "never overstepped their bounds." While counselors may not always understand all the regulations, one deputy summed up the jail staff's general sentiment when he said, "[I] never had a problem when I explained the rules. [The counselors] are fairly nice guys, not pushy." Specifically, one rule of the jail is that all non-jail staff members must leave the building by 8:30 P.M. It was noted that the counselors were usually cooperative in this area.

In short, deputies felt that counselors understood and did not over-step the jail's rules and practices. In addition, even when they stated ways in which counselors did not appear to know the rules (which will be presented), very little mention was made about the issue of security. This omission implicitly denotes that the deputies were satisfied that the activities of the counselors, in this respect, posed no real danger.

Jail staff's views of how the counselors treated them. An overwhelming majority (33 or 80%) of the 41 jail staff members felt that the counselors treat them well. Seven of 17% were milder in their descriptions, i.e., "all right," "no problems." One (2%) deputy felt that the counselors did not have a good attitude toward the jail staff.

Those deputies who felt that the counselors had related to them in a positive manner stated that the counselors were courteous, understanding, friendly, and respectful. For example, one deputy said that "A lot go out of their way for you. [They are] willing to break up interview and wait until inmate has his meal." This statement stands in contradiction to jail staff members' criticisms which will be stated shortly. Another allowed that "They've always respected me and I've respected [them] back."

One deputy felt that the counselors held negative attitudes toward the guards. He responded that the counselors did not understand their work situation and unfairly denigrated the guards.

Usually they think that we are here to torture people. We're the bad guys and they're the good guys. If they'd work a day or two with us they would understand our problems.

In brief, the overwhelming majority of deputies felt that counselors treated them in a positive manner and saw "no problems" with their relationship.

Jail guards' views on the advantages and disadvantages for them of CPI' presence in the jail. As previously presented, the majority of jail deputies felt that CPI effectively handled inmate problems which they, as guards, could not solve and that CPI positively affected inmate morale. While these views reflect how CPI helped inmates, deputies were questioned about the advantages and disadvantages of CPI' presence in the jail for them.

CPI advantages for guards. A majority (29 or 71%) of deputies felt that CPI offered them advantages, while a relatively small

percentage (12 or 29%) of jail staff did not feel this way. The deputies who felt CPI offered advantages generally saw themselves as being the indirect beneficiaries of the service.

The counselors were viewed as relieving pressures on the deputies through listening to and answering inmate questions, and solving problems which may have led otherwise to an inmate causing difficulties or which the jail staff would have had to solve. Many guards also felt that CPI helped create a calmer atmosphere in the jail.

A number of deputies mentioned that CPI alleviated deputies of some pressure by handling inmate problems which the jail staff would otherwise have had to solve. When a deputy is faced with inmates' problems, he "can refer inmates to keep them off my neck. 'Write CPI, that's what they got it for.'" Deputies also can sometimes avoid being the "bad guy." As one guard pointed out, "[I] don't have to say, 'no.' Gets us off the hook -- just refer to CPI."

Other deputies felt that CPI helped them by performing different yet complementary functions. As one deputy who felt that the counselors "take a lot of pressure off us" succinctly stated, "Their job is their job and our job is ours." This supplementary feature of CPI "makes [my] job easier by helping inmates where I can't." Some of the burden for caring for inmates could be shifted from themselves to the counselors. As mentioned by one deputy, the inmates "cry on counselor's shoulders instead of mine."

Listening to and answering inmate questions was one key CPI function which proved to be directly helpful to inmates and indirectly advantageous to guards. Without CPI performing these functions,

inmates tend to make matters more difficult for guards. But with inmates having a chance to talk with a counselor "...it lets up on the tension building up in him..."

By helping inmates with their problems, CPI provides relief to inmates which, in turn, gives inmates fewer reasons to behave badly toward the deputies. As one deputy stated, since CPI has been in the jail there have not been "...half the hassles. If [a] man can't solve a problem, he causes trouble." Further, "If they get questions answered, inmates will act better toward us."

Basically, a number of jail guards felt CPI helped them by calming the inmates and creating a more tranquil jail environment. CPI can "satisfy inmate needs and if they are satisfied, it makes our job easier." When inmates are satisfied, the "griping stops." As another deputy stated about CPI,

Good to have someone come in and explain things. Makes my job easier as a guard. Creates an atmosphere. If I cannot answer a question and the counselor can, then inmate is happy and if he is happy, I am happy.

In short, guards felt relieved that some of the difficulties which they encountered with inmates either were shifted to or shared with CPI. By meeting some inmate needs, CPI helped lessen pressures and tensions felt by guards and inmates.

CPI' disadvantages for guards. When asked whether CPI presented some disadvantages, 15 deputies (37%) felt it did. A majority (25 or 61%) felt that CPI offered no disadvantages. The remaining deputy (1) could not determine whether CPI was disadvantageous.

The deputies felt that CPI disadvantages involved: 1) interference with some of the guards' maintenance routines or functions;

2) too lengthy visits with clients which tied up the conference rooms; and 3) lack of swift CPI problem-solving which resulted in inmates bothering the guards.

Deputies stated that one major disadvantage rested with the counselors' arriving at times which were inconvenient for guards and inmates. For example, the deputies are responsible for serving the inmates' meals in the cellblock areas. Some criticized counselors for coming to see clients during mealtimes. As one deputy reported, the counselors "come barging in when [I'm] feeding them ... we're trying to eat and trying to feed and they could care less..." Coming at such a busy time makes it "hard to maneuver" for the guard. In this respect, the counselors were not seen as being considerate of the "guards' duties." Guards also felt that this was disruptive to the inmates who may be inconvenienced by seeing a counselor at mealtimes. A deputy reported that inmates may become angry if his food becomes cold.

The counselors' presence during other hectic times such as the change of the guards' shift, commissary time, visiting night, or sick call also created problems. These particular time periods are busier for deputies than other times. Having to lock the counselor and his inmate-client in and out of the cell and conference room only creates a further strain during these times. "Inmate traffic" was seen by the guards to be a related problem. One deputy felt there to be "too many inmates running around." Minimally, he might feel that this causes some confusion and, at worst, such activity may present security problems.

The other chief disadvantages related to the use of the

conference room on each of the galleries. The conference rooms serve as the guards' offices as well as the meeting spaces for CPI counselors, social workers, attorneys and their clients. The guards monitor the use of the conference rooms and also welcome being able to sit down and use the office themselves. It is therefore understandable that they sometimes resented the counselors' intrusion. As one deputy said, "All are nice, only they use up too much space for too long a period of time. [They should] learn how to service customers quicker.... Attorneys and guards could use the conference room." Too lengthy meetings create problems for deputies who have to face representatives of other agencies and lawyers who also need to use the rooms. As a number of deputies stated, CPI was only one of many agencies who contribute to keeping the guards out of their office. One deputy noted that it is physically discomfoting to be on one's feet all day.

On other galleries, no desk in cellblock -- [it's] tough on deputies with no desk. The outside room can be taken up night and day; not just counselors but lawyers too. Try walking or standing 8 hours. You'd appreciate a 5 minute break on your fanny.

Another guard felt that counselors "sometimes give you a hard time. [They] want [the] room then and there. But nine out of ten [are] pretty good."

While a long stay with clients may denote the counselors' concern and diligence, it may also pose problems in serving CPI clients. As one matron pointed out, counselors sometimes spent "too much time with some, not enough with others who really need it."

One of the regulations governing the use of the conference rooms is that all agencies (including CPI) were to vacate the rooms

for an attorney who needs to see his client. While the deputy stated that he may get a "dirty look" if a counselor gets "bumped by [an] attorney," several others felt the counselors were cooperative in this regard. As another deputy reported, "We enforce the rules. Attorneys come first." However he felt "[the counselors] are cooperative with guards and vice versa."

Finally, just as solving inmate problems presented advantages for deputies, so too did the counselors' slow response to inmates' needs create disadvantages for the guards. When information or promised aid was not forthcoming, the inmate may have taken it out on the guards.

Sometimes a jail counselor might make a promise to do something today. The inmate won't [hear about it] and will get on us for it. I don't even know the problem.

In brief, the jail staff who felt that CPI presented disadvantages believed these to primarily revolve around disrupting jail maintenance functions and routines such as interruption of meals and coming during other hectic periods and the tying up of the conference rooms.

Guards' suggestions for improving CPI. The guards were asked to make suggestions for improving CPI. A majority of deputies (23 or 56%) had suggestions for improving the service. For the most part, these suggestions concerned the correction of the aforementioned disadvantages of CPI operations to deputies. In addition, they suggested that counselors be more efficient, come more often, have their own room for counseling, and improve their dress and appearance.

Deputies felt CPI could improve their efficiency by shortening their meetings with inmates. As one deputy said, counselors should

"be frank and short, don't dwell on it. If [you] can help, do. If not, don't get emotionally involved -- refer him." Another deputy recommended that meetings could be briefer by changing the number of counselors working in the jail. He suggested that,

One speedy counselor gets information and have others get information on outside instead of four or five counselors occupying all the rooms. And if an attorney comes, they are wasting a lot of time standing around. It would improve the service.

Even within the present structure of the service, another deputy felt that counselors could have more equitably used the amount of time devoted to clients. One matron would like to see a

Better allocation of time -- to see all inmates, X inmates for X amount of time; other inmates don't get to see [a counselor] when too much time is spent with one.

One deputy suggested that the counselors "could see more inmates" by enlarging its staff and visiting inmates more frequently. Then, the inmates would not blame the guards because of a lack of attention from the counselors. Guards also stated that counselors should always follow through on the inmate's request and return with the answers as soon as possible.

Guards reported that it would be useful if CPI could "use consultation rooms outside the galleries." For example, "If CPI had a room strictly for their sessions, time wouldn't matter but ... lawyers and others make it difficult. If he can help inmate, anytime is okay..."

Deputies felt that counselors could improve their dress. A number of them took exception to counselors wearing dirty jeans with holes in them. A deputy felt that counselors,

Should dress better in appearance. They shouldn't wear dungarees and sandals; they should dress with importance. Some you can't tell from an inmate, only with the card in his hands...

Guards' assessment of overall CPI impact. The guards' overall evaluation of CPI' effect upon inmates and themselves was elicited in regard to the question of whether they, on an individual basis, would choose to continue the program in the jail. Ninety-three percent (38) of the 41 deputies said they would choose to continue CPI. One deputy would not choose to do so. The remaining two were undecided.

Guards felt that CPI was especially needed because the counselors' assistance was most helpful in an environment such as a jail. As one deputy stated,

When you have people coming into an institution like this, they don't have relatives who help. They need someone who can give a helping hand. Cannot ignore problem. I think it's a wonderful program to have if used the right way.

Another deputy made the point that because these inmates are not convicted persons, the jail is a distinctly appropriate correctional institution where help should be given.

Others stated that the counselors provided aid to inmates which the guards could not provide. As one deputy reported, "[CPI is] helping them a lot more than we can. What can we do?" CPI' help was thought to be important because otherwise the "inmate may not think anyone cares."

Deputies also mentioned that CPI enhanced the overall jail atmosphere for inmates and guards alike. CPI was thought worthwhile because it supplied inmates with outside contacts. Through the exchange of messages with persons outside of jail, CPI "tries to

straighten things out." These outside contacts are particularly crucial because legally, inmates are entitled to make only one telephone call. This point was raised by one deputy who mentioned that, [Inmates] need someone to make phone calls for guys who didn't use one call wisely." Another deputy, who showed empathy for the inmates, felt that CPI should continue operating because the service

Benefits these people in here; doing pretty wonderful job.  
If I'm locked up and counselor is taking care of things  
on outside that's what you need.

CPI was also thought to boost inmate morale and to ease tension in the entire jail. One deputy noted, "Any time you can put a man's mind more at ease, you are performing a service." As another deputy pointed out, "Personnel would notice quite a difference if CPI stopped..."

Some reservations were expressed by those who would continue the program. One deputy felt there were "Pros and cons -- more cons than pros. Don't know much about what happens. Doesn't seem much is accomplished." It was felt that CPI could be more helpful if they assisted with bail matters. Others stipulated that, while CPI should continue, the counselors should be more aware of the time limits involved in a jail setting and make changes accordingly.

Overall, the need for CPI's help was well stated by two deputies who displayed compassion for the inmates' situation. One stated, "[you] have to help the people. They need help." The second deputy felt that CPI benefited both the inmates and the staff. "It would not be fair to discontinue -- provided you people do [your] job. It helps inmates, helps me."

In summary, guards, although initially ambivalent about CPI, played an active referral role; felt inmate needs to be generally legitimate; and did not feel that the counselors' functions duplicated their own. Deputies also felt that counselors were concerned about inmates; treated them well; effectively handled inmate problems; and positively affected inmate morale. Finally, they felt that counselors understood the jail rules; related in a positive way to guards; relieved them of pressures although counselors somewhat interfered with maintenance routines. Overall, guards felt CPI to be worthwhile and a calming influence upon the jail atmosphere.

## CHAPTER VI

### ANALYSIS OF CPI PERFORMANCE -- PRODUCTION AND SATISFACTION

The Counseling Program for Inmates was created to meet inmates' practical needs resulting from incarceration in a jail. Evaluation of CPI' effectiveness in meeting inmate needs involved an analysis of its two basic service goals -- production and satisfaction. Production goals relate to the adequacy of counselor performance from the program's point of view. They are measured by frequency counts from the Counselor Record Form regarding CPI functioning as a linking resource by completing contacts with resolving resources, services rendered, and successful resolutions of client needs. Satisfaction goals relate to the adequacy of counselor performance from the clients' point of view. These are reflected in the following inmate judgments made in an interview: 1) the amount and efficiency of help received; 2) the successful meeting of their needs; 3) the concern and competence of the counselors; and 4) their satisfaction with the overall effectiveness of the program.

CPI' goals of production and satisfaction were evaluated in relation to the program's functions. CPI served in one of two major capacities depending upon the nature of the inmate needs:

- 1) As the "resolving resource" or agent, the counselor acted to achieve a successful resolution of the inmate's problem.

- 2) As the "linking resource" or agent, the counselor established the contact necessary with a resolving resource external to CPI which became responsible for meeting the needs.

When counselors provided, on their own, information, personal counseling, or legal counseling, CPI served as the sole responsible agent; the "resolving resource." As the sole resource acting to remediate the needs, the counselor's responsibility rested in the direct provision of service to the inmate. Counselors thus were held accountable for the success or failure of such outcomes. When counselors were unable to meet independently the inmate's need, they were required to act as a "linking resource" by contacting an appropriate "resolving resource" who could then resolve that need directly. CPI's responsibility, as a linking resource, rested with the establishment of the contact with the resolving resource in order to inform him of the inmate's need.

#### Production Goals

In this section we present a description and evaluation of CPI as a linking resource and as a resolving resource. We first review criteria for judging CPI's actions as a linking resource and cite data to illuminate how well the program served in this linking capacity. Then we describe criteria for judging CPI's actions as a resolving resource and present data concerning the program's success in meeting inmate needs.

Criteria for judging the counselor's serving as a linking resource. To assess CPI's actions as a linking resource, the concept of "completed contacts" was operationalized by developing strict guidelines for coding the Counselor Record Form. These guidelines (Appendix 3)

defined "fulfilling linking responsibility" of CPI as the counselor's having acted to complete or establish the necessary link with a resolving resource who then became responsible for the resolution of the inmate's need. Therefore, the counselors' initial linking in the problem-solving process brought his client's problem to the attention of a resolving resource and was essential to the resolution of inmate needs.

The guidelines for coding the Counselor Record Form defined the CPI' contact or link with a resolving resource other than CPI as "completed" when the counselor either: 1) reached the resolving resource who then could act on and meet the need, or 2) reached an intermediate agent who is the resolving agent's representative. The counselor either made contact directly or, if that was not possible, through such indirect means as leaving a message with an intermediate agent. If a first link, or a subsequent link, stated to a counselor that they would not assist CPI in contacting the resolving resource, then the contact was coded as "not complete" (see Appendix 3, Codes 19-24).

Of course, some counselors were more persistent than others, did more follow-up, and made more calls. But the key element was that once CPI established that link by informing the resolving resource of the inmate's need, CPI had met its obligations as a linking resource. CPI' success as a linking resource. During the two month data-gathering period, CPI counselors reported holding 727 interviews with 351 inmates who presented them with 1407 needs that required making contact with 1427 resolving resources. The counselors most commonly functioned as linking resource by making 1240 (87%) of these contacts with other resolving resources. For the remaining 187 (13%) instances, CPI acted

as the sole resolving resource.

As a linking resource, CPI completed 1115 (90%) of the 1240 contacts requested. The remaining 125 contacts (10%) were not successfully completed because the counselors found these resolving resources to be either permanently or temporarily unavailable. In 38 instances, the resolving resource was permanently unavailable. For example, he may have moved or had his telephone disconnected or unlisted. In 80 instances, the resolving resource was temporarily unavailable. The counselor may have given up after making a number of telephone calls or, most commonly, the counselor's action was rendered unnecessary because his client left jail, or the need was taken care of before the counselor could act, or a pre-condition to action was unfulfilled. An example of the latter was "Call my friend to raise bail if the amount is reduced." When the bail was not reduced, the counselor's contact became unnecessary. The remaining seven outcomes of CPI contacts were mostly composed of unknown results.

The counselors' high percentage (90%) of successful contacts with resolving resources is a good indication of their persistence in pursuing their duties as a linking resource. While it appears that CPI had effectively met its obligations as a linking resource, other criteria were developed to evaluate the success or failure of particular problem-solving efforts of the CPI as a resolving resource.

Criteria for judging the program's success as a resolving resource. To evaluate the functioning of CPI as a resolving resource, the research staff established uniform, objective standards for judging the degree of program success in resolving inmate needs. The staff also held weekly meetings with the counselors in order to monitor the judgments of

success or failure of each problem-solving effort. These two measures were taken in order to: 1) minimize the possibility of counselor bias affecting unduly their judgments of inmate needs as being successfully resolved; and 2) enhance the reliability of the data by exercising strict control over every judgment of success or failure as described in the methodology section.

Judgments were made by the research staff to ensure that all counselors' actions were measured against the same standards. The system employed by the research staff tended to underestimate the number of successful resolutions. That is, in instances where a counselor did not have personal knowledge of the final results of his problem-solving efforts, the status of the action was deemed to be either "unknown" or "unresolved." The only problems labelled as "successfully" resolved were those in which: 1) the counselor had successfully remedied the stated inmate need (and not another need in its stead), and 2) the counselor had knowledge of that successful disposition. A resolution would be marked "unknown" if a counselor had completed his action but had no knowledge of its outcome, or "unresolved" if the counselor was still acting to resolve a problem. Similarly, a problem was marked "unsuccessfully resolved" only if the counselor had direct knowledge that the request was unfulfilled.

The research staff judged the outcome of all needs by applying the above definitions and standards as to what constituted a successful resolution. These judgments were made at the weekly meetings between individual counselors and a member of the research staff. The reader is referred to Appendix 2 for the detailed guidelines used for judging the success or failure of each problem-solving effort.

The program's success as a resolving resource. Responsibility for and control over resolution of inmate needs rested either with the CPI counselor or with resources located principally in the outside community. Program success in this area was measured against the following criteria: 1) overall program success in resolving client needs; 2) success of resources other than CPI in resolving client needs; 3) success of CPI in meeting client needs when it served as the resolving resource; and 4) percentage of clients who had at least one need successfully resolved.

A total of 1374 of the 1407 inmate requests or needs required counselor action.<sup>1</sup> Responsibility for the outcomes of these needs rested for the most part (87%) with other resolving resources. Therefore, outcomes of these needs and any remaining needs (13%) for which CPI was responsible were indicative of the productivity of the overall program. To discern the success of the program, data were collected from both the perspective of the counselors (Appendix 1) and the perspective of the inmates (Appendix 4). The results of the overall program's problem-solving success from each of these perspectives is summarized in Table 3.

From the counselors' perspective, seven hundred and eighteen needs (52%) were found to have been successfully resolved. As 212 (15%) needs were not successfully resolved, the success-failure ratio was a favorable 3.5 to 1. However, until norms evolve in the area of providing similar services at other jail facilities, the full meaning of this ratio is unclear.

---

<sup>1</sup>The 1374 does not include those needs in which counselor action was made unnecessary due to circumstances.

TABLE 3

OVERALL PROGRAM SUCCESS IN SOLVING INMATE PROBLEMS: THE  
COUNSELORS' AND INMATES' PERSPECTIVES

	Number of Needs	Successful Resolutions # %	Unsuccessful Resolutions # %	Unresolved Resolutions # %	Unknown Resolutions # %
Counselors' Perspective	1374	718 (52%)	212 (15%)	70 (5%)	374 (27%) <sup>2</sup>
Inmates' Perspective	200	144 (72%)	31 (15%)	20 (10%)	5 (2%)

<sup>2</sup>Both percentages from the counselors' and inmates' perspective deviate from 100% due to rounding.

The counselors did not know the results of their actions in three hundred and seventy-four instances (27%) and they were still working to resolve 70 of the problems (5%).

The percentage of successful resolutions increases to 72% if only those instances are considered in which the final outcomes are known to the counselors. It is not clear whether this figure is more or less representative of program success than the 52% figure. However, it does suggest that the program was probably more successful than the 52% figure would indicate.

From the inmates' perspective, one hundred and forty-four of the needs (72%) were successfully met. In contrast, only thirty-one of their requests (15%) were resolved unsuccessfully. From their vantage point, the success-failure ratio was 4.6 to 1. Thus, only twenty-five of the inmates' needs (12%) were either unresolved or unknown as to outcome.

Comparing findings on overall program success from the inmates' and counselors' perspectives revealed two differences. First, the inmates were much more knowledgeable about the results of the program's efforts than were the counselors. They reported being aware 98% of the resolutions to their problems whereas the counselors had knowledge of the results of only 73% of their efforts to resolve inmate needs. Second, the inmates reported a much higher success rate of the known resolutions of their problems than did the counselors (72% as compared with 52%). This difference provides support for the view that the 52% success rate reported by counselors would be subject to upward revision on the basis of more information.

Of the total of 1374 inmate requests presented to the overall

program, resolving resources other than CPI were responsible for the resolution of 1187 (87%) of these problems. Therefore the outcomes of these 1187 needs were indicative of the success of the resource network in resolving inmate needs. The success of the resource network in remediating these 1187 inmate needs is described in Table 4.

The resource network used by CPI successfully resolved five hundred and sixty needs (47%) and was unsuccessful in meeting 203 inmate needs (17%). The success-failure ratio was 2.8 to 1. The counselors did not know the outcomes of almost a third (361 or 30%) of the needs which required performance of their linking function. The remaining 63 needs (5%) remained unresolved. Of those needs with known outcomes, the resource network was successful in resolving 68% of them.

Finally, CPI served as the sole resolving resource in 187 instances involving 13% of all inmate needs. The success of CPI's performance as a resolving resource is depicted in Table 5.

The counselors successfully transmitted information to inmates in 68 instances (71%). The success-failure ratio was 7.6 to 1. While the statistics show that CPI was overwhelmingly (90/99%) successful in its counseling endeavors, this figure is highly suspect because the research staff did not develop clear-cut standards for evaluating this activity.

The final measure of productivity focuses upon the client as the unit of analysis rather than on the client's needs. Seventy-six percent of CPI clients had at least one need successfully resolved by CPI intervention. The importance of this figure rests in the fact

TABLE 4

THE RESOURCE NETWORK'S SUCCESS IN SOLVING  
INMATE PROBLEMS: THE  
COUNSELORS' PERSPECTIVE

Number of Needs	Successful Resolutions		Unsuccessful Resolutions		Unresolved Resolutions		Unknown Resolutions	
	#	%	#	%	#	%	#	%
1187	560	(47%)	203	(17%)	63	(5%)	361	(30%) <sup>3</sup>

<sup>3</sup> Deviation from 100% are due to rounding.

TABLE 5

CPI' SUCCESS IN SOLVING INMATE PROBLEMS: THE  
COUNSELORS PERSPECTIVE

	Number & Percent of Needs	Successful Resolutions	Unsuccessful Resolutions	Unresolved Resolutions	Unknown Resolutions
	# %	# %	# %	# %	# %
Information	96 (100%)	68 (71%)	9 ( 9%)	6 (6%)	13 (14%)
Counseling	91 (100%)	90 (99%)	1 ( 1%)	0	0
Total	187 (100%)	158 (85%)	10 (15%)	6 (3%)	13 ( 7%)

that while CPI did not successfully meet all needs, it did ameliorate over three-quarters of the inmates' situations.

In summary, CPI counselors were most likely to successfully meet a client's need successfully when they themselves acted as the resolving agent. However, counselors could call upon the program's resource network and often accomplish successful resolutions for its clients' problems. The program was also able to meet at least one of the needs of the majority of its clients.

Based on a lack of comparable data from other programs, it is difficult to make final determinations about the viability of CPI. While the research staff was able to gain a fairly accurate view of client needs and how successfully these needs were resolved, information was also required from clients regarding whether or not they gained satisfaction from CPI's intervention. Data on satisfaction goals will be presented next.

#### Satisfaction Goals

Meeting the production goals related to resolution of inmate needs is one major purpose of CPI; gaining client satisfaction with the service and its counselors is a second major purpose. Since no firm standards existed by which to judge the ultimate success of the production goals previously discussed, the research staff gathered data to discover whether or not CPI clients were satisfied with the help they received. For this purpose, the inmate interview (Appendix 4) was developed. This instrument generated data on client satisfactions and dissatisfactions with CPI as a whole and the specifics of the clients' relationship with his main counselor, i.e., how well he felt that counselor treated him and how capable he felt that counselor was

in meeting his needs.

#### Client Evaluation of the CPI as a Whole

The great majority of the 100 interviewed participating inmates (92) expressed some degree of satisfaction with the CPI as a whole; of these, 38 were very satisfied. Only five inmates indicated that they were not at all satisfied, and three made no comments or did not know. While this indicated a high proportion of satisfied clients, a question remained of whether or not CPI made a difference in how inmates felt about being in jail. A smaller number than those expressing satisfaction, although still a majority (55), stated that the service made a difference; 44 felt it made no difference and one was undecided. A small number (2) of inmates later expressed this difference as a negative one. All participating inmates were also asked to state the ways, if any, in which CPI affected their feelings about their incarceration; i.e. the ways in which CPI made a difference.

Ways in which CPI Made a Difference. The overwhelming majority of inmate responses to the question of whether CPI affected their attitude reflected positive client sentiment toward CPI's impact upon their attitudes about being in jail. Seventy-three (91%) of the 80 responses elicited revealed positively felt differences, while the remaining seven statements encompassed two opinions which were negative, one varied, and four categorized as "other."

Most of the positive responses referred to the two main areas of CPI function: 1) solving clients' practical problems of incarceration (usually through linking with other resources), and 2) providing clients with legal-related and personal counseling.

Forty-three of the positive responses cited extrinsic benefits

of the relationship with the CPI that accrued as a result of services performed outside the counseling session, such as the counselor's keeping the client informed of something and doing things for him. A typical response was that the CPI made a difference because, "somebody was doing something that I couldn't do for myself." More specifically, another client, concerned about her children, stated that when the "counselor found out everything about them it was quite a relief."

Eighteen client responses reflected positive reactions based upon intrinsic benefits of the relationship with the counselor. The intrinsic benefits reported involved CPI's providing counseling, companionship, concern, moral support and so forth inside the session. As one inmate put it, "Knowing someone was interested in my case made me feel better."

Twelve responses were positive but with no specific basis stated. These responses indicated that CPI helped in combatting feelings of helplessness, reducing anxiety and providing consolation to the inmate. One client stated that the counselor was able to, "help me get things together mentally and physically." CPI also made a difference to another who stated that the contact with the service meant knowing "...you're not a forgotten person."

Two negative responses were also made by participating inmates. One of these stated that this person felt, "nadder to think she's [counselor] out there free making all those phone calls" while the inmate was locked in jail. The remaining four responses did not fit into any of the categories related to either a positive or negative difference in inmates' feelings about being in jail.

Ways CPI Could Be Improved. While responding to an overwhelmingly positive manner to CPI, participating inmates also expressed some dissatisfaction with the service. They felt that some areas of functioning could have been improved. Seventy-nine participating inmates expressed no dissatisfaction, but the remaining 21 voiced a total of 28 critical opinions.

Dissatisfactions with CPI. A total of 23 expressions of dissatisfaction pertained to inmate needs which fell within CPI's present functions. Of these, the most frequently mentioned area of disappointment (11) with the service was its not responding to requests or responding with insufficient speed. This tardiness of response pertained both to the time lag between submission of a request slip and the counselor's visit and also to delays between a request for counselor action and the action itself.

Another twelve responses reflected disappointment with various other aspects of CPI function. Four of these involved dissatisfaction in general; another four dealt with counselor difficulties in linking inmates to outside agents. A typical comment in this latter regard was that the counselor "couldn't make [the] lawyer move, even though he contacted him." Three of the responses pertained to a lack of perceived counselor personal involvement with the inmate. For example, one inmate was disappointed that his counselor had sent him a note instead of coming in person. The remaining instance of dissatisfaction with counseling related to a need for more legal information, such as law books and other resources.

Three expressions of dissatisfaction pertained to inmate needs which fell beyond the present functions for which CPI is mandated or

legally allowed to perform. These involved court and trial-related needs which the counselor was not allowed to perform by law or professional ethics, such as getting the inmate released or securing bail reductions.

The remaining two comments were coded as "other" because they fit none of the established categories. In one instance, a non-English-speaking inmate was unable to communicate with the counselor (or the guards) because no interpreter could be located.

Areas in Which CPI Could Be More Helpful. While a relatively small percentage of the participating inmates (21%) indicated some disappointment with CPI, data was gathered to learn the ways in which clients felt that the service could have been more helpful to them. Almost half (43) of the participating inmates expected "neither more nor less" help than they actually received from the service. For this group, the helpfulness of the service was congruent with their expectations. Surprisingly, another 27 inmates indicated that they expected even less help than they had actually received. In contrast, 18 inmates expected more help and twelve did not know or gave no answer to this question.

In relation to the ways in which CPI might have proved more helpful to them, a total of 108 responses from all inmates revealed the following: 53 participating inmate comments contained either no suggestions for improvement (36), revealed satisfaction or indicated that CPI was capably performing within its limits (17). Another five responses were coded as "other" because they were unresponsive to this question or stated no specific areas of improvement.

Unlike the responses related to client dissatisfactions, comments

about how the service could be more helpful were more evenly split between those which fell within and those which fell beyond CPI' functions. Twenty-five responses related to perceived limits within the scope of the program's activities. Consistent with dissatisfactions previously stated, the most frequent area (9 responses) cited here related to the speed of counselor response to request slips or handling of the inmate problems. The remaining responses were divided among difficulties with the counseling function, contacting outside agencies, and general dissatisfaction with the service.

The other 25 ways in which inmates thought the service might be helpful related to functions which CPI does not or legally cannot perform. Two-thirds of these 25 dealt with court and trial-related matters limited to the purview of an attorney and the remainder with certain internal jail conditions.

CPI clients, in short, were most discriminating in their evaluations of the service as a whole. They seem to have been acutely aware of CPI' present limitations and took those limits into consideration when evaluating whether or not they were dissatisfied with CPI as it presently functions. While only 11% of their statements revealing dissatisfactions with CPI fell beyond CPI' present areas of function, a total of 50% of their statements regarding ways the service could be made more helpful exceeded the present boundaries of CPI function. Clients, then, confined their statements of dissatisfaction to present areas of CPI function while allowing themselves a freer hand when invited to state the ways in which the service could have been more helpful to them.

In summary, a relatively small number of participating inmates

either expressed dissatisfaction with CPI as a whole (21) or expected that the service would have been more helpful to them (18) than it was. In sharp contrast, 89 of all participating inmates expressed no dissatisfaction with CPI and 70 received an amount of help from CPI which was either equal to or greater than the amount expected. From the inmates' standpoint, the major area needing improvement within CPI's present function seems to be the efficiency with which the service responds to the request slips or acts upon client needs. The major area beyond CPI's function with which the participating inmates would have liked more help related to legal assistance with court and trial-related matters.

#### Client Evaluation of their Treatment by Counselors

Satisfaction was also measured in terms of how clients felt the individual counselors treated them and how much concern, knowledge and understanding of their legal and personal situations the counselors showed.

Counselor Treatment in General. CPI clients overwhelmingly voiced favorable reactions to their treatment by counselors as revealed by the fact that 100 (80%) of the 126 responses to this issue conveyed very positive feelings in this regard. Half of these 100 responses consisted of statements that the counselor's attitude was "good" and that he was "nice" or "polite." Other positive comments related to helpfulness and concern or the counselor's respectful or friendly manner.

Sixteen participating inmates' comments stated that the counselor treated them in a neutral fashion (e.g., O.K., all right). Only one response expressed an inmate's negative feelings about his treatment

(i.e. "grudgy").

Of the remaining nine comments, six were that the client did not know how he felt about his treatment and three comments did not fit into any category.

Counselor Concern for Client and His Problems. Inmates were asked how concerned they thought the counselors were about them personally. Including a substantial number who viewed counselors as very concerned (39), the majority of the inmates felt that the counselors had at least some concern (77). Only a small number (9) felt that the counselors were not concerned with them, and 14 gave no answer.

Similarly, inmates' feelings were solicited on the question of whether the counselors were concerned with their problems. Again a majority (83) felt that the counselors were concerned, including 46 who considered them to be very concerned. Five inmates saw the counselors as not being concerned with their problems, and 12 were unresponsive.

Counselor Knowledge and Understanding. While the vast majority of clients felt that counselors treated them well and were concerned about them and their problems, CPI would be of little use to its clients if they did not view with confidence the counselors' ability to solve their problems. Since productivity or the successful resolution of inmate problems is a major goal of CPI, the clients' views of the counselors' knowledge and skills for resolving problems is another indicator of client satisfaction and confidence. Further, it was believed that a more specific understanding of the areas in which clients felt counselor skills and knowledge were most beneficial could be derived from their judgments of the counselors' understanding

of their legal and personal situations. Clients were, therefore, asked (1) whether or not they felt that the counselors knew what they were doing, and (2) whether they seemed to have an understanding of the clients' legal and personal situations.

Counselor Knowledge and Skills. Nearly all of CPI clients (94) felt that the counselors were sufficiently knowledgeable and skillful to be of help to them. Almost three-fourths (74) answered that they were definitely so, and the remainder (20) said that they probably were. Only five inmates expressed a lack of confidence in their counselors' abilities, and one gave no response.

Counselor's Understanding of Client's Situation. A total of 62 inmates felt that their counselors had at least a good understanding of their legal situation, and another ten thought they had a fair understanding. Two inmates specifically stated that their counselors were thorough and would not give them an answer without first checking it for accuracy. Only four inmates rated counselors' appreciation of their legal problems as poor. Twenty-one felt that understanding of their legal problems was irrelevant to the counselor-inmate relationship or to solving their problems. In one case, the inmate stated that it was not relevant because the counselor was not a lawyer. The remaining three responses were categorized as "other." Sixty inmates indicated that the counselors' understanding of their personal situations was also either mostly good or excellent. One inmate commented: "Like, she comes from someplace different than me, but I rapped with her about the streets and gangs and stuff and she seemed to want to understand it." Seven inmates thought the counselor only

had a fair understanding of their personal situation, while 27 thought that the counselor's understanding of their personal situation was not relevant to their relationship. Two inmates felt that the counselor had a poor understanding. As one of these inmates stated, "She doesn't have kids and doesn't know how it feels to miss your child. She's not old enough to understand." The remaining inmates did not know how to rate counselor understanding in this area.

Inmate Feelings When Talking With a Counselor. Inmates were asked to state how they felt when talking to their counselor. Of 120 responses, 77 (64%) of the inmates' comments reflected positive reactions to talking with their counselors. Of these, 17 stated that their counselors were people to whom they could tell their problems. An additional 19 responses revealed that clients felt comfortable and at ease with their counselors. Other positive attitudes reported were pleasure and happiness (21). Twenty of these comments expressed appreciation for a counselor's concern and helpfulness.

Nineteen of the respondents took a neutral stance toward their counselors in that they felt that talking to them was the same as talking to anyone else. An additional 12 did not answer the question directly. Nine other statements reflected nervousness on the inmate's part when talking with a counselor, e.g., "I don't like discussing my problems with just anybody." Three inmate responses revealed their sense of uncertainty with their counselor's ability to help them.

Satisfaction with Speed of Service and Duration of Counselor Contact.

It is important that clients felt that they were treated well and thought their counselor capable of helping them. Apart from these more

personal responses of the inmate to the counselor, did inmates feel that counselors promptly responded to their problems? It may be recalled that this was one aspect of service upon which clients focused a number of their dissatisfactions with CPI as a whole.

Interestingly enough, 92 of the participating inmates felt that the service by individual counselors was provided within a reasonable amount of time while only five thought it was not. The remaining three did not know or gave no answer. While this finding may initially appear contradictory to the prior expressions of dissatisfaction, there were only 11 such criticisms. Those criticisms referred to a lack of counselor responsiveness to visiting with them after they submitted a request slip, and delays in counselors' acting upon their problems (to which this question specifically pertains).

A number of unsolicited comments were also made by inmates in explanation of their responses. "Co-operation was fine, but certain things couldn't be done right away." Another client stated that the counselor had responded to his problems "the same hour he left jail."

With respect to the amount of time given by the counselor, the majority of participating inmates (82) indicated that they had "plenty of time to get into" their problems during their first meeting with a jail counselor. Fourteen did not feel that they were provided with sufficient time and two gave no answer.

Likewise, 90 participating inmates stated that they were either somewhat satisfied (7), satisfied (40) or very satisfied (43) with the amount of time the counselor spent with them during their first meeting together. Seven expressed dissatisfaction and the remaining three gave no answer or did not know.

Inmate Perception of the Counselors' Allegiance. Even though most clients felt positively about how they were treated and how quickly their needs were responded to, a service such as CPI is still operating in a foreign setting. The research staff therefore, asked the clients about their views of the service's allegiance.

Inmates were asked to state for whom they felt the counselors worked. The majority (65) viewed the counselors as working for them -- the inmates. Other responses (22) were divided among the jail, the counselors themselves, the county or combinations of these. Five inmates were uncertain regarding counselor allegiance. One client commented, "Trying to work for the inmate, but I don't think the establishment allows him to do this." The remaining eight responses were "don't know" or "no answer."

Inmate Attitudes Toward Re-Utilizing CPI. A final measure of consumer satisfaction related to whether or not clients would use the CPI again, if needed. Eighty-four of all participating inmates would definitely call CPI again if they had another problem while in jail. Another 13 stated that they probably would do so, leaving only three who would not. Thus, despite some dissatisfactions or suggestions for improvement, CPI clients nearly unanimously favored using it again in the future.

Inmates were also asked whether they still would have contacted CPI if they had been able to place more telephone calls on their own. A majority of the inmates (61) stated that they definitely would have contacted CPI even if they had been able to make more calls themselves. Another 18 inmates indicated that they probably would have contacted CPI. Thus, even though telephone calls were the

predominant CPI means for contacting outside resources, a total of 79 respondents would still have called upon the service even if they had greater access to the outside world themselves. It may be that many inmate needs, although requiring some form of contact with agents external to the jail setting, could not be taken care of adequately even if the rules regarding telephone calls were relaxed. It may also be that inmates lacked knowledge of the available resources and depended on the counselors to choose the agency to be contacted as well as to call, or that they were comforted in knowing that someone else was helping them.

Production and Satisfaction goals -- summary of findings. With regard to CPI's production goals, counselors were overwhelmingly successful in performing their linking function of establishing contact with its resource network. As a program, CPI was likely to resolve inmate needs successfully and to ameliorate the situations of most of its clients by resolving at least one of their needs. With regard to consumer satisfaction, the great majority of CPI clients expressed some degree of satisfaction with the service as a whole and a majority even felt that contact with CPI made a difference in how they felt about being in jail. Less than a fourth of the clients expressed any dissatisfaction with the overall performance of the counselors. Inmates overwhelmingly felt that counselors treated them in a nice, polite, helpful and respectful manner. The majority of inmates felt that the counselors were concerned both with them and with their problems. They also judged the counselors to be competent in general and to have a good understanding of their particular legal and personal situations. Inmates responded in a generally positive way to talking

with counselors. While some dissatisfaction was expressed with the counselors' efficiency in problem-solving, clients generally evaluated both the speed and the amount of CPI service as sufficient, quick, and satisfactory. The majority of inmates felt that the counselors were working on the inmates' behalf and would call upon CPI again if they needed help with other problems.

## CHAPTER VII

### IMPACT OF THE COUNSELING PROGRAM FOR INMATES: THE RELATIONSHIP OF CLIENT SATISFACTION TO COUNSELOR PERFORMANCE AND COUNSELOR ATTRIBUTES

The research staff made additional analyses of data about the clients' perceptions of CPI and their opinions of the help they received that amplify the findings reported above. In particular, program and counselor functioning was analyzed so as to reveal which aspects related most strongly to client satisfaction with CPI' help and to client expressions of dissatisfaction. These analyses were done on the inmates' responses to specific questions on the inmate interview (Appendix 4) administered to 100 of 351 clients (see method section on inmate interview).

In comparison to other helping organizations in the community, CPI is more severely restricted in its capacity to help clients change or leave their environment. However, it is both desirable and possible for CPI to relieve some of the tension inherent in incarceration. Even though the program cannot make life in the jail enjoyable, it can at least help its clients feel less isolated and less depressed.

In measuring client satisfaction, the research staff determined the particular aspects of program or counselor performance and the counselor attributes that corresponded most strongly to overall client satisfaction. This overall satisfaction was subsequently related to a

number of more specific variables in two major areas 1) counselor performance in the problem-solving process; and 2) counselor attributes and relationship with clients. As a discussion of client satisfaction would be incomplete without noting client dissatisfactions, the interviewed inmates' expressions of dissatisfactions were also analyzed in relation to the above two areas.<sup>1</sup>

#### Counselor Performance and Client Satisfaction

Client satisfaction lies in part with the problem-solving process as well as with the outcome of that process. In a situation such as incarceration, there is little else to do except think about one's problems. It is therefore especially important to the clients' peace of mind that they can depend on the counselors' performance in the problem-solving process.

Areas of counselor performance covered during the interviews included efficiency of the counselors' response to client requests, the provision of a sufficient amount of time for clients to present their problems, and the counselors' aid in the successful resolution of the clients' needs.

---

<sup>1</sup>It should be noted, however, that dissatisfactions are not general measures of dissatisfaction with CPI comparable to the measure of satisfaction. Rather, they are specific kinds of dissatisfaction with various aspects of the program. The number and percent of those dissatisfied consist of the number of people who expressed some dissatisfaction with CPI in response to the open-ended question "In what way or ways, if any, were you dissatisfied with the service?" In contrast, satisfaction was measured by the inmates' responses to the closed-ended question "How satisfied were you with the help you got the last time from the Counseling Service?" The choice of responses included 1) very satisfied, 2) satisfied, 3) somewhat satisfied, and 4) not at all satisfied. Overall satisfaction and expressions of dissatisfaction are therefore not mutually exclusive.

A number of more specific variables within these three general areas were analyzed in relation to client satisfaction in order to determine which aspects of counselor performance corresponded most strongly to overall satisfaction.

Counselor efficiency, amount of time given, and client satisfaction.

Most clients (91%) stated that counselors responded within 3 days of their requests to see the counselors. Surprisingly, the speed of the counselors' response had no bearing on the clients' satisfaction with the help given. Clients reported that the counselors had acted swiftly upon their problems -- three-fourths of the time within one day of the counseling session. However, this counselor responsiveness was not found to be related to client satisfaction. Similarly, although most clients (95 or 98%) felt that counselors responded within a reasonable time after their meeting, no significant relationship existed between client satisfaction and the counselors' efficiency in acting upon needs.

On the other hand, a significant statistical relationship was found between client satisfaction and their estimate of the amount of time spent with the counselor during the first meeting (see Table 6). Clients who spent more time in their first meeting with the counselor were more likely to be very satisfied with the program than those who reportedly spent less. Seventeen of the 26<sup>2</sup> people who estimated the

---

<sup>2</sup> Although the data were drawn from a sample of 100, all statistics reported are based only on valid responses and do not include non-valid responses such as "don't know" or "does not apply." In instances where all responses are valid, raw numbers translate directly into percentages and, therefore, only the percentages are reported.

TABLE 6

THE RELATIONSHIP BETWEEN LENGTH OF MEETINGS  
AND CLIENT SATISFACTION

		<i>Amount of time counselor spent with client during first meeting</i>			
		0 - 10 minutes	11 - 20 minutes	21 - 60+ minutes	
<i>Client satisfaction with the program's help</i>	very satisfied	3	17	17	37
	satisfied	22	13	8	43
	somewhat or not at all satisfied	9	5	1	15
		34	35	26	95

Raw  $\chi^2 = 22.83$  with 4 degrees of freedom

$p = .0001$

length of the first counseling session to be 20 minutes or longer were very satisfied with CPI' help. In contrast, only three of the 34 clients were very satisfied who reported that first session lasted ten minutes or less.

The clients' judgments as to whether or not they had received a sufficient amount of time with the counselor also bore a statistically significant relationship to their satisfaction (see Table 7). In general, clients who felt they had enough time to explore their problems were more likely to be satisfied with CPI' help. Eighty (84%) of the interviewed inmates believed that the counselors had given them sufficient time. Nearly half (37 or 46%) of these eighty clients were very satisfied with CPI. In contrast, of the fifteen clients who felt that they were not given a sufficient amount of time, only one client was very satisfied with CPI' help. These findings demonstrate the consistency between the data and what one would expect to relate to client satisfaction which serves to reinforce one's confidence in the data generated in this study.

Resolution of client needs and client satisfaction. Counselors successfully resolved 70 of the 100 needs first mentioned by the interviewed inmates. Fifteen of these 100 problems were unsuccessfully resolved, while ten resulted in either unknown or unresolved consequences. The remaining five could not be coded.

Since CPI' primary functions were its linking or counseling capacities, it was expected that the outcomes of these problem-solving processes would be significantly related to satisfaction of its clients. However, no statistical significance appeared between the successful resolution of inmate needs and inmate satisfaction with the

TABLE 7

THE RELATIONSHIP BETWEEN SUFFICIENT PROBLEM-SOLVING  
TIME AND CLIENT SATISFACTION

<i>Client opinion of whether the counselor gave him sufficient time to explore his problems</i>				
		Yes	No	
<i>Client Satisfaction with the program's help</i>	Very satisfied	37	1	38
	Satisfied	36	7	43
	Somewhat or not at all satisfied	7	7	14
		80	15	95

Raw Chi Square = 17.278 with 2 degrees of freedom

P = .0002

service. In fact, even the majority (11) of those 15 inmates with unsuccessfully resolved needs were generally satisfied with the program.

In brief, such process variables as the amount and sufficiency of time which the counselors gave the inmates was more strongly related to client satisfaction than the success or failure of the counselors' efforts to solve their problems.

#### Counselor Performance and Client Expression of Dissatisfaction

The clients' expression of any dissatisfaction with the counselors' performance was found to be significantly related to all four of the time-related variables in the problem-solving process. First, the incidence of client complaints was related to the length of the clients' wait for a counselor to respond to their request for a meeting (see Table 8). While only two of the 28 clients who received counselor contact the same day they requested to see CPI voiced a complaint about the service, ten of the 34 who waited from two to seven days for such contact voiced dissatisfactions.

Second, a lack of counselor efficiency in acting upon their problems after the meeting related to client dissatisfaction (see Table 9). Clients were much more likely (9/25) to express a dissatisfaction with CPI if their counselor took two days or longer to act upon their problems than clients whose problems were responded to within one day of meeting with a counselor (10/73).

Third, the amount of time spent during the meeting with the counselor related to clients voicing complaints about CPI (see Table 10). The more time the client estimated to be the length of his

TABLE 2

THE RELATIONSHIP BETWEEN CLIENTS' WAIT FOR CONTACT  
AND CLIENT DISSATISFACTION

		<i>Wait for counselor visit after client request for contact</i>			
		<i>Same day</i>	<i>After 1 day</i>	<i>After 2-3 days</i>	<i>After 4-7 days</i>
<i>Client expression of any dissatis- faction with the service</i>	<i>Yes</i>	2	3	10	15
	<i>No</i>	26	24	24	74
		28	27	34	89

Raw  $\chi^2 = 6.345$  with 2 degrees of freedom

$p = .0419$

TABLE 9

THE RELATIONSHIP BETWEEN PROBLEM-SOLVING EFFICIENCY  
AND CLIENT DISSATISFACTION

		<i>Quickness of Counselor response to problems after meeting with Client</i>			
				After: 2-3 days 4-7 days	
		Same day	After 1 day	Counselor never responded to problems	
<i>Client expression of any dissatis- faction with the service</i>	Yes	8	2	9	19
	No	42	21	16	79
		50	23	25	98

Raw  $\chi^2 = 6.463$  with 2 degrees of freedom

p = .0395

TABLE 10

THE RELATIONSHIP BETWEEN LENGTH OF MEETINGS AND  
CLIENT DISSATISFACTION

		<i>Amount of time Counselor spent with Client during first meeting</i>			
		0 - 10 minutes	11 - 20 minutes	21 - 60+ minutes	
<i>Client expression of any dissatis- faction with the program</i>	Yes	11	6	2	19
	No	23	30	25	78
		34	36	27	97

Raw  $\chi^2 = 6.256$  with 2 degrees of freedom

p = .0438

meeting with the counselor the less likely he was to have expressed any complaints. While eleven of 34 clients complained about CPI who had meetings of ten minutes or less, only two of 27 clients so complained when their meetings lasted 20 minutes or longer.

Fourth, client dissatisfaction related to whether or not the clients judged that meeting to be of sufficient duration to explore their problems (see Table 11). While the majority (10/15) of the clients who felt that they did not have enough time to get into their problems complained about CPI, a much smaller number and proportion (8/82) of those who felt the length of their meeting to be sufficient made complaints about the program.

Finally, just as no correspondence existed between the resolution of client needs and client satisfaction, the same lack of correspondence was found with client expression of dissatisfaction and outcomes of problem-solving.

In short, while significant relationships were discovered between the swiftness and sufficiency of the problem-solving process and client dissatisfaction, no such relationship existed with the outcomes of that process.

#### Counselor Attributes and Client Satisfaction

As we have seen in the section on Counselor performance and client satisfaction, a lack of correspondence existed between client satisfaction and many of the time and efficiency variables of the problem-solving process as well as with the outcomes of those efforts. These findings may point to the importance of counselor attributes and relationships with clients as important variables in the clients' satisfaction with CPI. The research staff did further analyses to see

TABLE 11

THE RELATIONSHIP BETWEEN SUFFICIENT PROBLEM-SOLVING  
TIME AND DISSATISFACTION

		<i>Client opinion of whether the Counselor gave him sufficient time to explore his problems</i>		
		Yes	No	
<i>Client expression of any dissatis- faction with the service</i>	Yes	8	10	18
	No	74	5	5
		82	15	97

Corrected  $\chi^2 = 23.539$  with 1 degree of freedom $p = .0000$

whether client satisfaction related to counselors' competence and understanding of personal and legal issues, counselor concern and allegiance, and counselors' relationships with clients.

Satisfaction and counselor competence, and understanding of personal and legal issues. Clients were asked to evaluate the counselors on their competence, in general, and on their understanding of the clients' personal and legal problems, in particular. The clients' confidence in the competence of the counselors significantly related to their satisfaction with CPI (see Table 12). Seventy-three (76%) of the 96 interviewed clients felt their counselors were "definitely competent." Thirty-seven of those 73 clients were very satisfied with CPI's aid. In contrast, only one of the 23 clients who evaluated their counselor as being competent with a lesser degree of certainty stated that they were very satisfied with the program's help.

The inmates' ratings of their counselors' understanding of their personal and legal situations has two dimensions: First, whether or not the clients felt that understanding of either personal or legal issues was relevant to their particular situation; and second, how highly did clients rate these two counselor attributes. The question then becomes whether or not either of these dimensions related to client satisfaction.

The relevancy of the counselors' personal and legal understanding did not correspond with satisfaction. However, their ratings of the counselors' understandings did so relate. First, the counselors' understanding of their personal situation significantly correlated with client satisfaction (see Table 13). The great majority (15/20) of the

TABLE 12

THE RELATIONSHIP BETWEEN CONFIDENCE IN COUNSELOR  
COMPETENCE AND SATISFACTION

		<i>Degree of client certainty of counselor competence</i>		
		Yes, Definitely	Probably Yes I don't think so Definitely not	
<i>Client satis- faction with the program's help</i>	Very Satisfied	37	1	38
	Satisfied	30	14	44
	Somewhat or not at all satisfied	6	8	14
		73	23	96

Raw  $\chi^2 = 19.441$  with 2 degrees of freedom

p = .0001

TABLE 13

THE RELATIONSHIP BETWEEN COUNSELORS' PERSONAL UNDER-  
STANDING AND SATISFACTION

		<i>Client ratings of counselors' understanding of personal situations</i>		
		Excellent	Good Fair Poor	
<i>Client satisfaction with the program's help</i>	Very satisfied	15	16	31
	Satisfied	4	23	27
	Somewhat or not at all satisfied	1	9	10
		20	48	68

$\chi^2 = 9.962$  with 2 degrees of freedom

$p = .0069$

clients who felt their counselors had an excellent understanding of their personal situation were very satisfied with CPI' help, while only one-third (16/48) of those who felt that counselors rated good or poorer on this attribute judged their satisfaction as highly.

Second, the counselors' understanding of legal issues also significantly related to satisfaction with CPI (see Table 14). Clients who rated their counselors' legal understanding as "excellent" were much more likely to feel very satisfied with CPI' intervention than those who assessed this counselor attribute to be less than excellent. Fourteen (70%) of the 20 clients who assessed their counselor as having an excellent legal understanding were very satisfied with CPI' aid. In contrast, 18 (37%) of the 55 clients who rated the counselors' understanding as being poor to good on this characteristic reported being equally satisfied with CPI.

Counselor concern and allegiance and client satisfaction. A statistically significant relationship existed between both the counselors' concern for the inmate himself and the counselors' concern for the inmates' problems and client satisfaction with CPI' help. First, the more the clients' felt that the counselors were concerned about them, the more satisfied they were with the service (see Table 15). The more concerned clients felt the counselors to be the more likely they were to be very satisfied with the service. While the majority (23/39) of inmates felt that counselors were very concerned about them stated they were very satisfied with CPI' aid, a very small proportion (2/20) who felt the counselors to be fairly or not really concerned were equally satisfied with CPI.

TABLE 14

THE RELATIONSHIP BETWEEN COUNSELORS' LEGAL UNDER-  
STANDING AND SATISFACTION

<i>Client ratings of counselors' understanding of legal situations</i>				
		Excellent	Good Fair Poor	
<i>Client satisfaction with the program's help</i>	Very Satisfied	14	18	32
	Satisfied	4	27	31
	Somewhat or not at all satisfied	2	10	12
		20	55	75

Raw  $\chi^2 = 8.392$  with 2 degrees of freedom

$p = .0151$

TABLE 15

THE RELATIONSHIP BETWEEN THE COUNSELORS' CONCERN FOR  
THE INMATE AND SATISFACTION

		<i>Degree of counselor concern for inmate</i>			
		Very Concerned	Concerned	Fairly concerned; not really concerned	
<i>Client satisfaction with the program's help</i>	Very Satisfied	23	12	2	37
	Satisfied	13	9	11	33
	Somewhat or not at all satisfied	3	4	7	14
		39	25	20	84

Raw  $\chi^2 = 14.927$  with 4 degrees of freedom

$p = .0049$

Second, the degree of perceived counselor concern for the inmate's problem significantly related to client satisfaction with the program (see Table 16). The majority (29/46) of clients who felt the counselors to be very concerned about their problems tended to be very satisfied with CPI' help. This finding markedly contrasts with the low proportion (2/18) of those "very satisfied" clients who rated counselors to be fairly or not really concerned about their problems.

The strong relationships between client satisfaction and their evaluations of counselor competence and concern denotes the importance of these two general counselor attributes. To determine the context of these client perceptions, they were asked to assess for whose benefit they thought the counselors acted. Such judgments about the counselors' allegiance are particularly critical in a jail setting. Here, the program's clients, while voluntary participants in the counseling service, are nonetheless involuntary members of the larger setting. Under such circumstances a great deal of mistrust may be present.

In fact, a clear difference was found between those clients who felt that the counselors had at least some allegiance to him and those clients who felt that counselors were working on the behalf of others i.e. themselves, the jail, or the county (see Table 17). However, a statistically insignificant relationship was found when a chi-square test was applied to the data when the "very satisfied" and "satisfied" cells were collapsed. Thirty-six of those 70 clients who felt that CPI was working for them were very satisfied with the help they received. Conversely, none of the 15 inmates who viewed the

TABLE 16

THE RELATIONSHIP BETWEEN CONCERN FOR THE INMATE'S  
PROBLEMS AND SATISFACTION

		<i>Degree of counselor concern for inmate's problems</i>			
		Very Concerned	Concerned	Fairly Concerned; Not really Concerned	
<i>Client satisfaction with the program's help</i>	Very Satisfied	29	7	2	38
	Satisfied	14	12	8	34
	Somewhat or not at all satisfied	3	3	8	14
		46	22	18	86

Raw  $\chi^2 = 22.803$  with 4 degrees of freedom

$p = .0001$

TABLE 17

THE RELATIONSHIP BETWEEN COUNSELOR ALLEGIANCE AND  
CLIENT SATISFACTION

<i>Counselor Allegiance</i>				
		Inmate; Inmate and Themselves; Inmate and Jail	Themselves; Jail; County; Jail & Them- selves; University	
<i>Client satisfaction with the program's help</i>	Very Satisfied	36	0	36
	Satisfied	26	10	36
	Somewhat or not at all satisfied	8	5	13
		70	15	85

counselors' allegiance as resting with agents other than with the inmates expressed as great a satisfaction.

In short, both the counselors' concern for the inmate as a person and concern for the problems of the inmates were significantly related to the clients' satisfaction. Counselor allegiance and client satisfaction also showed a strong relationship which however did not prove to be statistically significant when cells were collapsed to do the chi-square.

Counselors' relationships with clients and the clients' satisfaction.

Client assessment of their relationship with the counselors involves how they felt the counselors treated them and how they felt when talking with the counselors. While the counselors' treatment of the clients showed a trend toward being related to client satisfaction, this aspect of the counselor-client relationship was not statistically significant. The nature of the clients' feelings when talking with a counselor showed a strong relationship with their satisfaction with the program's help. None of the ten clients who felt nervous or uncertain about talking with a counselor stated that they were very satisfied with the help of CPI. In contrast, the majority (31/58) of those who felt positively (i.e. trust, pleased, appreciative, and relaxed) about speaking with a CPI staff member felt very satisfied with the service. Those who felt neutral about this aspect of their relationship with a counselor fell somewhere in between these two groups in their satisfaction with CPI. The clients' positive feelings about talking with a counselor made a significant difference in their satisfaction with CPI. A high proportion (31/58) of those who felt positively about talking with the counselors were likewise

very satisfied with the program's aid. Only three of the 16 clients who felt neutral with the counselor and none of the ten who felt nervous or uncertain were as satisfied with the service.

Counselor Attributes and Client Expression of Dissatisfaction

The issue of clients' expression of dissatisfactions with CPI was compared to the same counselor attributes as was the issue of client satisfaction. While assessment of counselor competence displayed a trend toward correspondence with client dissatisfaction, this counselor attribute did not reach statistical significance. More specifically, the counselors' understanding of the clients' personal and legal situations both displayed a strong relationship to client complaints about CPI. The results with regard to the counselors' understanding of the clients' personal situation and legal situation were about identical. In both cases, none of the 21 clients who rated their counselor as having an excellent understanding of their personal or legal situation expressed dissatisfaction with CPI. In contrast, about one-fourth (12/48 and 12/45 respectively, regarding personal and legal understanding) of those who rated their counselors' understanding as less than excellent expressed some dissatisfactions. The relevance of these two dimensions were not related to dissatisfaction.

While the clients' perceptions of the counselors' degree of concern for them showed trends toward a relationship with client dissatisfaction, no statistical significance existed. In contrast, the counselors' concern for the inmates' problems displayed a significant relationship to the expression of client dissatisfaction (see Table 18). While only a small proportion (5/47) of the clients

TABLE 18

THE RELATIONSHIP BETWEEN CONCERN FOR THE INMATE'S  
PROBLEMS AND DISSATISFACTION

		<i>Degree of counselor concern for the inmate's problems</i>			
		Very Concerned	Concerned	Fairly concerned; Not really concerned	
<i>Client expres- sion of any dissatisfaction with the service</i>	Yes	5	4	8	17
	No	42	18	11	71
		47	22	19	88

Raw  $\chi^2 = 8.619$  with 2 degrees of freedom

p = .0134

who felt their counselor to be very concerned about their problems expressed dissatisfaction with CPI, a greater number and proportion (8/19) of those whose counselors were fairly or not really concerned about their difficulties had complaints about the service.

A significant relationship was also found between the clients' assessment of the counselors' allegiance and voicing complaints about CPI (see Table 19). A relatively small proportion (8/72) of those who felt the counselors worked on their behalf were dissatisfied with CPI's help. In contrast, almost half (7/15) of those who felt their counselors' allegiance rested with others expressed a dissatisfaction with the service.

The way the counselor treated his clients had no effect upon their expressions of dissatisfaction with the service. However, the clients' feelings when talking with the counselors significantly corresponded with their dissatisfactions (see Table 20). While comparatively small proportions of those inmates who felt neutral (3/16) or positive (9/60) about talking with a counselor were dissatisfied with the service, a larger proportion (5/10) of those who felt negatively about this aspect of the counselor relationship expressed dissatisfaction.

In summary, client dissatisfaction was strongly related to the counselors' attributes of personal and legal understanding, concern for the clients' problems, and allegiance to the client. Dissatisfaction was also significantly related to the relational aspect of the clients' feelings when speaking with his counselor.

TABLE 19

THE RELATIONSHIP BETWEEN COUNSELOR ALLEGIANCE AND  
CLIENT DISSATISFACTION

		<i>Counselor Allegiance</i>		
		To Inmate	To Others	
<i>Client expression of any dissatis- faction with the service</i>	Yes	8	7	15
	No	64	8	72
		72	15	87

Corrected  $\chi^2 = 8.647$  with 1 degree of freedom

$p = .0033$

TABLE 20

THE RELATIONSHIP OF FEELINGS WHEN TALKING WITH A COUNSELOR  
AND DISSATISFACTION

		<i>Clients' feelings when talking with a counselor</i>			
		Neutral	Positive (trust; pleased; appreciate; relaxed)	Uncertain; nervous	
<i>Client expression of any dissatis- faction with the service</i>	Yes	3	9	5	17
	No	13	51	5	69
		16	60	10	86

Raw  $\chi^2 = 6.33$  with 2 degrees of freedom

$p = .0363$

## CHAPTER VII

### SUMMARY

This dissertation's systems-oriented evaluation focused on an evaluation of the CPI' goals of productivity and satisfaction and on a description of the CPI' service delivery. The CPI' effectiveness in meeting these goals depended on its work with resources in the community, its treatment of inmates during the counseling sessions, and its counselors' working relationship with the jail guards. In this section, we shall discuss: 1) the CPI' viability as a linking resource; 2) the program's success in meeting its clients' needs; 3) the relationship of client satisfaction to aspects of the counselors' service delivery; and 4) an analysis of the jail guards' views of and relationship to the counselors' goals and functions.

CPI -- Productivity and satisfaction goals. In meeting its productivity goals, the counselors' work with problem-solving resources in the outside community was crucial. Counselors clearly performed effectively as a linking resource by making the appropriate contact in 90% of the cases. Even when the contact was not established it was often because the resolving resource was either permanently unavailable or the counselor's contact was no longer necessary because of a change in the client's circumstances. The counselors' effectiveness as a linking resource was very important because linking with outside resources

was one of CPI's chief goals and because the linking function was required in such a high percentage (37%) of the counselors' problem-solving efforts.

The fact that the majority of inmate needs required contact with persons or agencies in the community supports the underlying assumption of CPI service delivery that the plight of inmates is strongly related to difficulties in reaching their ordinary network of situational resources. CPI re-instated or newly established situation supports which the inmates' incarceration in jail had severed. This finding in conjunction with the fact that only 4% of all inmate needs were for counseling of a personal nature raises doubts about the applicability of the traditional mental health model's emphasis on the intra-personal aspects of an incarcerated client's problem and of the treatment of choice to an inmate's problems in such a setting.

The program's problem-solving resources performed creditably by successfully resolving a majority of inmate needs. The program also met at least one need each for the majority of its clients. Such needs as raising bail, visiting and providing money are important ones, require the effort and commitment of a resource person, and sometimes are not readily soluble. As noted in the chapter on CPI productivity, more research on comparable counseling programs is required before a clearcut judgment can be rendered about CPI's problem-solving effectiveness.

The fact that counselors did not know the results of over one-fourth (27%) of the problem-solving efforts is a shortcoming because counselors were not receiving feedback (positive or negative) for this substantial proportion of the program's efforts. Counselors, therefore,

were not able to feel either rewarded by successful outcomes or learn of failures which potentially could be worked upon. It is suggested that programs of this nature build in a more complete feedback loop. For example, the counselors could give their clients a slip of paper on which the client check off whether each need was successfully resolved or not. The client could have the slip forwarded to the program just as request slips were transmitted. Such feedback is possible in this kind of program because of the concreteness of the needs and therefore, the concrete, clearcut nature of judgments of success or failure in resolving those needs.

The counselors' relationships with their clients was a key factor in CPI meeting its satisfaction goals. The great majority of clients (92%) stated that they were satisfied to some degree with CPI's help and a majority (55%) felt that the program made a positive difference in their responses toward their incarceration.

Clients were generally pleased with the counselors' performance during all phases of the problem-solving process. Most clients reported that counselors had promptly responded to their requests for contact, had provided them with enough time to discuss their problems, and had quickly acted to meet their needs after the session.

Consumer satisfaction with these aspects of the counselors' performance can be attributed to the program's daily counselor coverage of the jail. A counselor was always present to respond to requests for meetings and to act on problems. CPI contacted the majority of its clients on the same day the client requested to see a counselor. Such prompt response probably reassured inmates that someone was there to help them. Further, because most meetings lasted less than twenty

minutes, each counselor could meet with and act upon a number of client problems each day. CPI seemed to have found an effective balance between efficiently processing needs while giving clients adequate attention.

Clients expressed a great deal of satisfaction with their relationships with counselors and evaluated counselor attributes highly. Most clients reported that counselors treated them in a positive manner and consequently, inmates felt trusting and relaxed when speaking with them. Clients also felt counselors were competent, understanding, concerned, and working in the best interests of the inmates.

Despite the fact that clients overwhelmingly had practical needs requiring contact with outside resources, client satisfaction with CPI help related significantly to such emotional or supportive dimensions of service delivery as showing concern and being understanding, but did not relate to either the efficient processing or the successful resolution of client needs. While seemingly paradoxical, it may be that meeting such "practical" needs as contacting family, and aiding with legal, bail and financial problems served to remove the most crucial determinants of the inmates' "personal" stress. That is, CPI alleviated client anxiety by trying to resolve important problems which clients were facing and unable to solve due to their incarceration.

While the counselors' linking with community resources helped meet CPI's productivity goals, and the counselors' treatment of inmates helped achieve client satisfaction, the overall functioning of CPI depended on the counselors' working relationships with the jail guards.

CPI and the jail -- An analysis of the guard-counselor relationship.

The CPI's interface with the jail setting and the counselors' relationships with the guards facilitated the program's effective performance in the jail's tense, security-dominated atmosphere. In such an incarcerating setting, conflicts between guards and inmates and between the guards' security functions and CPI's helping functions could potentially lead to a program's demise. Therefore, the guards' views of CPI are important to understanding why CPI succeeded in working within this institution will be discussed.

The guards' assessment of CPI's overall impact was very positive, which is striking in light of these potential conflicts. The guards' favorable evaluation of the counseling program seems related to their acceptance of CPI's goals and functions, their good relationships with individual counselors, and their judgment that CPI aided the attainment of their security goals.

Guards' views of CPI's counseling goals and functions. The guards' views of the counselor-inmate relationship implied no basic conflict between or among inmates' needs for service, the counselors' ability to meet those needs, or the guards' views of their own functions.

The guards generally accepted CPI's goal of helping inmates as a legitimate program in the jail. They seemed to accept the importance of the inmates' needs and the ability of counselors to meet those needs and bolster inmate morale. Most deputies also felt that the majority of inmates generally had important needs requiring attention.

The guards' basic acceptance of CPI's treatment function was coupled with their view that, as guards, they could not perform CPI's

functions as effectively as the counselors. They mentioned that jail rules and regulations precluded their becoming as involved in inmates' affairs as the counselors could. The guards' security and maintenance functions also limited the amount of time which they could devote to inmate needs. While some deputies felt somewhat constrained in not being able to provide more help to inmates, others would have not been interested in doing so if they could. And even if they were interested in helping, some felt that because of their "guard" role, inmates would not have asked them for help with the problems inmates brought to CPI.

Guards also sensed that no conflict of functions or duplication of services existed because their roles were sufficiently different from those of the jail counselors. The guards felt that they and the counselors handled different problems, possessed different skills, and generally had different functions.

Guards' views of their relationships to counselors. The guards did not view themselves in conflict with the counselors nor feel that CPI' counseling goal interfered with their own security and maintenance goals. The guards' positive view and lack of conflict with counselors was illustrated by the fact that the great majority of guards felt that the counselors treated them in a friendly and courteous manner. While the counseling service created disadvantages for them, the guards judged that these were outweighed by CPI' relieving pressure upon them and enhancing the jail environment. The guards, in general, responded by being most cooperative with CPI by their referral of inmates to counselors.

Guards also seemed to feel that the counselors themselves posed no security threat. In fact, counselors were viewed as enhancing the guards' ability to carry out the jail's security goals. While guards mentioned the disadvantages to them of CPI disrupting jail routines, for example by coming at inconvenient times, the great majority of guards judged that the counselors usually understood and abided by the rules and practices of the jail. This view of counselors is important because the guards are enforcers of the rules governing the jail setting. These rules are a part of the jail's security measures. Further, the fact that guards made almost no reference to issues of security reveals that they were satisfied that CPI's activities posed no real danger in this respect. In short, they did not view their own security goals in conflict with or threatened by CPI's linking and counseling goals or activities.

In addition, they viewed CPI as aiding the jail's security mission by helping calm inmates. Many deputies felt that CPI alleviated some pressure upon themselves by handling inmate problems which the deputies would otherwise have had to solve. By providing relief to inmates, CPI also diminished the inmates' reasons for causing difficulties for guards. They also stated that CPI thereby helped create a calmer atmosphere in the jail. Thus, the guards had good relationships with counselors and viewed CPI as facilitating the achievement of the jail's security goals.

In conclusion, it was found that the inmates' incarceration severely impeded the inmates' contact with personal and institutional resources and thereby hampered their ability to meet their legal, financial and personal needs. The CPI acted to alleviate the inmates'

resultant stress by restoring or establishing contacts with resources that could solve inmate problems. The counselors were very effective in making the necessary contacts with problem-solving resources. The program successfully met the majority of its clients' needs and ameliorated at least some of the inmates' stress by resolving at least one need for the majority of its clients. While clients were pleased with the counselors' prompt processing and successful resolution of client needs, client satisfaction rested more with the counselors' treatment of and relationship with its clients during their meetings. That is, it was the more emotionally supportive aspects of service delivery such as the counselors' showing concern and being understanding which related significantly to client satisfaction with CPI help. The program's overall effective functioning in the jail rested with the fact that guards felt that counselors were performing a needed service, effectively handled inmate problems, and enhanced the guards' own ability to achieve the institution's security goals. These results indicated that suitably designed, similar programs could help alleviate some of the explosive tension in our nation's jails.

## REFERENCES

- ALEXANDER, M. E. "Let's look at our jails." Federal probation, 1952, 16, 3, Pp. 14-19.
- AMERICAN CORRECTIONAL ASSOCIATION. Manual of correctional standards. New York, 1959.
- AMERICAN CORRECTIONAL ASSOCIATION. "Marshaling citizen power to modernize correction." Printed by the Chamber of Commerce of the United States, 1972.
- ANDERSON, H. D. & DAVIDSON, P. E. "A comparison of county jail inmates with the working community from which they come." Journal of criminal law, criminology, and police science, 1937, 28, 2, Pp. 239-248.
- BARNES, H.E. The repression of crime. New York: George H. Doran Company, 1926.
- BARNES, H.E. "Forward." In A. Hassler, Diary of a self-made convict. Chicago, Ill.: Henry Regnery Co., 1954.
- BARNES, H.E. & TEETERS, N. New horizons in criminology. New York: Prentice-Hall, 3rd edition, 1959.
- BROWN, E. S. "The county jail in Connecticut." Journal of the American institute of criminal law and criminology, 1926, 17, 3, Pp. 369-374.
- BUCKLER, H. "Attack the county jail." Good Housekeeping, August, 1930.
- BURNS, H. Jr. "The American jail in perspective." Crime and delinquency, 1971, 17, 4, Pp. 446-455.
- CAHN, W. "Report on the Nassau county jail." Crime and delinquency, 1973, 19, 1, Pp. 1-14.
- CANLIS, M. H. Remarks in: The correctional trainer, Newsletter for Illinois Correctional Staff Training, Fall 1970, p. 109.
- CARLSON, N. A. "The law and corrections." University of San Francisco law review, 1971, VI, 1, Pp. 77-87.
- CONRAD, J. P. "Research and the knowledge base of correction." Crime and delinquency, 1967, 13, 3, Pp. 444-454.
- DOUGLAS v. SIGLER, 386 F. 2d 684, 688 (8th Cir. 1967).

- BOWLING, O. "The hygiene of jails, lock-ups and police stations." Journal of criminal law, criminology and police science, 1915, 5, 5, Pp. 695-703.
- FISHMAN, J. F. Crucibles of crime. New York: Cosmopolis Press, 1923.
- GARRISON, J. "Network techniques: Case studies in the screening-linking-planning conference method." Family process, 13, 3, September, 1974.
- GAULT, R. H. "The real jail problem." Journal of criminal law, criminology and police science, 1916, 6, 5, Pp. 642-645.
- GOFFMAN, E. Asylums. Garden City, N.Y.: Anchor Books, 1961.
- HEFFERNON, E. Making it in prison. New York: Wiley-Interscience, 1972.
- HOLLINGSHEAD, A. B. & REDLICH, F. C. Social class and mental illnesses. New York: Wiley, 1958.
- HUTCHESON, J. C. "The local jail." American bar association journal, 1935, 21, 2, Pp. 81-88.
- KATZ, D. & KAHN, R. The social psychology of organizations. New York, N.Y.: Wiley, 1966.
- KINSELLA, N. "County jails and the federal government." Journal of the American institute of criminal law and criminology, 1933, 24, 2, Pp. 428-439.
- LEVINE, M. "Some postulates of Community psychology practice." In F. Kaplan & S. B. Sarason (Eds.). The Psycho-Educational Clinic Papers and Research Studies. Springfield, Mass.: Mass. Dept. of Mental Health, 1969.
- LEVINE, M. & LEVINE, A. "Change in organizational settings: A diagnostic framework." Paper presented at the NIMH Continuing Education Seminar on Emergency Mental Health Services, Washington, D. C., June 22-24, 1973.
- LEVINE, M. & LEVINE, A. "The social context of evaluative research." In R. L. Handy (Ed.) Education and the behavioral sciences. St. Louis, Mo.: Warren H. Green, in press.
- LEWIS, F., ed. The city jail. Rockford, Ill.: Calvert-Wilson Co. Press, 1903.
- LOVELAND, F. "Treatment resources in prisons and jails." Vol. 40, Federal Rules Decisions, St. Paul, Minn.: West Publishing Co., 1967, Pp. 440-452.

- MANN, C. & TAEDTER, C. The jails of Missouri, A report for the governor's citizens committee on delinquency and crime. St. Louis, Mo.: Bureau for Men, 1968.
- MCCLEERY, R. H. Policy change in prison management. East Lansing, Mi.: Michigan State University Press, 1957.
- McGEE, R. A. "Our sick jails." Federal probation, 1971, 35, 1, Pp. 3-8.
- MURTON, T. O. "Statement before the United States Senate committee on the judiciary, subcommittee to investigate juvenile delinquency." Washington, D.C., March 4, 1969 (mimeograph), p. 2.
- PLACE, M. & SANDS, D. A. "Incarcerating the innocent: Pretrial detention in our nation's jails." Buffalo law review, 1972, 21, 3, Pp. 891-934.
- THE PRESIDENT'S COMMISSION ON LAW ENFORCEMENT AND ADMINISTRATION OF JUSTICE, Task force report: Corrections, Washington, D.C.: United States Government Printing Office, 1967.
- ROBISON, R. J. & SMITH, S.G. "The effectiveness of correctional programs." Crime and delinquency, January, 1971, Pp. 67-80.
- ROBINSON, L. N. Penology in the United States. Philadelphia, Pa: John C. Winston, 1921.
- SCHRINK, J. L. "Structuring a student correctional research program." Federal probation, December, 1972, Pp. 42-47.
- SUCHMAN, E.A. Evaluative research: Principles and practice in public service and social action programs. New York: Russell Sage Foundation, 1967.
- SUNDRAM, C. J. & GELLER. "Background, description and evaluation of the student counseling service." Unpublished manuscript, 1971.
- SYKES, G. M. The society of captives. New York: Antheum Press, 1966.
- UNITED STATES BUREAU OF PRISONS. Handbook of correctional institution design and construction. Leavenworth, Kans.: Federal Prison Industries, Inc., 1949.
- VANDEN HEUVEL, W. (an interview with). "Criminal justice reform: A climate for change." Criminal law bulletin, 1971, 7, 4, Pp. 299-310.
- WHEELER, S. "The structure of formally organized socialization settings." In O. G. Brim, Jr. and S. Wheeler, Socialization after childhood. New York: Wiley, 1966.

## APPENDICES

# **ERIE COUNTY JAIL COUNSELLING SERVICE**

## **COUNSELOR RECORD FORM**

APPENDIX A

Survey Research Center  
SUNY/Duffalo  
4230 Ridge Lea Road  
Buffalo, New York 14225

Date of Contact \_\_\_\_\_

Preliminary Version

OFFICE USE ONLY

Project 0 1 8 7  
01 01 01 01  
Form 05  
Institution 08  
C o 07 08  
R o 08 10 11  
Card # 1  
June, 1973

175

1. Counselor \_\_\_\_\_ 12. If yes: What job? (TITLE) \_\_\_\_\_  
2. Request Date Month \_\_\_\_\_ Day \_\_\_\_\_ 13. If no: What was your last job? \_\_\_\_\_  
3. Inmate \_\_\_\_\_  
4. Date of Birth Month \_\_\_\_\_ Day \_\_\_\_\_ Year \_\_\_\_\_ 14. What were the dates of your last job?  
month \_\_\_\_\_ year \_\_\_\_\_ to month \_\_\_\_\_ year \_\_\_\_\_  
5. Cell Number \_\_\_\_\_ 15. Duration (FILLED OUT BY RESEARCH) ☐  
6. Has anyone from Jail Counselling filled out a  
sheet like this with you?  
1 Yes ☐ (GO TO 16)  
2 No ☐ (ASK 7)  
3 Don't know, so answer ☐ (ASK 7)  
7. Sex  
1 Male ☐  
2 Female ☐  
8. Marital Status  
1 Single, never married ☐  
2 Married ☐  
3 Divorced ☐  
4 Widowed ☐  
5 Other ☐  
9. Race  
1 Black ☐  
2 Puerto Rican ☐  
3 White ☐  
4 Other ☐  
10. Education  
1 Under 8th grade ☐  
2 8th-11th grade ☐  
3 12th grade ☐  
4 High school graduate ☐  
5 College (ANY) ☐  
11. Employed at time of arrest? 1 Yes ☐ 2 No ☐  
12. Specific Inmate Problems, Requests, or Needs:  
DATE Month \_\_\_\_\_ Day \_\_\_\_\_ Agent(s) \_\_\_\_\_ Need \_\_\_\_\_  
a. ☐ ☐ \_\_\_\_\_  
b. ☐ ☐ \_\_\_\_\_  
c. ☐ ☐ \_\_\_\_\_  
d. ☐ ☐ \_\_\_\_\_  
13. Specific Counselor Actions re: Problems, Requests, or Needs:  
(LIST ACTIONS TO CORRESPOND WITH ABOVE PROBLEMS, REQUESTS ETC.)  
DATE Month \_\_\_\_\_ Day \_\_\_\_\_ Agent(s) \_\_\_\_\_ Need \_\_\_\_\_  
a. ☐ ☐ \_\_\_\_\_  
b. ☐ ☐ \_\_\_\_\_  
c. ☐ ☐ \_\_\_\_\_  
d. ☐ ☐ \_\_\_\_\_  
14. Status or Outcome of Inmate Problems, Requests, or Needs:  
(OUTCOMES CORRESPOND WITH ABOVE SEQUENCE OF NEEDS AND ACTIONS)

OFFICE USE ONLY

1. --- 10-14  
SEE CODE 1  
2. --- 10-16  
3. --- 17-19  
SEE CODE 2  
4. --- 20-21  
5. --- 22  
6. --- 23  
7. --- 24  
8. --- 25  
9. --- 26  
10. --- 27  
11. --- 28  
SEE CODE 3  
12. --- 29-30  
13. --- 30-31  
SEE CODE 4  
14. --- 32  
NO. OF WEEKS  
15. --- 33-35  
SEE CODE 5  
16. --- 36-37  
17. a. b. c. --- 38-40  
SEE CODE 6  
18. a. b. c. --- 41-43  
19. --- 44  
SEE CODES 7, 8, 9  
20. a. --- 45-48  
--- 49-50  
b. --- 51-54  
--- 55-56  
c. --- 57-60  
--- 61-62  
d. --- 63-66  
--- 67-68  
e. --- 69-72  
f. --- 73-76  
SEE CODES 10, 11, 12  
21. a. --- 77-80  
--- 81-82  
b. --- 83-84  
--- 85-86  
c. --- 87-88  
--- 89-90  
d. --- 91-94  
--- 95-96  
SEE CODES 13, 14, 15  
22. a. --- 97-100  
b. --- 101-104  
c. --- 105-108  
d. --- 109-112

PROBLEM	DATE		RESOLUTION			
	No.	Day	1 SUCCESSFUL RESOLUTION	2 UNSUCCESSFUL RESOLUTION	3 UNRESOLVED	4 UNKNOWN
a.						
b.						
c.						
d.						

# COUNSELOR RECORD FORM GUIDELINES

## APPENDIX 2

176

### GUIDELINES FOR THE NEW COUNSELLOR INTERVIEW FORM

Be the first on your block to have a new Counsellor Interview Form. To make sure that you derive maximum use, benefit, and joy with this new form, we are including (free of charge) some handy guides to their use.

Please completely fill out the information items 1-25 during your interview with the inmate. Most of these items are for your use as a counsellor and some items are more germane for research purposes.

For some items i.e. Sex and Race, you will not have to ask a question of the inmate but just place an X in the appropriate box. If you have any questions about an individual's sex or race, just make your best guess.

Before leaving the interview, double check to be sure that all items 1-25 have been filled out.

Request Date = Date on the request slip (if any)

Date of Contact = Date when you see your client

Detach the 3rd page of the Counsellor Interview Form immediately after the interview so that a file can be opened with that particular client. Keep the first two pages for your information and fill it in as you get the above mentioned information about inmate needs, counsellor action, and outcomes. When you have finished with the first two pages, hand them in to complete the file.

### Items 26-28: Inmate Problems; Counsellor Actions; Status or Outcome

Items 26-28 are to be filled out at some point after your interview when you have taken the appropriate actions with regard to each need; and you may have knowledge of the resolution of the need or goal.

Please use the Counsellor Worksheet to record any information you need to help your clients. You can then use this worksheet as a basis for filling out questions 26, 27, and 28 when you have sufficient information with regard to each need, action, and outcome.

### Item 26: Specific Inmate Problems Requests, or Needs

Short, abstracted form of the information on the Counsellor Worksheet gathered during the interview. It should be legibly printed or written. "Legibly" means comprehensible to the ordinary run-of-the-mill researcher.

Date = Date when you made contact or saw the client

#### Examples:

Agent(s)	Need
Contact family about raising bail	
Contact lawyer about my case	
Ask my father to send me \$	
Ask A.C.L.U. for help with my case	

Thus, the general format for this section is:

	a. an individual		a. Bail
Contact or ask	b. an agency	about a specific	b. Visit
	c. a group	request	c. Information

In short: Contact or ask A about B

Contact or ask A,B,C about D i.e. Ask boyfriend, wife and employer to help raise bail.

Rarely will more than 1 sentence be needed to describe the request or need in a concrete and specific manner.

Each need or request should be written up in terms of the GOAL!

For example, if you are asked to contact A,B, and C about raising bail, it is written up in terms of the goal--Raising Bail. Thus it is one request and not 3 requests. It is to be written up as: Contact A,B, C about bail

If the detainee also needed clothes from A and B besides bail, then this would go under the 2nd request.

Contact A and B about clothes

Some sessions may be difficult to write up in a clear and specific manner. These sessions, for the most part, will probably fall into two main groupings:

1. Giving detainee legal-related information

Example:

Agent(s)	Need
Detainee asked me for information re: AMOL status, parole revocation, etc.	

Just mention the main areas of legal-related information asked of you.

2. General counselling session

Examples:

Agent(s)	Need
Needed my counselling about personal problems	
Needed my counselling about social problems	
Needed my counselling about feelings about being in jail	

Thus, the general format for these sections are:

	a. no		a. info. re:AMOL
Asked or needed	b. my counselling about a		b. personal problems
	specific need		c. social problems
	c. my information		

Item 27. Specific Counsellor Actions re: Problems, Requests, or Needs

Short statement (1 or 2 sentences) of your actions taken either during and/or after the interview with your client.

Date = Date of time when FINAL and specific action was taken. FINAL meaning the date at which an action was concluded with regard either to contact with outside agent or agency or with the counsellor as the agent acting to remediate a need.

Examples: If you call a lawyer to ask him to visit your client, on June 1 and he is out of town and won't return until June 4 when you have to call again to communicate your request you should note: Talked with lawyer on June 4 about visiting inmate; he was out of town from the 1st.

Short-cuts re: Counsellor Actions

- CIBM = Client informed by memo
- CIIP = Client informed in person
- LMW = Left message with

Record the means of contact:

For example, called; called (long distance); wrote; personally saw; or left message with (lmw)

Specific Inmate Problems may result in such corresponding Counsellor Actions as:

- 26. contact family about raising bail
- 27. o.g. a. called father (long distance) about bail
  - b. saw parents at their home about bail
  - c. wrote a letter to a father about bail
- 26. Contact lawyer about my case:
- 27. o.g. a. called lawyer's office (out of town); lmw secretary
  - b. spoke w/lawyer over phone and he said he would visit. CIBM
  - c. spoke w/lawyer by phone. \$ 25 he saw client recently and would see him once again before arraignment. CIIP
- 26. Ask my father to send me \$
- 27. o.g. a. called father who said he could send \$
  - b. father's phone disconnected; lmw relatives for father re:\$
- 26. Ask ACLU for help with inmates case
- 27. o.g. a. personally contacted D. Terry who said she would see inmate
  - b. called ACLU and they said that they already looked at it and couldn't help
- 26. Problem with anxiety
- 27. o.g. a. I counselled her about her anxiety about being in jail
  - b. I tried to be supportive of her but felt helpless

Item 28: Status or Outcome of Inmate Problems, Requests, or Needs

Date = Date at which you become aware of outcome or date at which you feel somewhat certain that you will not become aware of a specific resolution to the problem.

SUCCESSFUL RESOLUTION

The specific need or request was taken care of; the goal was realized.

- o.g. Inmate: "Ask my father to bail me out."
- Counsellor: Calls father to communicate this request
- Result: Father put up some property as a bond for the bail and the son was out on bail.

#### UNSUCCESSFUL RESOLUTION

The specific need or request was not fulfilled; the goal was not realized.

e.g. Inmate: "Ask my father to bail me out"

Counselor: Calls father to communicate this request

Result: Father said, "Let him rot in jail. I don't want that S.O.B. out;" or "I haven't got that kind of money."

Son remains in jail.

#### UNRESOLVED

The efforts to remediate the specific request or need is still in progress and being worked on.

e.g. With regard to bail, the father is contacting a rich godmother about a loan to make bail. Nothing one way or the other has yet come of this contact with the godmother.

#### UNKNOWN

The specific outcome with regard to counselor effort to remediate inmate need is not known to the counselor.

e.g. The inmate has left the jail. The counselor may not know whether the father provided bail, the inmate escaped, Prisoner Release got him out on his own recognizance, or the charges were dropped.

SUCCESSFUL RESOLUTION = Goal attainment was happily concluded;  
Mission Accomplished.

UNSUCCESSFUL RESOLUTION = Goal attainment was unhappily frustrated by either counselor inability to expedite a situation or by circumstances beyond the counselor's control i.e. father not having money to raise bail. Mission Failure.

UNRESOLVED = The counselor has direct or indirect knowledge that the goal has neither been achieved nor blocked at a given point in time; mission proceeding with more or less speed toward the desired goal.

UNKNOWN = The counselor took action to attain the goal but has no direct or indirect knowledge of the status or outcome with regard to the goal.

Thank you for your  
cooperation.

## ERIE COUNTY JAIL COUNSELLING SERVICE

Col. #

Codebook--Counselor Record Form

Card 1  
Q #

01-04 Project I.D. (0187)

05 Form # (2)

06 Institution

- 1 Jail (Galleries A-F and Infirmary in Q.# 5; See Code 3 below)
- 2 Jail Annex (Galleries K-L in Q.# 5; See Code 3 below)

07-08

CODE 1

Contact Sheet Number (within 1st time period)

CODE IN SEQUENTIAL ORDER TO THE TOTAL NUMBER OF CONTACT SHEETS

- 01 1st sheet
- 02 2nd sheet (CODE 9's in COLS. 20-21, 23-44)
- 03 3rd sheet (CODE 9's in COLS. 20-21, 23-44)
- 04 4th sheet (CODE 9's in COLS. 20-21, 23-44)
- 05 5th sheet (CODE 9's in COLS. 20-21, 23-44)
- 06 6th sheet (CODE 9's in COLS. 20-21, 23-44)
- 07 7th sheet (CODE 9's in COLS. 20-21, 23-44)
- 08 8th sheet (CODE 9's in COLS. 20-21, 23-44)
- 09 9th sheet (CODE 9's in COLS. 20-21, 23-44)
- 10 10th sheet (CODE 9's in COLS. 20-21, 23-44)
- 11 11th sheet (CODE 9's in COLS. 20-21, 23-44)
- 12 12th sheet (CODE 9's in COLS. 20-21, 23-44)
- 13 13th sheet (CODE 9's in COLS. 20-21, 23-44)
- 14 14th sheet (CODE 9's in COLS. 20-21, 23-44)
- 15 15th sheet (CODE 9's in COLS. 20-21, 23-44)
- 97 Other
- 98 Don't Know, No Answer (CODE 9's in COLS. 20-21, 23-44)

09-11

CODE 2

Respondent (Client's) Number

Women Interviewed

001 - 025

Men Interviewed

026 - 100

Col. #

E.C.J.C.S.

Card 1

09-11

CODE 2

Q #

Women Not Interviewed

200 - 256

Men Not Interviewed

260 - 456

12

Card # (CODE DIRECTLY) (1)

13-14

CODE 3

3

Inmate's Gallery

01 A Gallery	09 J
02 AA	10 JJ
03 B	11 V
04 BB	12 Infirmary
05 C	13 K-L (Annex)
06 CC	97 Other
07 I	98 Don't Know, No Answer
08 II	

15-16

CODE 4

2

Period of Time between Request Date (Q.#2) and Date of Contact.

01 Same day  
 02 After one day  
 03 After 2-3 days  
 04 4 days to a week  
 05 Longer than a week  
 06 Counsellor visited without request slip  
 07 Other (If back for resentencing)  
 98 Don't Know, No Answer

17-19

CODE 5

1

Counsellor # (Counsellors are not listed in either numerical or alphabetical order)

111 Lori Samuelson	228 John Poth
112 Rose Smith	229 Robert Wallows
121 Lealie Black	228 Brian Miga
122 Judy Litwak	211 Bruce Nisbet
123 Laura Zeisel	212 Mark Berger
113 Lucy Sanchez	213 Ralph Hernandez
221 Richard Sherwood	214 Roger Warrne
222 Glenn Lefebvre	215 Bill Cain
223 Lealie Greenbaum	216 Stan Reimer
224 Marty Miller	997 Other
225 Alan Burczak	998 Don't Know, No Answer

20-21

CODE 6

Q #  
4

## Age in years

- 00 16-18 years
- 01 19-20
- 02 21-29
- 03 30-39
- 04 40-54
- 05 55-64
- 06 65 years and over
- 97 Other
- 98 Don't Know, No Answer
- 99 Does Not Apply ( If not 01 in COLS. 07-08)

22

Has anyone from Jail Counselling filled out a sheet like this 6  
with you?

- 1 Yes (CODE 9's in COLS. 23-44)
- 2 No
- 7 Other (CODE 9's in COLS. 23-44)
- 8 Don't Know, No Answer

23

## Sex

7

- 1 Male
- 2 Female
- 7 Other
- 8 Don't Know, No Answer
- 9 Does Not Apply (If not 01 in COLS. 07-08; or 1 or 7 in COL. 22)

24

## Marital Status

8

- 1 Single, never married
- 2 Married
- 3 Separated
- 4 Divorced
- 7 Other
- 8 Don't Know, No Answer
- 9 Does Not Apply (If not 01 in COLS. 07-08; or 1 or 7 in COL. 22)

25

## Race

9

- 1 Black
- 2 Puerto Rican
- 3 White
- 7 Other
- 8 Don't Know, No Answer
- 9 Does Not Apply (If not 01 in COLS. 07-08; or if 1 or 7 in COL.22)

26

## Education

10

- 1 Under 4th grade
- 2 4th-8th grade
- 3 8th-12th grade
- 4 High School Graduate
- 5 College(ANY)
- 7 Other
- 8 Don't Know, No Answer
- 9 Does Not Apply (If not 01 in COLS. 07-08; or if 1 or 7 in COL.22)

27

Employed at Time of arrest?

11

1 Yes

2 No

8 Don't Know, No Answer

9 Does Not Apply (If not 01 in COLS. 07-08; or 1 or 7 in COL. 22)

28-29

CODE 7

12

## Job

If there are two jobs mentioned in questions 12 & 13, code job mentioned in question 12 only. If there is no job mentioned in Question #12, code job in question #13. If no job appears at all, code as "None" (13) in Cols. 28-29. Code any job even though it is not recent. Code any illegal activity mentioned, i.e. Prostitution, drug pushing, etc., as Other (97).

## 01 PROFESSIONAL

e.g. Physicians, lawyers, clergymen, teachers, engineers, librarians, etc.

## 02 SEMI-PROFESSIONAL

e.g. Policemen, firemen, nurses, photographers, seamen, etc.

## 03 PROPRIETARY--own business

## 04 FARMERS--own farm

## 05 SUPERVISORY

e.g. Managers, foremen, etc.

## 06 SKILLED CRAFTSMEN

e.g. Auto factory inspector, collision repair, mechanic  
Machinists, carpenters, plumbers, barbers, etc. painter,  
photographer, TV lineman

## 07 SALESMEN

## 08 CLERICAL

e.g. Stenographers, typists, bookkeepers, cashiers, etc.

## 09 SERVICE WORKERS

e.g. Chauffeurs, cooks, porters, waiters, etc.

## 10 OTHER LABORERS AND SEMI-SKILLED

e.g. Assembly line, truckdriver, poodle groomer, machine  
operator, maintenance man, custodian, mover,  
Common Laborers, etc.

## 11 UNITED STATES ARMED FORCES

## 12 STUDENTS

## 13 NONE--e.g. retired

## 97 OTHER--i.e. illegal activity

## 98 DON'T KNOW, NO ANSWER

## 99 DOES NOT APPLY (If not 01 in COLS. 07-08; or 1 or 7 in COL.22)

## CODE 8

Q 0

30-31

## Socio-economic Status

13

Socio-economic status(S.E.S.) is computed from the coding system established by Hollingshead( ). The job code, located on the detailed list below, is multiplied by 7 and added to the educational level which is multiplied by 4(the education is derived from question 11, col. 27 of the Counsellor Record Form). Several factors must be considered in coding this item:

1. Students are coded directly as having S.E.S. 98--this includes students with summer jobs because it is assumed, without indication to the contrary, that they are not part of the labor market.
2. A young person(18 years or younger), without indication that he or she is a student, is coded directly as 05.
3. Those unemployed longer than one year are also coded directly as 05.
4. Those unemployed less than one year are calculated on the basis of job code 07.

Special Caution: Do not use job code from question 12(Cols. 23-29) above or code educational level directly from question 10(Col. 26). Change to Hollingshead's indices first.

COMPUTE S.E.S. ON THE FOLLOWING BASES:

Occupations were taken from Hollingshead Index of Social Position.

- 1 Higher executives, owners of large concerns and major professions.
- 2 Business managers, owners of medium-sized businesses, and lesser professions.
- 3 Administrative personnel, small independent business owners and minor professions.
- 4 Clerical and sales workers, technicians and owners of little businesses.
- 5 Skilled manual employees.
- 6 Machine operators and semi-skilled employees.
- 7 Unskilled employees; unemployed.

Education

- 1 Graduate or professional training (beyond College).
- 2 College graduate.
- 3 Partial College.
- 4 High School graduate.
- 5 Partial High School.
- 6 Junior High School (completed 8th Grade).
- 7 Less than seven years of schooling.

Socio-Economic Status Code: The S.E.S. Scores are based on Hollingshead formula: Education (X 4) + Occupation (X 7) =

- 01 Class I -- 11-17
- 02 Class II -- 18-31
- 03 Class III -- 32-47
- 04 Class IV -- 48-57
- 05 Class V -- 58-77
- 98 Don't Know, No Answer e.g. missing education or job code, or both, or person is a student.
- 99 Does Not Apply (IF not 01 in COLS. 07-08; or 1 or 7 in COL. 22)

CODE COLS. 30-31 according to immediately above Socio-Economic Status Code.

32

CODE 9

What were dates of your last job?(CODEZ FOR JOB REGENCY)

Job regency is coded as the interval between date of arrest (Q.#16) and date of termination of last job (if any)(Q.#14). Job termination date is arbitrarily figured as the 15th of the month unless otherwise indicated either by a more precise date of termination or by the arrest date. If job termination is after arrest date, assume that client is employed at date of arrest. When month not given--termination date is incomplete (CODE 8) unless it can be still coded under this scheme.

- 0 Permanently Unemployed (no job now or in the past)  
(IF 13 in COLS. 28-29)
- 1 Employed at time of arrest
- 2 Employed within the last month (up to 31 days)
- 3 Employed 1 month 1 day to 3 months ago
- 4 Employed 3 months 1 day to 1 year ago
- 5 Employed 1 year 1 day to 5 years
- 6 Employed over 5 years ago
- 7 Other : e.g. student
- 8 Don't Know, No Answer  
e.g. when incomplete termination date; also code here unless otherwise specified that person never held a job i.e. "none, high blood pressure"
- 9 Does Not Apply  
e.g. client is back for re-sentencing; appeal, or extradition etc. (IF not 01 in COLS. 07-28 or 1 or 7 in COL. 22)

33-34

CODE 10

26 a,b,c,d

Number of Contacts with J.C.S.

Count total number of different contact dates in 26 a,b,c,d on all sheets.

If more than 1 contact on same day by 2 counsellors, code each as a separate contact.

- |                |                          |
|----------------|--------------------------|
| 01 1 Contacts  | 17 17 Contacts           |
| 02 2 Contacts  | 18 18 Contacts           |
| 03 3 "         | 19 19 "                  |
| 04 4 "         | 20 20 "                  |
| 05 5 "         | 21 21 "                  |
| 06 6 "         | 22 22 "                  |
| 07 7 "         | 23 23 "                  |
| 08 8 "         | 24 24 "                  |
| 09 9 "         | 25 25 "                  |
| 10 10 "        | 26 26 "                  |
| 11 11 "        | 27 27 "                  |
| 12 12 "        | 28 28 "                  |
| 13 13 "        | 29 29 "                  |
| 14 14 "        | 30 30 Contacts           |
| 15 15 "        | 97 Other                 |
| 16 16 Contacts | 98 Don't Know, No Answer |

- 99 Does Not Apply  
(IF not 01 in COLS. 07-08, or IF 1 or 7 in COL. 22)

## Duration (FILLED OUT BY RESEARCH)

Time elapsed between the beginning and ending dates of last job. When month not given--termination date is incomplete unless it fits into obvious category i.e. "1970 to present" can be coded "over 2 years to 4 years".

0 Permanently Unemployed (no job now or in the past)

Temporary Employment (either present or last job)

1 Under 1 month (31 days)

2 From 1 month to 3 months

3 3 months 1 day to a year

Stable Employment (either present or last job)

4 1 year 1 day to 2 years

5 Over 2 years to 4 years

6 Over 4 years

7 Other

e.g. Student

8 Don't Know, No Answer

e.g. Dates are too incomplete

9 Does Not Apply (IF not 01 in COLS. 07-08; or IF 1 or 7 in COL.22)

Also if: Client is back for re-sentencing, appeal, extradition..

## Date of Arrest

Period of time between date of arrest and date of request slip.

01 0 to 3 days

02 4 to 7 days

03 8 to 14 days

04 15 to 31 days

15 32 to 90 days

06 91 to 180 days

07 181 days or greater

97 Other

98 Don't Know, No Answer (When date of last arrest and present incarceration at jail are not simultaneous.

99 Does Not Apply (IF not 01 in COLS. 07-08; or IF 1 or 7 in COL. 22)

## Nature of Charges

CODE 1 Charge each in COLS. 38,39 and 40.

1 Felony

2 Misdemeanor/Violation

3 Miscellaneous (includes domestic relations, offenses, Traffic offenses, material witnesses and parole violators)

4 Fugitive -- AWOL

7 Other i.e. already sentenced; or no charge marked in that box

8 Don't Know, No Answer

9 Does Not Apply (IF not 01 in COLS. 07-08; or IF 1 or 7 in COL.22)

## Bail

Bail is to be coded once for dollar amount (total of bail figures in 23a, 23b, 23c) in COLS. 41 and 42.

- 00 Under \$250
- 01 \$250 - \$500
- 02 \$501 - \$1,000
- 03 \$1,001 - \$2,500
- 04 \$2,501 - \$5,000
- 05 \$5,001 - \$10,000
- 06 Over \$10,000
- 07 No bail set or bail revoked
- 08 Released without bail  
e.g. own recognizance or in the custody of another
- 97 Other
- 98 Don't Know, No Answer
- 99 Does Not Apply (IF not 01 in COLS. 07-08; or IF 1 or 7 in COL. 22)  
e.g. back for re-sentencing, appeal; client is post-trial

## Detainer

- 1 Present and recorded
- 2 Not present and not recorded  
e.g. A) none; B) not recorded by counsellor; C) Not present on form; D) No Answer
- 7 Other i.e. back for re-sentencing
- 8 Don't Know, No Answer
- 9 Does Not Apply (IF not 01 in COLS. 07-08; or IF 1 or 7 in COL. 22)

## Lawyer

- 1 Assigned Counsel
- 2 Public Defender
- 3 Retained
- 4 None, parole violation (Sec Q. 21 charges)
- 5 None, Unspecified
- 7 Other
- 8 Don't Know, No Answer
- 9 Does Not Apply (IF not 01 in COLS. 07-08; or IF 1 or 7 in COL. 22)

COL. 0

E.C.J.C.S.

Card 1

Q 0

45-47

CODE 17

26 a,b,c,d

51-53

27 a,b,c,d

57-59

63-65

Agents

Code all agents in terms of final goals. Scan both question #26 and question #27 to ascertain final agent. Disregard intermediate means and agents. Keep in mind the fact that the final agent may not be the one mentioned by the inmate.

The following conventions are to be observed:

1. If no agent is contacted by the counsellor, as evidenced by question #27, code the first agent mentioned by the inmate.
2. Code the most specific information on the nature of the agent which can be derived from scanning all of the forms for that inmate, i.e. if the request is to call attorney, scan the sheets to determine whether the attorney is assigned counsel, retained counsel etc. Only code the general category of attorney if more specific information is unavailable.
3. Sources which are not persons are not to be coded, i.e. court records. If it is indicated that a person was also contacted, along with the records, (i.e. court clerk) code the person. If none is mentioned, code the jail counsellor as the agent.

Family and Pertinent OthersFamily

- 011 Mother
- 012 Father
- 013 Parents (when mother and father mentioned together)
- 014 Family
- 015 Daughter
- 016 Son
- 019 Family, in general

Spouse

- 021 Wife
- 022 Husband

Close Relationships

- 031 Girlfriend
- 032 Boyfriend
- 033 Piancee
- 034 Piance

Siblings

- 041 Sister
- 042 Brother

Close Relatives

- 051 Grandmother
- 052 Grandfather
- 053 Aunt
- 054 Uncle
- 055 Cousin, Niece, Nephew
- 056 Relative-in-law
- 059 Close relatives, in general

Friends

- 061 Friends, acquaintances, roommate

Doctor

- 071 Doctor

45-47  
51-53  
57-59  
63-65

CODE 17

Q #  
26 a,b,c,d  
27 a,b,c,d

Agents(Cont.)Mental Health Worker

072 Psychiatrist, Psychologist

Clergy

081 Clergy, Priest

Others

091 My People

094 Others

Miscellaneous Important PeopleJail Counsellor

101 Assume it is Jail Counsellor if unspecified

IF 101 in COLS.	45-47	of Card 1,	CODE 9	in COL.	17	of Card 2
"	"	51-53	"	"	1,	"
"	"	57-59	"	"	1,	"
"	"	63-65	"	"	1,	"

102 Jail Counsellor

IF 102 in COLS.	45-47	of Card 1,	CODE 9	in COL.	17	of Card 2
"	"	51-53	"	"	1,	"
"	"	57-59	"	"	1,	"
"	"	63-65	"	"	1,	"

103 Another Jail Counsellor; i.e. When a counsellor other than the one making the report is the agent who has to take care of the need.

IF 103 in COLS.	45-47	of Card 1,	CODE 9	in COL.	17	of Card 2
"	"	51-53	"	"	1,	"
"	"	57-59	"	"	1,	"
"	"	63-65	"	"	1,	"

Business Contacts

111 Employer

112 Landlady or Landlord; Manager; Place of domicile

113 Furniture Business

114 Victim

115 Business Associates

116 Hospital

117 Place of Business, i.e. Grant's Optical Co. (other than Furniture)

118 Clubs, i.e. Lion's Club

Lawyer

211 Retained Counsel

212 Public Defender

213 Assigned Counsel

214 Legal Aid

215 Assigned Counsel Office

216 Public Defender's Office

218 Lawyer's Assistant or Investigator

219 Unspecified lawyer

Col. #

B.C.J.C.S.

Card 1  
Q #

45-47

CODE 17

51-53

Agents (Cont.)

26 a,b,c,d

57-59

27 a,b,c,d

63-65

Social-Related AgenciesYMCA & YWCA

311 YMCA &amp; YWCA

Draft Counselling

321 Draft Counselling Service

Social Service Agency

331 Social Worker, Caseworker

335 Salvation Army

332 Social Welfare, Welfare

336 Children's Aid

333 Red Cross

339 Social Services,

334 Social Security

in general

DART and Methadone Treatment

341 DART Counsellor and Program

Alcoholism Programs

351 AA, Counsellor

352 Meyer Mem. Hosp. Alcho. Prevent. Program

353 Counsellor, Alcoholic Clinic

Vocational Rehabilitation

361 i.e., VA Hospital

362 Youth after-care officer

363 Vocational Rehabilitation Counsellor

Schools

371 High School

Resident Treatment

381 Residential Treatment

Training Programs

391 Training Programs

N.Y.S. Division of Employment

401 N.Y.S. Division of Employment

Cooperative Training

411 Cooperative College

Drug Rehabilitation Programs (either unspecified or not included above)

421 Drug Counsellor

422 VA Drug Program

423 Masten Park; NACC (Counsellor) after-care officer

Col. #

E.C.J.C.S.

Card 1  
Q #

45-47

CODE 17

51-53

57-59

63-65

Agents (Cont.)

26 a,b,c,d

27 a,b,c,d

Legal-Related AgenciesBail Bondsman

601 Bail Bondsman

ACLU

611 A.C.L.U. e.g. Dorothy Terryl

612 Attorney

P.L.A.P.

621 P.L.A.P.

Prisoner's Release

631 Prisoner's Release

Attica Defense

641 Attica Defense Committee

Chief Clerk, County Court

651 Chief Clerk, County

Drug-Related including NACC (Masten Ford)

661 Masten Counselor

669 Drug Program - in - general

Forensic Psychiatry

671 Forensic

672 Forensic Counselor

Probation

681 Probation Officer

Parole

691 Parole Officer

Courts

701 Courts in general, i.e. Town Courts, Federal Courts

702 Judge

703 Court Clerk

704 City Court

705 County Court

D.A.

711 D.A.'s Office

712 D.A.

Col. 9

E.C.J.C.S.

Card 1

Q 0

45-47

CODE 17

51-53

57-59

63-65

Agents (Cont.)

26 a,b,c,d

27 a,b,c,d

Police

721 Police Precinct  
 722 U.S. Marshall  
 723 State Police  
 724 Police Headquarters

725 Police, in general  
 i.e. Narcotics Dept.  
 726 FBI

Immigration Authority

731 Immigration Authority

Jail, InternalMatrons and Deputies

812 Deputies, matrons

Professional (other than lawyers)

821 Infirmary

Superintendent and other high administrators

831 Superintendent  
 Jailer

833 Principal Guards  
 839 High Administrators,  
 in general

832 Ass't Supt.

Jail Clerk

841 Jail Clerk  
 842 Jail, in general (i.e. "downstairs")  
 844 Social Service, i.e. Auriello

Armed Forces

851 Army  
 852 Marines  
 853 Navy

Draft Board

861 Draft Board

Unspecified Agent

901 Interpreter  
 902 Investigator  
 909 Unspecified  
 997 Other e.g. Co-defendants.  
 998 Don't Know, No Answer (Nothing mentioned as a need)

48-50  
54-56  
60-62  
66-68

CODE 18

26 a,b,c,d  
27 a,b,c,d

Q 0

NEEDS

(All NEEDS CODED IN TERMS OF FINAL GOALS: IF MORE THAN ONE NEED ON ONE LINE, Code 1st need if more than one (1). Scan between Q#26 and 27 to get need). Code the need as specifically as possible.

Bail generally (unless specified otherwise)

- 011 Bail Reduction or lowering (mostly used with Prisoner Release Program which involves itself with bail reduction.
- 012 How much bail?
- 013 Property bail; bail bond; partially secured
- 014 Get bail (assume unless other bail matter specified)
- 017 When bail inmate?
- 018 Bondsman situation
- 019 Bail in general

Release Matters

- 021 Getting out in general (when cannot clearly state if bail or release)
- 022 Release into someone's custody
- 029 Release in general

Visit; visiting days

- 031 Special visiting
- 032 Visit, visiting days

Personal Property and Possessions (unspecified)

- 051 Bring clothes or get clothes from
- 052 Hold belongings for inmate; or release his possessions: safeguarding i.e. mail, furniture or pay for them i.e. car payments
- 053 Pay bill
- 054 Get eyeglasses
- 055 Get property or money from precinct
- 056 Prescription medicine
- 057 Personal possessions or property (Miscellaneous e.g. bible, book, picture of kid)
- 058 Cigarettes ("Money for cigarettes" is coded "Money"(073)
- 059 Property possession in general e.g. property release

Professional (other than lawyer)

- 061 Medical assistance or information i.e. eyeglass prescription
- 062 Psychiatric help; Psychiatrist
- 063 Drug Problems
- 065 Court-related recommendations
- 069 Get in Methadone

Money

- 071 VA and Welfare check, Soc. Sec. (to cash or pick them up)
- 072 Pick up check (unspecified kind) or bring check
- 073 Money - (often refers to buying stuff for commissary) e.g. If "money for cigarettes" CODE 073; however if money for lawyer CODE 132, thus, 073 is \$ for cigarettes; while CODE 058 for plain "cigarettes"; CODE 073 "\$ for commissary)
- 079 General financial affairs

Col. #

E.C.J.C.S.

Card 1  
Q #

48-50

CODE 18

54-56

26 a,b,c,d

60-62

Needs (Cont.)

27 a,b,c,d

66-68

Administrative Action

- 081 Transfer to other institution or agency i.e. Navy pick up inmate.
- 082 Wants to stay at 10 Delaware
- 083 Wants to go to Penitentiary

Jail Conditions re: staff

- 091 Special individual request i.e. mail
- 092 Switch galleries
- 093 Get out of solitary or double lock
- 094 Mistreatment
- 095 Phone call
- 096 Dietary---Food
- 097 Commissary
- 099 Jail conditions re: staff

Jail Conditions re: other inmates

- 101 Jail conditions re: other inmates
- 102 Mistreatment

Come to Court

- 111 Come to court

General Contact with outside e.g. get in touch with, contact

- 121 Phone calls
- 122 Let people know I am in jail
- 123 Explain why I am in jail
- 124 Give them message about myself
- 125 Get message from them
- 126 Get or give address, phone # to
- 127 Message; unspecified to
- 129 Help in general or contact in general

Legal Representation e.g. get some, find out about, see about

- 131 Legal Representation; who is lawyer?
- 132 Get retainer for lawyer, get money for lawyer

Provide for welfare of or get information on persons of concern to inmate

- |                             |                           |
|-----------------------------|---------------------------|
| 141 dogs, cats              | 146 father                |
| 142 children, son           | 147 siblings e.g. sister  |
| 143 victims or complaintant | 148 boyfriend, girlfriend |
| 144 spouse                  | 149 friend                |
| 145 mother, family          |                           |

Employment

- 151 Maintaining employment
- 159 Employment, in general

48-50

CODE 18

54-56

26 a,b,c,d

60-62

27 a,b,c,d

66-68

Needs (Cont.)

Legal Assistance and general trial-related matters

- 161 Trial or court date; bail hearing; re-sentencing date, pre-trial hearings date; parole hearing date
- 162 Status of case, e.g. suppression hearing, bail reduction hearing, plea arraignment, length of sentence, sentencing, pre-liminary hearing i.e. next step in legal proceedings
- 163 Legal Papers, documents or photostatic copies, e.g. indictment papers, writ for release; doctor's records
- 164 Legal research: law books or cases legal; research appeal i.e. "blue-panel jury?"
- 165 What are inmates constitutional rights?
- 166 What are charges?; drop charges; parole violations, bill of particulars
- 167 Is there detainee?: Why detainee: try to lift; Why being held; warrants
- 168 Probation and parole i.e. probation report, parole hearing
- 169 Legal Assistance and general trial-related matters in general e.g. extradition; general legal matters or questions i.e. "what if you don't show for sentencing?" "Get appointment with D.A."

Non-Trial related legal matters e.g. divorce, or civil suit

- 171 divorce, marriage
- 172 visitation right of parent, child custody
- 173 Social Security claim; disability claim; sick-leave papers
- 174 Draft
- 179 General non-trial needs of legal nature i.e. notarize petition

Eligibility for participation in

- 181 certification for a re-certification; eligibility e.g. High School equivalency; Masten Park
- 182 Certification NACC
- 189 eligibility for (in general)

Referrals (Giving responsibility to other agent)

- 191 Referral (2nd time code "visit")

Consultation (sharing responsibility with other agent)

- 201 Consultation
- 202 Meeting re: legal matters

Tenancy

- 211 Tenancy i.e. prevent eviction

General Disposition re: military

- 211 i.e. Armed Services transfer and pick up
- 222 Processing discharge,
- 229 General disposition and status

48-50  
54-56  
60-62  
66-68

## CODE 18

Needs (Cont.)

26 a,b,c,d  
27 a,b,c,d

Counselling (includes giving information)

For all needs coded "Counselling" in COLS. 48-50; 54-56; 60-62; 66-68 of Card #1, Code as follows in the corresponding COLS. of Card #2:

IF 7 in COL.	48	of Card 1,	Code	154291	in COLS.	13-18	of Card 2
" "	54	"	1,	" 154291	"	19-24	" 2
" "	60	"	1,	" 154291	"	25-30	" 2
" "	66	"	1,	" 154291	"	31-36	" 2

IF 7 in COL.	48	of Card 1,	CODE 9	in COL.	39	of Card 2
" "	54	"	1,	" 9	" 43	" 2
" "	60	"	1,	" 9	" 47	" 2
" "	66	"	1,	" 9	" 51	" 2

Legal-Related Counselling

701 Nature of arrest and surrounding circumstances  
702 Bail question  
709 Legal-related counselling

Personal-Related Counselling

711 Financial problems  
712 Domestic problems, family problems  
713 Life situation, wants and re: concern about family  
714 Suicide; in crisis  
715 Medical Problems  
716 Someone to talk with  
717 Jail/personal problems  
718 Draft situation  
719 General personal-related, supportive counselling

General Information to or from; and general talks about agencies of possible aid to client.

721 Information  
i.e. re: drug program, prisoner release  
997 Other  
e.g. Society Prevention of Cruelty to Animals;  
"my people"; "people"  
998 Don't Know, No Answer (No need mentioned)

IF 998 in COLS. 48-50 of Card 1, CODE 9's in COLS. 13-18; 37-40 of Card 2  
IF 998 in COLS. 54-56 of Card 1, CODE 9's in COLS. 19-24; 41-44 of Card 2  
IF 998 in COLS. 60-62 of Card 1, CODE 9's in COLS. 25-30; 45-48 of Card 2  
IF 998 in COLS. 66-68 of Card 1, CODE 9's in COLS. 31-36; 49-52 of Card 2

01-04 Project I.D. (0187)  
 05 Form # (2)  
 06 Institution  
     1 Jail  
     2 Jail Annex  
 07-08 Contact Sheet Number (with 1st time period)  
     CODE IN SEQUENTIAL ORDER TO THE TOTAL NUMBER OF CONTACT SHEETS  
 09-11 Respondent (Client's) Number  
 12 Card # (CODE DIRECTLY) (2)

13-18 CODES 19-24 27 a,b,c,d  
 19-24 COUNSELLOR ACTIONS AND CONTACTS MADE  
 25-30 Counsellor Actions in Q.027 directly correspond to the inmate  
 31-36 problems in Q.026. That is, Action 27a corresponds to Problem 26a; 27b to 26b; 27c to 26c; and 27d to 26d. Use the information for CODES 19-24 from statements in Q.027 which correspond to statements in Q.026. Keep in mind the final goal (inmate's need) and the final agent needed to reach that goal. Scan both Q.026 and Q.027 to ascertain information about Counsellor Contact or Actions.

The following conventions are to be observed:

1. Code the contact in terms of the (first mentioned) actual agent contacted in Q.027 (whether or not this agent was the one requested by the inmate in Q.026). This agent may either be the final agent (one who can meet need or an intermediate agent who is a representative of and/or link to the final agent).
2. If the counsellor calls, leaves a message (L.M.S.) with a secretary; another member of the family or someone other than the final-agent-to-be-contacted, then the contact is to be coded as complete because the message, unless indicated otherwise, will be delivered by this representative of the final agent with whom contact was desired.
3. In the case of more than one intermediate agent serving as links to the final agent:  
     i.e. Contact X to tell Y to inform Z to help out.  
     Code this in terms of contacting X--again assuming him to be a representative or link eventually to Z (except in cases where X definitely states that he will be of no assistance in reaching Z; in which case contact is "not complete" and coded appropriately.)

13,19,  
25,31

CODE 19

27 a,b,c,d

Counsellor completed contact; exchanged (gave and/or received) information with outside agents (anyone but jail counsellors); gave counselling or completed the necessary action on his own.

13,19  
25,31

## CODE 19 (Cont.)

Completed Contact (Cont.)

27 a,b,c,d

In this code:

IF 2,3,4, or 5 in COL. 13, CODE 9's in COLS. 15 and 17

"	"	"	19	"	9's	"	21	"	23
"	"	"	25	"	9's	"	27	"	29
"	"	"	31	"	9's	"	33	"	35

## 1 Yes

Assume if counsellor wrote, counselled, or needed no contact.

IF 7 in COL. 48 of Card 1, CODE 1 in COL. 13 of Card 2

"	"	54	"	1,	"	1	"	19	"	2
"	"	60	"	1,	"	1	"	25	"	2
"	"	66	"	1,	"	1	"	31	"	2

Agent Unavailable (Somewhat permanent--CODE 2 or 3)

- 2 No, agent moved or is no longer at that home or business number, or is unavailable to help out; or the address is not available (CODE 9's as stated above)
- 3 No, agent's phone was disconnected; out of order; unlisted; or not the correct phone number (CODE 9's as above)

Agent Unavailable (Somewhat temporary--CODE 4)

- 4 No, counsellor gave up trying to make contact after a number of phone calls i.e. on vacation (CODE 9's as above)
- 5 No, Not clearly specified (e.g. could not locate agents--action taken, no contact made) (CODE 9's as above)
- 6 Counsellor action was rendered unnecessary i.e. inmate got out of jail, or deed taken care of before counsellor could act, or if pre-condition had to exist for contact to be made (i.e. Contact A only if bail is reduced).

IF 6 in COL. 13, CODE 9's in COLS. 14 and 15; 38 and 39

"	"	19,	"	9's	"	20	"	21; 42	"	43
"	"	25,	"	9's	"	26	"	27; 46	"	47
"	"	31,	"	9's	"	32	"	33; 50	"	51

## 7 Other

## 8 Don't Know, No Answer

IF 8 in COL. 13, CODE 9's in COLS. 14 and 15

"	"	19,	"	9's	"	20	"	21
"	"	25,	"	9's	"	26	"	27
"	"	31,	"	9's	"	32	"	33

## 9 Does Not Apply

IF 98 in COLS. 48-50 of Card 1, CODE 9 in COL. 13 of Card 2

"	"	54-56	"	1,	"	9	"	19	"	2
"	"	60-62	"	1,	"	9	"	25	"	2
"	"	66-68	"	1,	"	9	"	31	"	2

14,20  
26,32

CODE 20

27 a,b,c,d

Counsellor's Means of Contact--with other agents; or taking care of problem himself

- 1 Saw Agent in Person (refers to other agent)  
Assume this is the means of contact when agent is "jail, internal" i.e. guard or matron; superintendent; assistant superintendent; infirmary; principal guard, unless another type of contact is indicated.
- 2 Called, ( re: Visible contact with outside agents)  
Either noted on record; or (if not jail agent) assume if not on record and other means are not specified. (excluded persons that are links with the agent coded)
- 3 Called and left message ("L.M.W."= left message with; "W.C.B.=Will call back") Called and message left with person whom the counsellor felt would deliver the message i.e. secretary in law firm; another member of the household; or intermediate agent i.e. a friend of the final agent.
- 4 Wrote
- 5 Counsellor, Himself  
Without visible contact with outside agents, counsellor either got information; completed action; or gave counselling in the appropriate means.

CODE 5 in COL. 14 of Card 2, IF 7 in COL. 48 of Card 1

" 5	" 20	" 2,	" "	" 54	" 1
" 5	" 26	" 2,	" "	" 60	" 1
" 5	" 32	" 2,	" "	" 66	" 1

- 7 Other
- 8 Don't Know, No Answer
- 9 Does Not Apply

IF 998 in COLS. 48-50 of Card 1, CODE 9 in COL. 14 of Card 2

" 998	" 54-56	" 1,	" 9	" 20	" 2
" 998	" 60-62	" 1,	" 9	" 26	" 2
" 998	" 66-68	" 1,	" 9	" 32	" 2

IF 6 or 8 in COL. 13, CODE 9 in COL. 14

" 6 or 8	" 19,	" 9	" 20
" 6 or 8	" 25,	" 9	" 26
" 6 or 8	" 31,	" 9	" 32

15,21  
27,33

CODE 21

27 a,b,c,d

### "Difficulty" of Contact

Counsellor has some difficulty in "completing" contact, or action either with other agent or agent's representative, or in getting information.

"Difficulty" is present when the Counsellor indicates:

- a. Great amount of effort to make the contact i.e. "after several calls"
- b. Effort needed to convince the agent to help out

- 1 Yes
- 2 No (Assume if nothing is specified otherwise)

Col. 8

E.C.J.C.S.

Card 2

15,21  
27,33

CODE 21

Q 6

27 a,b,c,d

"Difficulty" of Contact (Cont.)

4 No Contact Necessary

CODE 4 in COL. 15 of Card 2, IF 7 in COL. 48 of Card 1

" 4	" 21	" 2,	" "	54	" 1
" 4	" 27	" 2,	" "	60	" 1
" 4	" 32	" 2,	" "	66	" 1

7 Other

8 Don't Know, No Answer

9 Does Not Apply

IF 998 in COLS. 48-50 of Card 1, CODE 9 in COL. 15 of Card 2

" 998	" 54-56	" 1,	" 9	" 21	" 2
" 998	" 60-62	" 1,	" 9	" 27	" 2
" 998	" 66-68	" 1,	" 9	" 33	" 2

IF 2,3,4,5,6 or 8 in COL. 13, CODE 9 in COL. 15

" "	" "	" 19,	" 9	" 21
" "	" "	" 25,	" 9	" 27
" "	" "	" 31,	" 9	" 33

16,22  
28,34

CODE 22

27 a,b,c,d

Whose initiative (Counselor's or Inmate's):

To contact a particular agent or remediate a particular need?

1 Counselor

2 Inmate (Assumed unless otherwise specified)

CODE 2 in COL. 16 of Card 2, IF 7 in COL. 48 of Card 1

" 2	" 22	" 2,	" 7	" 54	" 1
" 2	" 28	" 2,	" 7	" 60	" 1
" 2	" 34	" 2,	" 7	" 66	" 1

3 Unspecified (Not counselor but can't determine for sure)

7 Other

8 Don't Know, No Answer

9 Does Not Apply

IF 998 in COLS. 48-50 of Card 1, CODE 9 in COL. 16 of Card 2

" 998	" 54-56	" 1,	" 9	" 22	" 2
" 998	" 60-62	" 1,	" 9	" 28	" 2
" 998	" 66-68	" 1,	" 9	" 34	" 2

17,23  
29,35

CODE 23

27 a,b,c,d

Agents' "Willingness to help"

Outside agent will or did attempt to help in either receiving message, acting, or giving information.

"Willing to help" is assumed (except as noted below) unless agent stated clearly that he would not help the inmate in terms of the final goal. When no information available in terms of final agent or goal, code this in terms of the person contacted. i.e. L.M.W.

Col. #

E.C.J.C.S.

Card 2

17,23

CODE 23

Q #

29,35

27 a,b,c,d

## Agents "Willingness to help" (Cont.)

The following conventions are to be observed:

- a. Jail Counsellor is not considered to be an "outside" agent even when one counsellor contacts another to help out.
- b. If 6 in COLS. 13, or 19, or 25, or 31, make individual decisions in corresponding columns of this section based on the information available.  
Do not assume that that particular agent will or did attempt to help i.e. Inmate might have gotten out of jail on bail but it may not have been that particular agent who bailed him out.
- c. It is the agent's "unwillingness" rather than "inability" to help which is the thrust of this question.

## 1 Yes

Assume except where 6 is coded in corresponding COLS. as noted above.

## 2 No

No contact made with outside agent

## 4 No contact needed with outside agent (Not used in relation to counselling i.e. find out my bail or charges--involves no outside agent.)

## 7 Other e.g. another Jail Counsellor is needed

## 8 Don't Know, No Answer

i.e. Can't be determined from information i.e. agent unavailable, or no i.m.v., or intermediate agent helped; or impossible to determine if agent is willing to help.

## 9 Does Not Apply

IF 2,3,4,5 in COL. 13 CODE 9's in COL. 17

"	"	"	19	"	9's	"	23
"	"	"	25	"	9's	"	29
"	"	"	31	"	9's	"	35

IF 998 in COLS. 48-50 of Card 1, CODE 9 in COL. 17 of Card 2

"	"	"	54-56	"	1,	"	9	"	23	"	2
"	"	"	60-62	"	1,	"	9	"	29	"	2
"	"	"	66-68	"	1,	"	9	"	35	"	2

IF 7 in COL. 48 of Card 1, CODE 9 in COL. 17 of Card 2

"	"	"	54	"	1,	"	9	"	23	"	2
"	"	"	60	"	1,	"	9	"	29	"	2
"	"	"	66	"	1,	"	9	"	35	"	2

IF 101,102 or 103 in COLS. 45-47 of Card 1, CODE 9 in COL. 17 of Card 2

IF 101,102 or 103 in COLS. 51-53 of Card 1, CODE 9 in COL. 23 of Card 2

IF 101,102 or 103 in COLS. 57-59 of Card 1, CODE 9 in COL. 29 of Card 2

IF 101,102 or 103 in COLS. 63-65 of Card 1, CODE 9 in COL. 35 of Card 2

18,24  
30,36

CODE 24

Q #  
26 a,b,c,d  
27 a,b,c,d

Difference in days between date in Q. #26 and  
Q. #27 on corresponding lines. i.e. 26a-27a; 26b-27b etc.

## 1 Same day

IF 7 in COL. 48 of Card 1, CODE 1 in COL. 18 of Card 2

" 7	"	54	"	1,	"	1	"	24	"	2
" 7	"	60	"	1,	"	1	"	30	"	2
" 7	"	66	"	1,	"	1	"	36	"	2

## 2 After one day

## 3 After 2-3 days

## 4 After 4 days to a week

## 5 Counsellor never responded

## 6 After a week

## 7 Other

## 8 Don't Know No Answer

## 9 Does Not Apply

IF 998 in COLS. 48-50 of Card 1, CODE 9's in COL. 18 of Card 2

" 998	"	54-56	"	1,	"	9's	"	24	"	2
" 998	"	60-62	"	1,	"	9's	"	30	"	2
" 998	"	66-68	"	1,	"	9's	"	36	"	2

13-18  
19-24  
25-30  
31-36

CODES 19-24

27 a,b,c,d

The following are the major patterns which help guide the  
coding of Counsellor contacts or action found in Q. #27  
COLS. 13-18, 19-24, 25-30, 31-36 :

CODE 154291 when:

## 1. Counselling

Need is for counselling (7 is coded in COL. 48,50,56, or  
62 of Card 1).

CODE 6992 when:

## 2. Counsellor action (at inmate's initiative) is rendered unnecessary (6 is coded in COL. 13,19,25, or 31 of Card 2)

CODE 132211 when:

## 3. Counsellor, acting on the same day (at the inmate's initiative), called and left a message with an intermediate agent who was willing to contact the final agent.

CODE 122211 when:

## 4. Counselor contacts outside agent by phone on inmates initiative; agent will or did attempt to help; and counsellor action was taken the same day as the inmate's request.

CODE 2 9 9 when:

CODE 3 9 9 when:

CODE 4 9 9 when:

CODE 5 9 9 when:

## 5. Counsellor was unable to complete his contact or action because outside agent was either somewhat permanently unavailable (CODE 2 or 3 in COLS. 13,19,25 or 31); somewhat temporarily unavailable (CODE 4 in COLS. 13,19,25 or 31); or otherwise unavailable (CODE 5 in COLS. 13,19,25 or 31).

Cols. 0

E.C.J.C.S.

Card 2

203

37,41  
45,49

CODE 25

Q 0  
27 a,b,c,d  
28 a,b,c,d

Difference in days between date in Q. 27 and Q. 28  
on corresponding lines i.e. 28a-27a; 28b-27b; 28c-27c;  
28d-27d

- 1 Same day
- 2 One to three days later
- 3 Four to six days later
- 4 Seven to nine days later
- 5 Ten to twelve days later
- 6 After twelve days
- 7 Other
- 8 Don't Know, No Answer; No date in one of the questions
- 9 Does Not Apply

IF 998 in COLS. 48-50 of Card 1, CODE 9 in COL. 37 of Card 2  
 " " 54-56 " 1, " 9 " 41 " 2  
 " " 60-62 " 1, " 9 " 45 " 2  
 " " 66-68 " 1, " 9 " 49 " 2

38,42  
46,50

CODE 26

28

Type of resolution of problem, request or need

- 1 Successful resolution
- 2 Unsuccessful resolution
- 3 Unresolved, (but counsellor still working on it)
- 4 Unknown, (Counsellor has ceased working on it and does not know outcome)
- 7 Other
- 8 Don't Know, No Answer
- 9 Does Not Apply

IF 998 in COLS. 48-50 of Card 1, CODE 9 in COL. 38 of Card 2  
 " " 54-56 " 1, " 9 " 42 " 2  
 " " 60-62 " 1, " 9 " 46 " 2  
 " " 66-68 " 1, " 9 " 50 " 2

IF 6 in 13,19,25,31 of Card 1, CODE 9 in 38,42,46,50 of Card 2.

39,43  
47,51

CODE 27

26 a,b,c,d  
27 a,b,c,d

"Linkage"

Number of linkages, agents or sources involved in meeting or attempting to meet the inmate's need in addition to the help rendered by the jail counsellor.

The following conventions are to be observed:

- a. CODE "1": If another jail counsellor had to be contacted or involved in meeting the need.
- b. CODE "2": If Counsellor i.m.v. secretary, count her as another agent.
- c. CODE "2": If "aunts" are raising bail.
- d. CODE "2": If "mom to get lawyer" because both are agents or linkages.
- e. Get total number of linkages from information in both Q. 26 and Q. 27.

Coins. #

E.C.J.C.S.

Card 2

33,43

CODE 27

Q #

47,51

26 a,b,c,d

27 a,b,c,d

## "Linkages"(Cont.)

- 0 Unspecified but not counsellor alone. i.e. other resource like jail or court records.
- 1 1 Specified agent, e.g. parents acting in unison
- 2 2 Specified agents
- 3 3 Specified agents
- 4 4 Specified agents
- 5 5 Specified agents
- 6 No agent or sources other than counsellor e.g. Counsellor brought books himself; or counsellor did not have to check sources to get information. This category is not to be used when the counsellor does either legal or personal - related counselling.
- 7 Other
- 8 Don't Know, No Answer
- 9 Does Not Apply

IF 998 in COLS. 48-50 of Card 1, CODE 9 in COL. 39 of Card 2

"	"	54-56	"	1,	"	9	"	43	"	2
"	"	60-62	"	1,	"	9	"	47	"	2
"	"	66-68	"	1,	"	9	"	51	"	2

IF 7 in COL. 48 Card 1, CODE 9 in COL. 39 of Card 2

"	"	54	"	1,	"	9	"	43	"	2
"	"	60	"	1,	"	9	"	47	"	2
"	"	66	"	1,	"	9	"	51	"	2

IF 6 in COL. 13, CODE 9 in COL. 39

"	6	"	19,	"	9	"	43
"	6	"	25,	"	9	"	47
"	6	"	31,	"	9	"	51

40,44

CODE 28

26 a,b,c,d

48,51

27 a,b,c,d

## Type of Inmate Problem, Request or Need and Corresponding Counsellor Activity

Code this section according to the type of inmate need (Q.026) and what type of either counsellor or final agent activity (Q.027) which meeting that need requires.

- 1 Action
  - a. Some needs are more likely to call for action by agent than others i.e. bail. With these needs, tend to code them "action".
  - b. If someone has to do something to meet the need, i.e. visit, bring clothes, or come to court then code as "action"
- 2 Information
  - a. Inmate seeks information from agent or resource i.e. when is court date, how are my kids? etc.
- 3 Counselling
  - a. When jail counsellor does personal or legal-related counselling, or gives general information within the counselling session with no outside agent or contact involved.
- 4 Recipient of Action or Information
  - a. Outside agent is given information or a message from the inmate.

Cols. 6

E.C.J.C.S.

Card 2

40,44

CODE 23

Q 0

48,52

Type of Inmate Problem etc. (Cont.)

26 a,b,c,d

27 a,b,c,d

7 Other

8 Don't Know, No Answer

9 Does Not Apply

IF 998 in COLS. 40-50 of Card 1, CODE 9 in COL. 60 of Card 2	
" " 44-56 " 1. " 9 " 64 " 2	
" " 60-62 " 1. " 9 " 68 " 2	
" " 64-68 " 1. " 9 " 72 " 2	

## INMATE INTERVIEW SCHEDULE

## APPENDIX 4

Survey Research Center  
SUNY/Buffalo  
4230 Ridge Lea Road  
Buffalo, N.Y. 14226

OFFICE USE ONLY 206

Project

0 1 2 3

Form

1

Institution

36

CH

37

RD

38 39 40

Card #

41

June 1973

Date of Interview \_\_\_\_\_

## Erie County Jail Counselling Service

## Introduction:

Hello, I'm \_\_\_\_\_. I understand that you have been seen by the Jail Counselling Service (Student Counselling Service) since you have been in jail. We are interested in learning about your experience with the Jail Counselling Service. Your answers to our questions can help to either improve the present service or replace it with a more useful program. Your answers will be kept strictly confidential. We would greatly appreciate your help in answering some questions.

1. How did you find out about the Jail Counselling Service?  
(ALLOW RESPONDENT TO ANSWER SPONTANEOUSLY, OTHERWISE READ LIST OF ALTERNATIVES AND MARK ONE)

1 Did another inmate tell you about it? ☐2 Did a jail deputy tell you about it? ☐3 Did you see a poster advertising the service?: ☐4 Did you find out from the information sheet you received when you got here? ☐5 Did you hear about it from a counsellor? ☐7 Did you hear from another source?  
What source? \_\_\_\_\_ ☐8 Respondent does not recall, no answer ☐

2. How did you first make contact with the Jail Counselling Service? (MARK ONE)

- 1 Did you send down a request slip? ☐
- 2 Did a counsellor come to see you without a request slip? ☐
- 3 Did you send word through a guard? ☐
- 4 Did you send word through another inmate? ☐
- 7 Other \_\_\_\_\_ ☐
- 8 Respondent does not recall, no answer ☐

3. The first time you requested to see a jail counsellor, how long was it before a counsellor visited you? (MARK ONE)

- 1 On the same day ☐
- 2 After one day ☐
- 3 After 2-3 days ☐
- 4 After 4 days to a week ☐
- 5 A counsellor never visited me to answer my request ☐
- 6 A counsellor visited me without a request slip ☐
- 8 Respondent does not recall, no answer ☐

4. When was the last time you met with a jail counsellor? (MARK ONE)

- 1 Within the last week ☐
- 2 Within the last month ☐
- 3 Within the last 3 months ☐
- 4 More than 3 months ago but with the last year ☐
- 5 More than a year ago ☐
- 8 Respondent does not recall, no answer ☐

5. What did you expect the Jail Counselling Service to do for you?

- a \_\_\_\_\_
- b \_\_\_\_\_
- c \_\_\_\_\_

207

OFFICE

USE ONLY

17

17

17

SEE CODE 1

17 17

17 17

17 17

6. What kinds of problems did you discuss with the counsellor?  
(LIST THEM)

a \_\_\_\_\_  
 \_\_\_\_\_  
 b \_\_\_\_\_  
 \_\_\_\_\_  
 c \_\_\_\_\_  
 \_\_\_\_\_  
 d \_\_\_\_\_  
 \_\_\_\_\_  
 e \_\_\_\_\_  
 \_\_\_\_\_

SEE CODE 2

11 11

12 12

13 13

14 14

15 15

7. What did the jail counsellor do about these problems?  
(GET INFORMATION RELEVANT TO WHAT THE COUNSELLOR DID WITH  
EACH KIND OF PROBLEM LISTED ABOVE) i.e., ask: What did  
the counsellor do about the first problem?

a \_\_\_\_\_  
 \_\_\_\_\_  
 b \_\_\_\_\_  
 \_\_\_\_\_  
 c \_\_\_\_\_  
 \_\_\_\_\_  
 d \_\_\_\_\_  
 \_\_\_\_\_  
 e \_\_\_\_\_  
 \_\_\_\_\_

16 16

17 17

18 18

19 19

20 20

8. How successful were you in getting your problems solved? (RATE  
OUTCOME FOR EACH OF THE ABOVE PROBLEMS; MARK ONE ANSWER IN EACH ROW)

problem	1 successful resolution	2 unsuccessful resolution	3 unresolved	4 unknown
a				
b				
c				
d				
e				

21

22

23

24

25

OFFICE  
USE ONLY

9. How concerned do you think the jail counsellor was about your problems? (MARK ONE)

- 1 Very concerned about my problems
- 2 Concerned about my problems
- 3 Fairly concerned about my problems
- 4 Not really concerned about my problems
- 5 Don't know, no answer

☐  
☐  
☐  
☐  
☐

57

10. How concerned do you think the jail counsellor was about you? (MARK ONE)

- 1 Very concerned
- 2 Concerned
- 3 Fairly concerned
- 4 Not really concerned
- 5 Don't know, no answer

☐  
☐  
☐  
☐  
☐

58

11. How much time did you and the counsellor spend together on your first meeting?

RECORD IN  
MINUTES

55 35

12. Did you have plenty of time to get into your problems?

- 1 Yes
- 2 No
- 3 Don't know, no answer

☐  
☐  
☐

59

13. How satisfied are you with the amount of time given you by the counsellor when you met? (MARK ONE)

- 1 Very satisfied
- 2 Satisfied
- 3 Somewhat satisfied
- 4 Not at all satisfied
- 5 Don't know, no answer

☐  
☐  
☐  
☐  
☐

60

OFFICE  
USE ONLY

14. Did you meet with a counsellor for a second time?

- 1 Yes ☐ (ASK 15)  
 2 No ☐ (GO TO 21)  
 8 Don't know, ☐ (GO TO 21)  
 no answer

53

15. How much time did you spend together on your second meeting?

RECORD IN  
MINUTES

34 35

16. Did you meet with a counsellor for a third time?

- 1 Yes ☐ (ASK 17)  
 2 No ☐ (GO TO 21)  
 8 Don't know, ☐ (GO TO 21)  
 no answer

36

17. How much time did you spend together in your third meeting?

RECORD IN  
MINUTES

37 38

18. Did you meet more than 3 times with a counsellor?

- 1 Yes ☐ (ASK 19)  
 2 No ☐ (GO TO 21)  
 8 Don't know, ☐ (GO TO 21)  
 no answer

39

19. How many more times after the third meeting?

40 41

20. About how much time did you spend each meeting?

RECORD IN  
MINUTES

OFFICE  
USE ONLY

21. How quickly did the counsellor respond to your problems after your meeting? (MARK ONE)

- 1 On the same day
- 2 After one day
- 3 After 2-3 days
- 4 After 4 days to a week
- 5 The counsellor never responded to my problems
- 6 Respondent does not recall, no answer

☐  
☐  
☐  
☐  
☐  
☐

22. Do you think that the counsellor responded to your problems in a reasonable amount of time? (MARK ONE)

- 1 Yes
- 2 No
- 3 Don't know, no answer

☐  
☐  
☐

23. How were you treated by the counsellor? (IF NEEDED:)  
How was his attitude toward you?

SEE CODE 4

67 68

24. How did you feel when talking to the jail counsellor?

SEE CODE 5

69 70

25. Did the counsellor seem to know what he was doing? (MARK ONE)

- 1 Yes definitely
- 2 Probably yes
- 3 I don't think so
- 4 Definitely not
- 5 Don't know, no answer

☐  
☐  
☐  
☐  
☐

71

OFFICE  
USE ONLY

26. How would you rate the counsellor's understanding of your legal situation? (READ THE ALTERNATIVES AND MARK ONE)

- 1 Excellent
- 2 Good
- 3 Fair
- 4 Poor
- 5 Not relevant
- 6 Don't know, no answer

☐  
☐  
☐  
☐  
☐  
☐

72

27. How would you rate the counsellor's understanding of your personal or social situation? (READ THE ALTERNATIVES AND MARK ONE)

- 1 Excellent
- 2 Good
- 3 Fair
- 4 Poor
- 5 Not relevant
- 6 Don't know, no answer

☐  
☐  
☐  
☐  
☐  
☐

73

28. How satisfied were you with the help you got the last time from the counselling service? (READ THE ALTERNATIVES AND MARK ONE)

- 1 Very satisfied
- 2 Satisfied
- 3 Somewhat satisfied
- 4 Not at all satisfied
- 5 Don't know, no answer

☐  
☐  
☐  
☐  
☐

74

29. How much difference did the counsellor's help make to you? (OR:) How meaningful was the help to you? (MARK ONE)

- 1 A great deal of difference
- 2 Much difference
- 3 Some difference
- 4 No difference
- 5 Don't know, no answer

☐  
☐  
☐  
☐  
☐

75

30. Did contact with the Jail Counselling Service make any difference in how you felt about being in jail?

- 1 Yes ☐ (ASK 31)  
 2 No ☐ (GO TO 32)  
 8 Don't know, ☐ (GO TO 32)  
 no answer

OFFICE  
USE ONLY

76

31. In what way or ways did the Jail Counselling Service make a difference in how you felt about being in jail?

- a \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 b \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

SEE CODE 6

77 78

79 80

0 0 0  
01 02 03 04  
05 06 07 08  
0 0 2  
89 10 11

32. Have you talked with other inmates about the Jail Counselling Service?

- 1 Yes ☐ (ASK 33)  
 2 No ☐ (GO TO 34)  
 8 Don't know, ☐ (GO TO 34)  
 no answer

77

33. What did they have to say about the Jail Counselling Service?

SEE CODE 7

78 79

34. Have you overheard other inmates talk about the Jail Counselling Service?

- 1 Yes ☐ (ASK 35)  
 2 No ☐ (GO TO 36)  
 8 Don't know, ☐ (GO TO 36)  
 no answer

75

35. What did they have to say about the Jail Counselling Service?

OFFICE  
USE ONLY

SEE CODE 7

16 17

36. Have you talked with jail deputies (matrons) about the Jail Counselling Service?

- 1 Yes ☐ (ASK 37)  
2 - No ☐ (GO TO 38)  
8 Don't know, ☐ (GO TO 38)  
no answer

18

37. What did they have to say about the service?

SEE CODE 7

19 20

38. Have you overheard jail deputies (matrons) talk about the Jail Counselling Service?

- 1 Yes ☐ (ASK 39)  
2 No ☐ (GO TO 40)  
8 Don't know, ☐ (GO TO 40)  
no answer

21

39. What did they say about the service?

SEE CODE 7

22 23

40. In what way or ways, if any, were you dissatisfied with the Jail Counselling Service?

- a \_\_\_\_\_  
b \_\_\_\_\_  
c \_\_\_\_\_

24 25

26 27

28 29

41. Did you expect more help or less help from the service?  
(MARK ONE)

- 1 More help ☐ (ASK 42)  
 2 Less help ☐ (GO TO 43)  
 3 Neither more nor less ☐ (GO TO 43)  
 4 Don't know, no answer ☐ (GO TO 43)

OFFICE  
USE ONLY

30

42. In what way or ways could the Jail Counselling Service be more helpful to you? (PROBE:) Can you think of any other ways that the service could be more helpful to you?

SEE CODE 8

- a \_\_\_\_\_  
 \_\_\_\_\_  
 b \_\_\_\_\_  
 \_\_\_\_\_  
 c \_\_\_\_\_  
 \_\_\_\_\_

31 32

33 34

35 36

43. If you were able to make more phone calls on your own in jail, would you still have contacted the Jail Counselling Service? (MARK ONE)

- 1 Yes, definitely ☐  
 2 Probably yes ☐  
 3 I don't think so ☐  
 4 Definitely not ☐  
 5 Don't know, no answer ☐

37

44. If you had another problem while in jail, would you call on the Jail Counselling Service again?

- 1 Yes, definitely ☐  
 2 Probably yes ☐  
 3 I don't think so ☐  
 4 Definitely not ☐  
 5 Don't know, no answer ☐

11

45. Have you had contact with other agencies or services while in jail? (MARK ONE)

- 1 Yes ☐ (ASK 46)  
 2 No ☐ (GO TO 47)  
 3 Don't know, no answer ☐ (GO TO 47)

OFFICE  
USE ONLY

TU

46. With which other agencies or services have you had contact? (LIST THEM)

SEE CODE 9

a - \_\_\_\_\_  
 \_\_\_\_\_  
 b \_\_\_\_\_  
 \_\_\_\_\_  
 c \_\_\_\_\_  
 \_\_\_\_\_  
 d \_\_\_\_\_  
 \_\_\_\_\_  
 e \_\_\_\_\_  
 \_\_\_\_\_

55 57

57 55

55 55

55 57

55 55

47. Who do you see the counsellor working for?

SEE CODE 10

TU

Thank you for your cooperation

PARTICIPATING INMATE INTERVIEW: RATER RELIABILITY

Question Number from Inmate Interviews	Inside		Outside	
	Agreed/Coded	% agreed	Agreed/Coded	% agreed
5	25/31	84	22/25	91
6	65/68	96	*	*
7	64/68	95	*	*
23	28/34	81	32/32	100
24	22/27	81	18/27	67
31	31/34	91	*	85
33	35/37	94	17/20	85
35	31/36	86	20/22	91
37	28/32	85	22/27	82
39	16/17	94	*	*
40	25/30	83	*	*
42	51/56	91	21/27	78
47	*	*	22/25	88

Outside Rater reliabilities were not done for all questions as high previous agreement between inside and outside raters deemed this unnecessary duplication on certain questions with overlapping responses.

Col. 6

Codebook--Inmate Interview

Card 1  
 Q 0

01-05 Project I.D. (C137)

05 Form 6 (1)

06 Institution

- 1 Jail (Interview 0s \_\_ 001 to \_\_ 053 and 0 \_\_ 063 to \_\_ 100)
- 2 Annex (Interview 0s \_\_ 054 to \_\_ 062 were conducted at the Annex).

07 Interviewer #

(See 2 letter, 3 digit form number that appears on each front page of interview)

- 1 Richard Balaban (BM or BV)
- 2 Louis Ferrari (FM or FF)
- 3 James Gauthier (GM or G7)
- 4 Jean Kizildash (KP)

08-10

CODE 1

Respondent (Client's) Number

These numbers correspond with respondent numbers on the Counsellor Record Form (Form #2 in Cols. 9-11 of Card 1)

Women Interviewed

001 - 025

Men Interviewed

026 - 100

11 Card (1)

12 (ENTER RESPONSE #)

1

13 (ENTER RESPONSE #)

2

14 The first time you requested to see a jail counsellor, how long was it before a counsellor visited you?(MARK ONE)

3

- 1 On the same day
- 2 After one day
- 3 After 2-3 days
- 4 After 4 days to a week
- 5 A counsellor never visited me to answer my request
- 6 A counsellor visited me without a request slip
- 7 Other
- 8 Respondent does not recall, no answer

15 When was the last time you met with a jail counsellor?(MARK ONE) 4

- 1 Within the last week
- 2 Within the last month
- 3 Within the last 3 months
- 4 More than 3 months ago but within the last year
- 5 More than a year ago
- 7 Other
- 8 Respondent does not recall, no answer

Col. 0

E.C.J.C.S.

Card 1  
Q 0'

## CODE 2

16,17 What did you expect the Jail Counselling Service to do for you? 5  
18

Code each part of respondent's answer up to 3 (three) parts.  
Assume outside linkage unless the expectations specified as counselling.

- 0 No Expectation  
e.g. None, no idea
- 1 Generalized Expectation  
e.g. Anything in general that could help me (out) - with unspecified; Help me with things I needed.
- 2 Personal-Related Counselling (place counselling here unless definitely stated that problems are of a legal nature).  
e.g. Help me with problems; talk with you; - listen to problem.
- 3 Legal-Related Counselling and Assistance  
e.g. Explain legal situation; help me understand case
- Outside Linkage ---- Performing specific services on client's behalf with the outside world.
- 4 Outside linkage with non-legal agents including counsellor himself (assume non-legal unless specified as legal).  
ex. Call parents; make phone calls; personal linkage in general
- 5 Outside linkage with legal agents  
ex. Call lawyer, Get date; Move up hearing.
- 7 Other: Non-Responsive
- 8 Don't Know, No Answer, Blanks

## CODES 3 and 4

## AGENTS AND NEEDS

6 &amp; 7

## General Instructions:

Code up to four (4) sets of corresponding needs and agents (i.e. each need (Q.06) and its corresponding agents (Q.07) constituted one (1) set).

The following conventions are to be observed:

- 1. If no agent is contacted by the counsellor, as evidenced by Q.07, code the first agent mentioned by the inmate.
- 2. Code the most specific information on the nature of the agents and needs which can be derived from scanning both Q.06 and Q.07 for that inmate, i.e. if the request is to call attorney, scan the page to determine whether the attorney is assigned counsel, retained counsel etc. Only code the general category of attorney when more specific information is unavailable.
- 3. Sources which are not persons or agencies are not to be coded, i.e. court records. If it is indicated that a person was also contacted, along with the records, (i.e. court clerk) code the person. If none is mentioned, code the jail counsellor as the agent.

Be sure that the codes for needs are placed in COLS. 19-21, 22-24, 25-27, 28-30 and that the codes for agents are placed in COLS. 31-33, 34-36, 37-39, 40-42.

Col. 0

E.C.J.C.S.

Card 1

Q 0

19-21

22-24

25-27

28-30

CODE 3

6 a,b,c,d

7 a,b,c,d

NEEDS

If two or more needs are in one (1) line of Q.0 6 either make the 2nd need mentioned into another need or code only the 1st need mentioned depending upon space limitations.

Code the need mentioned by respondent in Q.0 6 i.e. Tell mom I'm in jail, even though an additional problem may be mentioned i.e. Mom will also visit in Q.# 7.

Bail generally (unless specified otherwise)

- 011 Bail Reduction or lowering (mostly used with Prisoner Release Program which involves itself with bail reduction.)
- 012 How much bail?
- 013 Property bail; bail bond; partially secured
- 014 Get bail (assume unless other bail matter specified)
- 017 When bail inmate?
- 018 Bondsman situation
- 019 Bail in general

Release Matters

- 021 Getting out in general (when cannot clearly state if bail or release)
- 022 Release into someone's custody
- 029 Release in general

Visit; visiting days

- 031 Special visiting
- 032 Visit, visiting days

Personal Property and Possessions (unspecified)

- 051 Bring clothes or get clothes from
- 052 Hold belongings for inmate; or release his possessions: safeguarding i.e. mail, furniture or pay for them i.e. car payments
- 053 Pay bills
- 054 Get eyeglasses
- 055 Get property or money from precinct
- 056 Prescription medicine
- 057 Personal possessions or property (Miscellaneous e.g. bible, book, picture of kid)
- 058 Cigarettes ("Money for cigarettes" is coded "Money" (073)
- 059 Property possession in general e.g. property release

Professional (other than lawyer)

- 061 Medical assistance or information i.e. eyeglass prescription
- 062 Psychiatric help; Psychiatrist
- 063 Drug Problems
- 065 Court-related recommendations
- 069 Get in Methadone

Money

- 071 VA and Welfare check, Soc. Sec.(to cash or pick them up)
- 072 Pick up check (unspecified kind) or bring check
- 073 Money - (often refers to buying stuff for commissary) e.g. If money for cigarettes "CODE 073: however if money for

Col. #

E.C.J.C.S.

Card 1

Q #

19-21

CODE 3

22-24

25-27

NEEDS (Cont.)

6 a,b,c,d

28-30

Money (Cont.)

7 a,b,c,d

073 lawyer CODE 132, thus, 073 is \$ for cigarettes; while  
058 for plain "cigarettes"; CODE 073 "\$ for commissary")

079 General financial affairs

Administrative Action

081 Transfer to other institution or agency i.e. Navy  
pick up inmate.

082 Wants to stay at 10 Delaware

083 Wants to go to Penitentiary

Jail Conditions re: staff

091 Special individual request i.e. mail

092 Switch galleries

093 Get out of solitary or double lock

094 Mistreatment

095 Phone call

096 Dietary---Food

097 Commissary

099 Jail conditions re: staff

Jail Conditions re: other inmates

101 Jail conditions re: other inmates

102 Mistreatment

Come to Court

111 Come to Court

General Contact with outside e.g. get in touch with, contact

121 Phone calls

122 Let people know I am in jail

123 Explain why I am in jail

124 Give them message about myself

125 Get message from them

126 Get or give address, phone # to

127 Message; unspecified to

129 Help in general or contact in general

Legal Representation e.g. get some, find out about, see about

131 Legal Representation; who is lawyer?

132 Get retainer for lawyer, get money for lawyer

Provide for welfare of or get information on persons of concern to inmate

141 dogs, cats

146 father

142 children, son

147 siblings e.g. sister

143 victims or complainant

148 boyfriend, girlfriend

144 spouse

149 friend

145 mother, family

Employment

151 Maintaining employment

159 Employment, in general

Col. #

E.C.J.C.S.

Card 1  
Q #

19-21

CODE 3

22-24

25-27

NEEDS (Cont.)

6 a,b,c,d

28-30

/ a,b,c,d

Legal Assistance and general trial-related matters

- 161 Trial or court date; bail hearing; re-sentencing date, pre-trial hearings date; parole hearing date
- 162 Status of case, e.g. suppression hearing, bail reduction hearing, plea arraignment, length of sentence, sentencing, pre-liminary hearing i.e. next step in legal proceedings
- 163 Legal Papers, documents or photostatic copies, e.g. indictment papers, writ for release; doctor's records
- 164 Legal research; law books or cases legal; research appeal i.e. "blue-panel jury?"
- 165 What are inmates constitutional rights?
- 166 What are charges?: drop charges; parole violations, bill of particulars
- 167 Is there detainer?: Why detainer: try to lift; why being held; warrants
- 168 Probation and parole i.e. probation report, parole hearing
- 169 Legal Assistance and general trial-related matters in general e.g. extradition; general legal matters or questions i.e. "What if you don't show for sentencing?" "Get appointment with D.A."

Non-Trial related legal matters e.g. divorce, or civil suit

- 171 divorce, marriage
- 172 visitation right of parent, child custody
- 173 Social Security claim; disability claim; sick-leave papers
- 174 Draft
- 179 General non-trial needs of legal nature i.e. notarize petition

Eligibility for participation in

- 181 Certification for a re-certification; eligibility e.g. High School equivalency; Masten Park
- 182 Certification NACC
- 189 Eligibility for (in general)

Referrals (Giving responsibility to other agent)

- 191 Referral (2nd time code "visit")

Consultation (sharing responsibility with other agent)

- 201 Consultation
- 202 Meeting re: legal matters

Tenancy

- 211 Tenancy i.e. prevent eviction

General Disposition re: military

- 211 i.e. Armed Services transfer and pick up
- 222 Processing discharge
- 229 General disposition and status

Col. 0

E.C.J.C.S.

Card 1

Q 0

19-21

CODE 3

22-24

25-27

28-30

NEEDS (Cont.)

6 a,b,c,d

7 a,b,c,d

COUNSELLING (includes giving information)Legal-Related Counselling

701 Nature of arrest and surrounding circumstances

702 Bail question

709 Legal-related counselling

Personal-Related Counselling

711 Financial problems

712 Domestic problems, family problems

713 Life situation, wants and re: concern about family

714 Suicide; in crisis

715 Medical Problems

716 Someone to talk with

717 Jail/personal problems

718 Draft situation

719 General personal-related, supportive counselling

General Information to or from; and general talks about agencies of possible aid to client.

721 Information i.e.

re: drug program, prisoner release

997 Other

e.g. Society Prevention of Cruelty to Animals;  
"my people"; "people"

998 Don't Know, No Answer (No need mentioned)

IF 998 in COLS. 19-21, CODE 9's in COLS. 31-33 and 43

" " 22-24, " 9's " 34-36 and 44

" " 25-27, " 9's " 37-39 and 45

" " 28-30, " 9's " 40-42 and 46

Col. 0

E.C.J.C.S.

Card 1  
Q 0

31-33

CODE 4

34-36

37-39

40-42

6 a,b,c,d

7 a,b,c,d

AGENTS

If 2 or more agents are mentioned in either Q.06 or Q.07, code the agent who is instrumental in remediating the need. If both agents are instrumental, code the one mentioned by the inmate in Q.06.

If both are mentioned in Q.06, code the one the respondent first mentioned.

Family and Pertinent OthersFamily

- 011 Mother
- 012 Father
- 013 Parents (when mother and father mentioned together)
- 014 Family
- 015 Daughter
- 016 Son
- 019 Family, in general

Spouse

- 021 Wife
- 022 Husband

Close Relationships

- 031 Girlfriend
- 032 Boyfriend
- 033 Fiancee
- 034 Plance

Siblings

- 041 Sister
- 042 Brother

Close Relatives

- 051 Grandmother
- 052 Grandfather
- 053 Aunt
- 054 Uncle
- 055 Cousin, Niece, Nephew
- 056 Relatives-in-law
- 059 Close relatives, in general

Friends

- 061 Friends, acquaintances, roommate

Doctor

- 071 Doctor

Mental Health Worker

- 072 Psychiatrist, Psychologist

Clergy

- 081 Clergy, Priest

Others

- 091 My People
- 094 Others

Col. #

E.C.J.C.S.

Card 1

Q #

31-33

CODE 4

34-36

37-39

AGENTS (Cont.)

6 a,b,c,d

40-42

7 a,b,c,d

Miscellaneous Important PeopleJail Counsellor

- 101 Assume it is Jail Counsellor if unspecified  
 102 Jail Counsellor  
 103 Another Jail Counsellor; i.e. When a counsellor other than the one making the report is the agent who has to take care of the need.

Business Contacts

- 111 Employer  
 112 Landlady or Landlord; Manager; Place of domicile  
 113 Furniture Business  
 114 Victim  
 115 Business Associates  
 116 Hospital  
 117 Place of Business, i.e. Grant's Optical Co. (other than Furniture)  
 118 Clubs, i.e. Lion's Club

Lawyer

- |                        |  |
|------------------------|--|
| 211 Retained Counsel   | 215 Assigned Counsel Office            |
| 212 Public Defender    | 216 Public Defender's Office           |
| 213 Assigned Counsel   | 218 Lawyer's Assistant or Investigator |
| 214 Legal Aid          |  |
| 219 Unspecified lawyer |  |

Social-Related AgenciesYMCA & YWCA

- 311 YMCA & YWCA

Draft Counselling

- 321 Draft Counselling Service

Social Service Agency

- |                               |                                 |
|-------------------------------|---------------------------------|
| 331 Social Worker, Caseworker | 335 Salvation Army              |
| 332 Social Welfare, Welfare   | 336 Children's Aid              |
| 333 Red Cross                 | 339 Social Services, in general |
| 334 Social Security           |                                 |

DART and Methadone Treatment

- 341 DART Counsellor and Program

Alcoholism Programs

- 351 AA, Counsellor  
 352 Meyer Mem. Hosp. Alcho. Prevent. Program  
 353 Counsellor, Alcoholic Clinic

Col. 0

E.C.J.C.S.

Card 1  
Q #

31-33

34-36

37-39

40-42

CODZ 4

6 a,b,c,d

7 a,b,c,d

AGENTS (Cont.)Vocational Rehabilitation

- 361 I.e. VA Hospital
- 362 Youth after-care officer
- 363 Vocational Rehabilitation Counsellor

Schools

- 371 High School

Resident Treatment

- 381 Residential Treatment

Training Programs

- 391 Training Programs

N.Y.S. Division of Employment

- 401 N.Y.S. Division of Employment

Cooperative Training

- 411 Cooperative College

Drug Rehabilitation Programs (either unspecified or not included above)

- 421 Drug Counsellor
- 422 VA Drug Program
- 423 Masten Park; NACC (Counsellor) after-care officer

Legal-Related AgenciesBail Bondsman

- 601 Bail Bondsman

A.C.L.U.

- 611 A.C.L.U. e.g. Dorothy Terry
- 612 Attorney

P.L.A.P.

- 621 P.L.A.P.

Prisoner's Release

- 631 Prisoner's Release

Attica Defense

- 641 Attica Defense Committee

Chief Clerk, County Court

- 651 Chief Clerk, County

Col. #

E.C.J.C.S

Card 1  
Q #

31-33

CODE 4

34-36

37-39

40-42

AGENTS (Cont.)

6 a,b,c,d

7 a,b,c,d

Drug-Related including NACC (Masten Park)

661 Masten Counsellor

669 Drug Program - in - general

Forensic Psychiatry

671 Forensic

672 Forensic Counsellor

Probation

681 Probation Officer

Parole

691 Parole Officer

Courts

701 Courts in general, i.e. Town Courts, Federal Courts

702 Judge

703 Court Clerk

704 City Court

705 County Court

D.A.

711 D.A.'s Office

712 D.A.

Police

721 Police Precinct

725 Police, in general

722 U.S. Marshall

i.e. Narcotics Dept.

723 State Police

726 FBI

724 Police Headquarters

Immigration Authority

731 Immigration Authority

Jail, InternalMatrons and Deputies

812 Deputies, matrons

Professional (other than lawyers)

821 Infirmary

Superintendent and other high administrators

831 Superintendent

833 Principal Guards

Jailor

839 High Administrators,

832 Ass't Supt.

in general

Col. 0

E.C.J.C.S.

Card 1

31-33

CODE 4

Q 0

34-36

37-39

AGENTS (Cont.)

6 a,b,c,d

40-42

7 a,b,c,d

Jail Clerk

841 Jail Clerk

842 Jail, in general (i.e. "downstairs")

844 Social Service, i.e. Auriello

Armed Forces

851 Army

852 Marines

853 Navy

Draft Board

861 Draft Board

Unspecified Agent

901 Interpreter

902 Investigator

909 Unspecified

997 Other e.g. Co-defendants

998 Don't Know, No Answer (Nothing mentioned as a need)

999 Does Not Apply

IF 998 in COLS. 19-21, CODE 999 in COLS. 31-33

" " 22-24, " 999 " 34-36

" " 25-27, " 999 " 37-39

" " 28-30, " 999 " 40-42

Col. #

E.C.J.C.S.

Card 1  
Q #43,44  
45,46RESOLUTION

8

- 1 Successful resolution
- 2 Unsuccessful resolution
- 3 Unresolved
- 4 Unknown
- 7 Other
- 8 Don't Know, No Answer (If no answer is given and "Unknown"  
(4) is not specified)
- 9 Does Not Apply

IF 998 in COLS. 19-21, CODE 9 in COL. 43  
 " " 22-24, " 9 " 44  
 " " 25-27, " 9 " 45  
 " " 28-30, " 9 " 46

47 How concerned do you think the jail counsellor was about your problems? 9

- 1 Very concerned about my problems
- 2 Concerned about my problems
- 3 Fairly concerned about my problems
- 4 Not really concerned about my problems
- 7 Other
- 8 Don't Know, No Answer

48 How concerned do you think the jail counsellor was about you? 10

- 1 Very Concerned
- 2 Concerned
- 3 Fairly concerned
- 4 Not really concerned
- 7 Other
- 8 Don't Know, No Answer

49-50

CODE 5

11

How much time did you and the counsellor spend together in your first meeting?

When a range of time is given (i.e. 15-25 minutes), Code the average time i.e. 20 minutes in this case.

- |                 |                          |
|-----------------|--------------------------|
| 00 0-10 minutes | 05 51-60 minutes         |
| 01 11-20 min.   | 06 over 60 min.          |
| 02 21-30 min.   | 97 Other                 |
| 03 31-40 min.   | 98 Don't Know, No Answer |
| 04 41-50 min.   |                          |

51 Did you have plenty of time to get into your problems? 12

- |       |                         |
|-------|-------------------------|
| 1 Yes | 7 Other                 |
| 2 No  | 8 Don't Know, No Answer |

52 How satisfied are you with the amount of time given you by the counsellor when you met? 13

- |                      |                         |
|----------------------|-------------------------|
| 1 Very satisfied     | 4 Not at all satisfied  |
| 2 Satisfied          | 7 Other                 |
| 3 Somewhat satisfied | 8 Don't Know, No Answer |

Col. #	E.C.J.C.S.	Card 1 Q #
53	Did you meet with a counsellor for a second time?	14
	1 Yes	
	2 No (CODE 9's in COLS. 54-64)	
	7 Other	
	8 Don't Know, No Answer (CODE 9's in COLS. 54-64)	
54,55	How much time did you spend together in your second meeting?	15
	When a range of time is given (i.e. 15-25 minutes), Code the <u>average</u> time i.e. 20 minutes in this case.	
	00 0-10 minutes	05 51-60 minutes
	01 11-20 min.	06 Over 60 min.
	02 21-30 min.	97 Other
	03 31-40 min.	98 Don't Know, No Answer
	04 41-50 min.	99 Does Not Apply (IF 2 or 8 in COL. 53)
56	Did you meet with a counsellor for a third time?	16
	1 Yes	
	2 No (CODE 9's in COLS. 57-64)	
	7 Other	
	8 Don't Know, No Answer (CODE 9's in COLS. 57-64)	
	9 Does Not Apply (IF 2 or 8 in COL. 53)	
57,58	How much time did you spend together in your third meeting?	17
	When a range of time is given (i.e. 15-25 minutes), code the <u>average</u> time i.e. 20 minutes in this case.	
	00 0-10 minutes	05 51-60 minutes
	01 11-20 min.	06 over 60 min.
	02 21-30 min.	97 Other
	03 31-40 min.	98 Don't Know, No Answer
	04 41-50 min.	99 Does Not Apply (IF 2 or 8 in either COL. 53 or 56)
59	Did you meet more than 3 times with a counsellor?	18
	1 Yes	
	2 No (CODE 9's in COLS. 60-61; 62-64)	
	7 Other	
	8 Don't Know, No Answer (CODE 9's in COLS. 60-61; 62-64)	
	9 Does Not Apply (IF 2 or 8 in either COL. 53 or 56)	
60,61	How many more times after the third meeting?	19
	01 1 Time	06 11 Times & Greater
	02 2 Times	97 Other
	03 3-4 Times	98 Don't Know, No Answer
	04 5-7 Times	99 Does Not Apply (IF 2 or 8 in either COL. 53,56, or 59)
	05 8-10 Times	
62-64	About how much time did you spend each meeting?	20
	When a range of time is given (i.e. 15-25 minutes), Code the <u>average</u> time i.e. 20 minutes in this case.	
	00 0-10 minutes	06 Over 60 minutes
	01 11-20 min.	97 Other
	02 21-30 min.	98 Don't Know, No Answer
	03 31-40 min.	99 Does Not Apply (IF 2 or 8 in COLS. 53,56, or 59)
	04 41-50 min.	
	05 51-60 min.	

Col. #

E.C.J.C.S.

Card 1

Q #

65 How quickly did the counsellor respond to your problems after your meeting? 21

- 1 On the same day
- 2 After one day
- 3 After 2-3 days
- 4 After 4 days to a week
- 5 The counsellor never responded to my problems
- 7 Other
- 8 Respondent does not recall, no answer

66 Do you think that the counsellor responded to your problems in a reasonable amount of time? 22

- |       |                         |
|-------|-------------------------|
| 1 Yes | 7 Other                 |
| 2 No  | 8 Don't Know, No Answer |

67-68

CODE 6

23

How were you treated by the counsellor? (IF NEEDED:)  
How was his attitude toward you?

## INSTRUCTIONS:

- A. Code each part of the respondent's answer up to two (2) parts.
- B. When a statement is divided into more than 2 parts, only code the first 2 parts.
- C. However, when the first sections are either preparatory, unresponsive, or non-committal (e.g. I don't know, I think that...etc.), code the first 2 responsive sections.

If a response seems to fit into a number of categories but no particular one i.e. "More friendly than business", then it is to be coded as Other.

If there is only one response, code it in COL. 67 and code 8 in COL. 68. If there are no responses, code 8's in COLS. 67-68.

- 0 Negatively -- Respondent feels that he was treated in non-positive fashion e.g. "grudgy"
- 1 Neutral -- Respondent relates expressions which connote neither very positive or very negative feelings about how he was treated e.g. all right, o.k., decent, normal mediocre.
- 2 Good, nice -- Respondent states that he was treated in a positive manner by the counsellor  
e.g. good, very good, well, nice, pleasant, polite, fairly well, etc.
- 3 Excellent -- Respondent states that he was treated in an exceptionally positive manner by the counsellor  
e.g. excellent, terrific, "cool"
- 4 Friendly & Listens and gave advice -- Respondent states that he was treated in a way which connotes positive feelings or emotions  
e.g. friendly, warmth, sincere
- 5 Helpful and concerned -- Respondent states that counsellor wanted to help them and was concerned about their situation  
e.g. "gone out of her way to do it;" "Was here for my good." wanted to help; was concerned; "interested"
- 6 Humane and respectful -- Respondent states that he was treated in an equal, humane, respectful manner and trusted the counsellor.  
e.g. equal relationship, like a person, like not guilty, like human being.

Col. #

E.C.J.C.S.

Card 1

Q 0

## CODE 6 (Cont.)

67-68

How were you treated by the Counsellor? etc. (Cont.)

23

- 7 Other -- Response does not fit into any of the above categories or is not responsive to the question.  
e.g. "intelligent"
- 8 Don't Know, No Answer -- Respondent does not know or is unable to say how he felt about how he was treated by counsellor  
e.g. hard to say, don't know

69,70

## CODE 7

24

How did you feel when talking to the Jail Counsellor?

## INSTRUCTION:

- A. Code each part of the respondent's answer up to two (2) parts.
- B. When a statement is divided into more than 2 parts, only code the first 2 parts.
- C. However, when the first sections are either preparatory, unresponsive, or non-committal (e.g. I don't know, I think that...etc.), code the first 2 responsive sections.

If a statement shows a changed or varied attitude in a clear-cut direction i.e. "At first I didn't feel nothing, Then I felt she was really concerned.", this statement is to be coded in the direction of the change--to "really concerned." However, if the direction of the change is not clear-cut, it is to be coded as Other.

If there is only one (1) response, code it in COL. 69 and code 8 in COL. 70. If there are no responses, code 8's in COLS. 69-70.

- 0 Neutral stance - Respondent feels no different in talking to counsellor than talking with anyone else; or feels in neutral manner toward counsellor. e.g. "O.K. guy"; "all right"; "didn't make any difference" "No special feeling" etc.
- 1 Trust - Respondent expresses sentiment that counsellor is someone who he can tell his problems to; that the counsellor will understand; that he feels secure with the counsellor; and that the counsellor is someone to talk with e.g. "Like talking to a friend;" "Man-to-man."
- 2 Pleased and satisfied - Respondent felt positively about their experiences with the counsellor and/or felt better after being with the counsellor than before experiencing counselling; and felt positively about the counsellor themselves. e.g. Respondent expresses being happy, satisfied, pleased. He felt that he enjoyed, liked, or found nice the counsellor and the experience with the counsellor. Also that he felt great, good, better etc.
- 3 Appreciation for counsellor's concern and willingness and ability to be helpful - e.g. Respondent expressed appreciation re: counsellor's concern and helpfulness with themselves and others.
- 4 Relaxed, at ease - Respondent expresses sense that he feels at home with counsellor e.g. "casual"
- 5 Uncertain of counsellor's ability to be helpful e.g. Respondent shows a lack of confidence in counsellor's ability to help.

Col. 6

E.C.J.C.S.

Card 1

69,70

CODE 7 (Cont.)

Q 6  
24

How did you feel when talking to the Jail Counsellor?(Cont.)

- 6 Nervous - Respondent expresses feeling ill at ease; bashful re: talking to counsellor e.g. "I don't like discussing my problems with just everybody." "questionable"; "don't feel normal"
- 7 Other - As mentioned, if a statement shows a change in the direction of feeling which is not in a clear-cut direction, it is to be coded OTHER. Response does not fit into any of above categories or is not responsive to the question. e.g. "Wanted to get out of cell"; "hopeful"; "The guards get on my nerves." "More friendly than business;" "Upset about arrest circumstances"
- 8 Don't Know, No Answer - Respondent does not know or is unable to say how he felt when talking to the counsellor.

71 Did the Counsellor seem to know what he was doing? 25

- |                    |                         |
|--------------------|-------------------------|
| 1 Yes, definitely  | 4 Definitely not        |
| 2 Probably yes     | 7 Other                 |
| 3 I don't think so | 8 Don't Know, No Answer |

72 How would you rate the counsellor's understanding of your legal situation? 26

- |                         |                |
|-------------------------|----------------|
| 1 Excellent             | 4 Poor         |
| 2 Good                  | 5 Not relevant |
| 3 Fair                  | 7 Other        |
| 8 Don't Know, No Answer |                |

73 How would you rate the counsellor's understanding of your personal or social situation? 27

- |                         |                |
|-------------------------|----------------|
| 1 Excellent             | 4 Poor         |
| 2 Good                  | 5 Not relevant |
| 3 Fair                  | 7 Other        |
| 8 Don't Know, No Answer |                |

74 How satisfied were you with the help you got the last time from the counselling service? 28

- |                      |                         |
|----------------------|-------------------------|
| 1 Very satisfied     | 4 Not at all satisfied  |
| 2 Satisfied          | 7 Other                 |
| 3 Somewhat satisfied | 8 Don't Know, No Answer |

75 How much difference did the counsellor's help make to you ? 29  
(OR:) How meaningful was the help to you?

- 1 A great deal of difference
- 2 Much difference
- 3 Some difference
- 4 No difference
- 7 Other
- 8 Don't Know, No Answer

76 Did contact with the Jail Counselling Service make any difference in how you felt about being in jail? 30

- 1 Yes
- 2 No
- 7 Other
- 8 Don't Know, No Answer

Col. 0

E.C.J.C.D.

Card 1

77,78

CODE 8

Q 0

79,80

31

In what way or ways did the Jail Counselling Service make a difference in how you felt about being in jail?

# INSTRUCTIONS:

- A. Code each part of the respondent's answer up to four (4) parts.
- B. When a statement is divided into more than 4 parts, only code the first 4 parts.
- C. However, when the first sections are either preparatory, unresponsive, or non-committal (e.g. I don't know, I think that...etc.), code the first 6 responsive sections.

If a response seems to fit into a number of categories but no particular one i.e. "More friendly than business", then it is to be coded as Other.

If a statement shows a changed or varied attitude in a clear-cut direction i.e. "At first I didn't feel nothing. Then I felt she was really concerned.", this statement is to be coded in the direction of the change--to "really concerned." However, if the direction of the change is not clear-cut, it is to be coded as Other.

However, if a statement shows two distinctly opposed attitudes, i.e. "Some are good, others not," then code these two responses in two separate categories.

CODE 8's where there are no answers.

- 1 Negative
- 2 No difference
- 3 Varied
- 4 A statement or inference of positive emotional response with no basis stated either that someone was doing something or due to intrinsic nature of relationship - it gave consolation, combatted feelings of helplessness, reduced anxiety, relaxed.
  - a) hope
  - b) "Help us get things together mentally and physically"
- 5 A statement or inference of positive emotional response based upon intrinsic benefits of relationship with counsellor - counsellor provides counselling, companionship, visitors, concern, moral support, someone to "rap" with - benefits conferred by counsellor right inside jail e.g. "Knowing someone was interested in my case made me feel better."
- 6 Statement or inference of positive emotional response based upon extrinsic benefits of relationship with counsellor - because counsellor is doing things, getting information, helping, seeing that things are happening - benefits conferred by counsellor through outside
  - a) "letting me know what was happening"
  - b) "I will go to the place he referred me to for my drinking problem"
- 7 Other
- 8 Don't Know, No Answer (Dichs)

Col. #	E.C.J.C.S.	Card 2 Q #
01-04	Project I.D. (0187)	
05	Form # (1)	
06	Institution 1 Jail 2 Jail Annex	
07	Interviewer #	
08-10	Respondent (Client's) Number	
11	Card # (2)	
12	Have you talked with other inmates about the Jail Counselling Service?	32
	1 Yes	
	2 No (CODE 9's in COLS. 13-14)	
	7 Other	
	8 Don't Know, No Answer (CODE 9's in COLS. 13-14)	
13-14 and 16-17 19-20 22-23	CODE 9 What did they have to say about the Jail Counselling Service?	33 and 35 37 39

- A. Code each part of the respondent's answer up to two (2) parts.
- B. When a statement is divided into more than 2 parts, only code the first 2 parts.
- C. However, when the first sections are either preparatory, unresponsive, or non-committal (e.g. I don't know, I think that...etc.), code the first 2 responsive sections.

If a response seems to fit into a number of categories but no particular one i.e. "More friendly than business", then it is coded as Other.

If a statement shows a changed or varied attitude in a clear-cut direction i.e. "At first I didn't feel nothing. Then I felt she was really concerned.", this statement is to be coded in the direction of the change--to "really concerned." However, if the direction of the change is not clear-cut, it is to be coded as Other.

However, if a statement shows two distinctly opposed attitudes, i.e. "Some are good, others not," then code these two responses in two separate categories.

#### 0 NEGATIVE STATEMENTS

This category reflects either negative feelings about the service or makes statements critical of the services functioning e.g. JCS inefficient; don't do nothing, not any good; could be better, not satisfied, better actions could take place, no faith in it, legally--don't know things, not private; "don't dig it", tried to contact - no one showed, limit of service unhappy when own counsellor doesn't show.

Col. #	E.C.J.C.S.	Card 2
13-14	CODE 9 (Cont.)	Q #
and		33
16-17	What did they have to say about the Jail Counselling	and 35
19-20	Service? (Cont.)	37
22-23		39

# 1 NEUTRAL STATEMENTS

This category reflects respondent expressions which connote neither very positive or very negative feelings about the J.C.S. e.g. alright, mixed; "no bad comments".

# 2 INFORMATION ABOUT THE SERVICE

This category reflects an exchange of information about the service and JCS functions and not referrals. "Indicated that there was a JCS" e.g. Talked about it; telling inmate about it.

"Talked about what was being done for them"; "Telling another inmate about it" Told others; explained service; within 48 hrs. you should know" Everyone in here has one.

# 3 J.C.S. CONTACTS WITH OUTSIDE PEOPLE OR AGENCIES

This category reflects responses that show that J.C.S. will contact people on the outside as well as help meet needs which require making contacts outside of the jail. Help which refers to outside contacts will be coded here e.g. "Help to explain problems to your people" e.g. phone calls; liason/family; get \$; make contacts; lawyer comes through service; got property; "...because you can't take care of everything with one call."

# 4 REFERRAL RECOMMENDATION AND DESIRE TO SEE COUNSELLOR OR J.C.S.

A. This category reflects that the inmate was referred to the J.C.S.; Inmate may be asking about getting in touch with J.C.S. This is a more directed statement about J.C.S. than merely giving information about the service but some indication that information is more pointed to how to get in touch with the service. e.g. "For contact or rap with somebody--call J.C.S." e.g. put me on to it; put in P.G. or J.C.S. or request slip. Write J.C.S./Contact J.C.S.; go through J.C.S. Get around to seeing inmate; "use service" "Try it;" telling others that's where you can get action"

B. This category reflects response about wanting to see or seeing a counsellor.  
e.g. Talk with someone; Hopeful to see counsellor; look forward to see counsellor; "Hear many inmates requesting counsellors";

# 5 POSITIVE STATEMENTS

This category reflects respondent expressions which connote positive verbs, adverbs, and adjectives about the J.C.S. while other categories also reflect positive statements i.e. "they help" but will be categorized in these other categories although they too reflect positive statements but are more specific to the other categories.

e.g. satisfied, appreciate, like, pleased, favorable, speak high of it, proud, "for it"; good, nice e.g. "Boss cat"; "Does more than Prisoner Release."

# 6 HELPS

This category reflects expressions that the J.C.S. is a help to inmates; that they do things for the inmate e.g. help, helped, helped a little not a lot; get things done; "You get places"; its needed; find out what's happening. "Counsellor will really help you a little--not a lot" "Someone gets an answer to your problem; J.C.S. answered all requests."

This category also includes description of the J.C.S.'s desire and ability to accomplish things and meet the inmates needs.

Col. 9	E.C.J.C.S.	Card 2
13-14	CODE 9 (Cont.)	Q 8
and		33
16-17	What did they have to say about the Jail Counselling	and
19-20	Service? (Cont.)	35
22-23		37
		39
6	<u>HELPS</u> (Cont.)	
	e.g. Takes care of business; gets through red tape finds out what's happening; one of only ways to get help; gets an answer to problems; J.C.S. answered all requests; Jail Counsellor would get information--if they could. "one could be up today quickly"	
7	<u>OTHER</u>	
	Response does not fit into any of the above categories or is not responsive to the question or is unclear in meaning e.g. guard won't hand in sheet or get J.C.S.; waiting for an answer, "People react differently"; "Had already talked to counsellor" "Paper don't respond with no feelings" "They do a lot of talking themselves" etc. "They just sit on the other side so I can't hear them" "You don't have to listen in. . . ." "What do you expect me to do?" "Want don't fill out a slip to J.C.S. (to new guy)"? one would be up today quickly.	
8	<u>DON'T KNOW, NO ANSWER</u> (Also Blanks)	
9	<u>DOES NOT APPLY</u>	
	CODE 9's in COLS. 13 & 14 IF 2 or 8 in COL. 12.	
	" 9's " 16 & 17 " 2 or 8 " 15.	
	" 9's " 19 & 20 " 2 or 8 " 18.	
	" 9's " 22 & 23 " 2 or 8 " 21.	
15	Have you overheard other inmates talk about the Jail Counselling Service?	34
	1 Yes	
	2 No (CODE 9's in COLS. 16,17)	
	7 Other	
	8 Don't Know, No Answer (CODE 9's in COLS. 16 & 17)	
16-17	SEE CODE 9	35
	(CODE 9's, IF 2 or 8 in COL. 15)	
18	Have you talked with jail deputies (matrons) about the Jail Counselling Service?	36
	1 Yes	
	2 No (CODE 9's in COLS. 19,20)	
	7 Other	
	8 Don't Know, No Answer (CODE 9's in COLS. 19,20)	
19-20	SEE CODE 9	37
	(CODE 9's, IF 2 or 8 in COL. 18)	
21	Have you overheard jail deputies (matrons) talk about the Jail Counselling Service?	38
	1 Yes	
	2 No (CODE 9's in COLS. 22,23)	
	7 Other	
	8 Don't Know, No Answer (CODE 9's in COLS. 22,23)	
22-23	SEE CODE 9	39
	(CODE 9's, IF 2 or 8 in COL. 21)	

Col. 9

E.C.J.C.S.

Card 2

24-25  
and

CODES 10 and 11

Q 8

26-27

In what way or ways, if any, were you dissatisfied with the Jail Counselling Service?

40

28-29

CODE 10

Code this question once as to whether any part of the response expresses dissatisfaction with the Jail Counselling Service?

01 Yes

CODE 01 when any part of response expresses some dissatisfaction.

02 No (CODE 9's in COLS. 26-27 and 28-29)

"No" is to be coded under the following conditions:

No Dissatisfaction or Satisfaction -- Respondent states either that he:

- a. has no dissatisfaction with the service or that he is satisfied; never a time when dissatisfied  
e.g. none, no ways, wasn't, haven't been, wasn't so far, not, not really,  
or: was satisfied; They come to see about problems, none whatever, completely satisfied
- b. Respondent expresses satisfaction and/or awareness that JCS performs effectively within its limits.  
e.g. "as good as can be"; "Did everything I asked and found out as much as they could for me;" "I was happy that counsellor was looking into it." "Anything they did was beautiful."

97 Other

98 Don't Know, No Answer (CODE 9's in COLS. 26-27; 28-29)

26-27

CODE 11

40

28-29

In what way or ways, if any, were you dissatisfied with the Jail Counselling Service?

## INSTRUCTIONS:

- A. Code each part of the respondent's answer--up to two (2) parts.
- B. When a response to the question is non-responsive i.e. "limited", Code as Other.
- 20 J.C.S. SPECIFIC SHORTCOMINGS -- perceived by inmates; areas 40 which are within the present domain--legally or by design--of J.C.S. responsibility.

21 Dissatisfied with J.C.S. lack of/delay of response or contact

This category reflects a lack of response or inmate dissatisfaction with type or quickness of response or lack or quickness of contact from J.C.S. to them when they submit request slips or after they meet with counsellor and present their requests or needs.

e.g. Counsellor supposed to come on certain day and didn't.  
Inmate being told that another counsellor would take the request.

4 days went by before seeing counsellor.

Didn't keep promises

Too slow with answer re: kids

"Should be explained that there are a few files counsellor handling, might take a little time."

Col. #

E.C.J.C.S.

Card 2

26-2/

CODE 11 (Cont.)

Q #

28-29

40

In what way or ways, if any, were you dissatisfied with the Jail Counselling Service? (Cont.)

- 22 Counselling function
- 23 Legal-related counselling  
e.g. more legal information, law books, resources, knowledge
- 24 Personal-related counselling  
This category reflects a lack of counsellor involvement with inmate  
e.g. lack of interest or participation  
"Sent note instead of coming in person"
- 25 Contacting and helping inmate with outside agents; agencies  
e.g. get translator who can speak his language  
"couldn't make lawyer move, even though he contacted him."  
"counsellor got further with probation officer...."
- 26 General dissatisfaction with service  
e.g. No Black counsellors  
Did nothing for me; Didn't get help for my problem  
"limited"  
"They ain't given me no answer"
- 30 DISSATISFACTION WITH J.C.S.--beyond J.C.S. present domain--either legally or by design.  
General unmet needs of the incarcerated:
- 31 Court and trial-related needs  
e.g. 1. Court, hearings, judge, lawyer  
2. Bail, bail reduction; getting inmate released  
e.g. "get me out of jail"  
"cannot talk to judge"
- 32 Internal Jail  
e.g. Food, recreation, tranquilizers; find out pickup date
- 97 OTHER  
e.g. "If you have a record there is no help";  
"Bulgarian inmate is not able to talk English"  
Just doing a job--maybe they can help somebody else.
- 98 Don't Know, No Answer; Blank
- 99 Does Not Apply

IF 02 or 98 in COLS. 24-25, CODE 9's in COLS. 26-27; 28-29

30 Did you expect more help or less help from the service? 41

- 1 More help
- 2 Less help
- 3 Neither more nor less
- 7 Other
- 8 Don't Know, No Answer

Col. 0

E.C.J.C.S.

Card 2

31-32

CODE 12

Q 0

33-34

42

35-36

IN WHAT WAY OR WAYS COULD THE J.C.S. BE MORE HELPFUL TO YOU?Instructions:

- A. Each part of the respondent's answer (up to 3 parts) are to be coded.
  - B. "SATISFIED"--Code this category even when respondent mentions that there is "none" or no way that the J.C.S. could be helpful but then goes on to state that: e.g. "They do all they can do..." "They do better than your lawyer," etc.
  - C. Although satisfaction may be expressed during the statement, if the respondent mentions any need or request, the response will be coded either under J.C.S. specific shortcomings or Dissatisfaction with J.C.S.
  - D. Some responses will fall on the borderline or grey area between what is within and what is beyond J.C.S. present area of responsibility. e.g. 688: "Check deeper into things--bail situations" will be coded a J.C.S. shortcoming because information re: bail situations falls within their domain. On the other hand, e.g. 693: "If they could give legal advice" will be coded: Dissatisfaction with JCS beyond present domain--legal advice belonging to attorneys.
- 10 Satisfied and/or aware that J.C.S. is performing well within its limits.  
Respondent states he is "satisfied" or makes "satisfaction" statements which connote that no additional help for him is needed and reflects his satisfaction with the J.C.S. Thus, states more than just that no more help is needed. e.g. "everything I asked was done"; "keep on coming"; "None---They do better than your lawyer"
- Respondent may also express his awareness that the J.C.S. is doing as much as it can within its limits. e.g. "People can only do so much, anything can be improved I suppose but I have been very satisfied." "None--they are doing the best they can." "Not really--only so much they can do"
- 20 J.C.S. SPECIFIC SHORTCOMINGS--perceived by inmates; areas which are within the present domain of J.C.S. responsibility.
- 21 Generally disappointed with J.C.S. lack of response or quickness of response to their request slips, or requests, needs or problems; or not coming often enough.
  - 22 Counseling function
  - 23 Legal-related  
e.g. more legal information, i.e. law books, resources, advice, counselor knowledge
  - 24 Personal-related  
e.g. "rap"; "better communication"
  - 25 Contact outside agents; agencies (i.e. reform school)
  - 26 General Dissatisfaction with JCS--  
e.g. "Wouldn't get involved with them; Use more people"
- 30 DISSATISFACTION WITH J.C.S.--beyond J.C.S. PRESENT DOMAIN  
General unmet needs of the incarcerated:
- 31 Court and trial-related needs  
e.g. 1. Court, hearings, judge, lawyer  
2. Bail, bail reduction; getting inmate released
  - 32 Internal Jail  
e.g. Food, recreation, tranquilizers; find out pick up date.

Col. 0

E.C.J.C.S.

Card 2

31-32

CODE 12 (Cont.)

Q 0

33-34

42

35-36

IN WHAT WAY OR WAYS COULD THE J.C.S. BE MORE HELPFUL TO YOU?  
(CONT.)

40 None, e.g. not me, nothing; Blanks are to be coded as "none"

97 Other

e.g. "privileges are limited;" "Knew it was limited--but he tried" "just do more things to help"

98 Don't Know, No Answer

3/ If you were able to make more phone calls on your own in jail, 43  
would you still have contacted the Jail Counselling Service?

1 Yes, definitely

2 Probably yes

3 I don't think so

4 Definitely not

7 Other

8 Don't Know, No Answer

38 If you had another problem while in jail, would you call on 44  
the Jail Counselling Service again?

1 Yes, definitely

2 Probably yes

3 I don't think so

4 Definitely not

7 Other

8 Don't Know, No Answer

39 Have you had contact with other agencies or services while in 45  
jail?

1 Yes

2 No (CODE 9's in COLS. 40-42; 43-45; 46-48)

7 Other

8 Don't Know, No Answer (CODE 9's in COLS. 40-42; 43-45; 46-48)

40-42 SEE CODE 4

46

43-45 With which other agencies or services have you had contact?

46-48

Use same code as for AGENTS (CODE 4)

Code up to 3 agencies or services

IF 2 or 8 in COL. 39, CODE 9's in COLS. 40-42; 43-45; 46-48)

49-50

CODE 13

47

WHO DO YOU SEE THE COUNSELLOR WORKING FOR?

General Instructions:

If respondent makes a determination related to who the counsellor is working for at some point in his answer (even though it is prefaced with, "I don't know"), that determination i.e. inmate, jail, himself etc. is how the question is to be coded.

However, if the respondent makes a determination followed by a statement which suggests his uncertainty with regard to either their own particular counselor or other counsellors in the service, than that response is to be coded as "uncertain as to whose agent."

Col. 0

E.C.J.C.S.

Card 2

49-50

CODE 13 (Cont.)

Q 0  
47

## WHO DO YOU SEE THE COUNSELLOR WORKING FOR? (Cont.)

- 01 Inmate, people, us, me, prisoner
- 02 Themselves -- their education, himself, for \$  
e.g. "doing his job".
- 03 Partially inmates, partially themselves
- 04 Jail, county, police
- 05 Inmate and Jail e.g. "For the prison(inmates)"
- 06 Jail/county and themselves  
e.g. "Legally for county-and doing it because he enjoys  
his work or further his education."
- 07 Uncertain as to whose agent  
e.g. "I don't know. \_\_\_\_\_ seems like she's for the  
prisoner's. I don't know about the others."  
"While she's in here, she seems on my side, but after  
she leaves, I don't know."  
"Trying to work for the inmate, but I don't think the  
establishment allows him to do this."
- 97 Other (not responsive to whose agent counsellor is or  
who he is working for) e.g. "neutral"
- 98 Don't Know, No Answer  
e.g. "Don't know" followed by non-responsive answer is  
coded; don't know, no answer.

## RELATIVES' INTERVIEW SCHEDULE

## APPENDIX 7

## ERIE COUNTY JAIL COUNSELLING SERVICE

SUMMER, 1974

243

Date of Interview \_\_\_\_\_

Actual recd from CRP \_\_\_\_\_

Interviewer \_\_\_\_\_

Respondent Relationship  
to Client \_\_\_\_\_

Sex of respondent \_\_\_\_\_

Project ☐ ☐ ☐ ☐ 01-04Form ☐ 05Rel. & Sex ☐ ☐ 06-07C 0 ☐ 08Resp. 0 ☐ ☐ ☐ 09-11Card 0 ☐ 1 12☐ 13☐ ☐ 14-16☐ 17☐ ☐ ☐ 18-20☐ 21☐ 22

## Introduction:

Hello, I'm \_\_\_\_\_ from  
the Erie County Jail Counselling Service. I under-  
stand that you have had some contact with \_\_\_\_\_  
while \_\_\_\_\_ was in Jail. I have a few questions  
I'd like to ask you about the service. Your answers  
to our questions may help improve the present ser-  
vice. Your answers will be kept strictly confidential.

1. Ascertain if respondent recalls contact w/counselor  
(PROBE IF NECESSARY)

1 yes ☐ (ASK 2)  
2 no ☐ (STOP INTERVIEW)

2. How did you first come into contact with the counselor:  
(WAIT FOR RESPONSE: READ ALTERNATIVES IF NEEDED)

- 1 Did a counselor call you on the phone?  
2 Did a counselor visit you at your home?  
3 Did your relative (friend) tell you about the JCS?  
7 Other  
8 Respondent does not recall, no answer

☐  
☐  
☐  
☐  
☐
☐ 23

3. Before you had contact with the counsellor, did you know \_\_\_\_\_  
was in jail?

1 yes

2 no

3 don't know, no answer

4. How many times did you speak with \_\_\_\_\_?

5. What took place during your first contact with \_\_\_\_\_?

6. Have you talked with \_\_\_\_\_ about the Jail Counselling Service?

1 yes

2 no

3 don't know, no answer

(ASK 7)

(SKIP TO 8)

(SKIP TO 8)

7. What did he/she have to say about the Jail Counselling Service?

a. \_\_\_\_\_

b. \_\_\_\_\_

c. \_\_\_\_\_

8. Who did you see the counsellor working for?

9. When speaking with the counsellor, how concerned  
do you think he/she was about \_\_\_\_\_?  
(PROBE IF NEEDED)

1 very concerned

2 concerned

3 fairly concerned

4 not really concerned

5 don't know, no answer

10. Did the counsellor seem to know what he (she) was doing?  
(PROBE IF NEEDED)

- 1 yes definitely  
2 probably yes  
3 I don't think so  
4 Definitely not  
8 don't know, no answer

<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>

<input type="checkbox"/>
--------------------------

11. Did the counsellor offer you any assistance other than the first contact?

- 1 yes  
2 no  
8 don't know, no answer

<input type="checkbox"/>	(ASK 12)
<input type="checkbox"/>	(SKIP TO 14)
<input type="checkbox"/>	(SKIP TO 14)

<input type="checkbox"/>
--------------------------

12. What assistance did the counsellor offer?

- a. \_\_\_\_\_  
b. \_\_\_\_\_  
c. \_\_\_\_\_

<input type="checkbox"/>	<input type="checkbox"/>	39-40
<input type="checkbox"/>	<input type="checkbox"/>	41-42
<input type="checkbox"/>	<input type="checkbox"/>	43-44

13. Did the counsellor give you the help he/she offered?

- 1 yes  
2 no  
8 don't know, no answer

<input type="checkbox"/>
<input type="checkbox"/>
<input type="checkbox"/>

<input type="checkbox"/>
--------------------------

14. Did you ask for any assistance from the counsellor?

- 1 yes  
2 no  
8 don't know, no answer

<input type="checkbox"/>	(ASK 15)
<input type="checkbox"/>	(SKIP TO 17)
<input type="checkbox"/>	(SKIP TO 17)

<input type="checkbox"/>
--------------------------

15. What assistance did you ask for?

- a. \_\_\_\_\_  
b. \_\_\_\_\_  
c. \_\_\_\_\_

<input type="checkbox"/>	<input type="checkbox"/>	47-48
<input type="checkbox"/>	<input type="checkbox"/>	49-50
<input type="checkbox"/>	<input type="checkbox"/>	51-52

16. Did the counsellor give you that assistance?

1 yes ☐

2 no ☐

3 don't know, no answer ☐



ASK THE FOLLOWING QUESTIONS ONLY IF EITHER Q. 11 OR 14 WERE ANSWERED YES. IF NOT, END INTERVIEW.

17. How satisfied were you with help the counsellor gave you? (PROBE IF NEEDED)

1 very satisfied ☐

2 satisfied ☐

3 somewhat satisfied ☐

4 not at all satisfied ☐

5 don't know, no answer ☐



18. How meaningful was this help to you? (PROBE IF NEEDED)

1 very meaningful ☐

2 meaningful ☐

3 somewhat meaningful ☐

4 not meaningful ☐

5 don't know, no answer ☐



19. In what ways, if any, did the JCS make a difference in how you felt about \_\_\_\_\_ being in jail?

a. \_\_\_\_\_  
\_\_\_\_\_



b. \_\_\_\_\_  
\_\_\_\_\_



c. \_\_\_\_\_  
\_\_\_\_\_



20. In what ways, if any, were you dissatisfied with the Jail Counselling Service?

- a. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
- b. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
- c. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

--	--

62-63

--	--

64-65

--	--

66-67

21. In what ways, if any, could the Jail Counselling Service be more helpful to you?

- a. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
- b. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
- c. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

--	--

68-69

--	--

70-71

--	--

72-73

22. If another difficulty regarding jail arose, would you call on the Jail Counselling Service?

- 1 yes ☐
- 2 no ☐
- 3 don't know, no answer ☐

--

74

THANK YOU VERY MUCH FOR YOUR COOPERATION.

## APPENDIX 8

## INTERVIEWER INSTRUCTIONS FOR RELATIVES' INTERVIEW

To: Interviewers - Ms. Lisa Richer, Mr. Steven Walfish, Ms. Felice Taub

FROM: Research Director, Mr. Richard Balaban

Re: Instructions for Relative Interviews

1. Place an X in the time slots that are unproductive when trying to reach respondent.
2. Place a checkmark in the time slot when you contact and interview persons.
3. Place the code number for each respondent contacted on the interview schedule on the top of first page.
4. Respondents with only work phones are not to be contacted.
5. Make 1 call in the 9:30-11:30 a.m. time slot and 1 call in 7:30-9:30 p.m. time slot on one day and,  
1 call in 2-4 p.m. time slot; 1 call in 7:30-9:30 p.m. time slot on a second day.
6. Place your name in the interviewer slot on forms.
7. For "4X" people who we don't reach, note the reason why in space for "interviewer's comment", i.e., wrong number; moved, etc.
8. Don't call respondents with squiggly lines through them. They have been deleted.
9. When ascertaining if the respondent remembered the contact with JCS, refresh his memory with:
  1. Counsellor(s)' name
  2. Approximate date of that contact, i.e., early April
  3. Need involved.

## APPENDIX 9

RELATIVES' INTERVIEW: RATER RELIABILITY

Question Number from Relatives' Interviews	#agreed/#coded	% agreed
5	36/38	94.7
7	13/13	100.0
8	32/36	88.9
12 & 15	20/22	90.9
19	18/18	100.0
20	10/11	91
21	12/13	92.3

TIME ELAPSED SINCE LAST COUNSELLOR CONTACT AND  
RELATIVE RECOLLECTION OF THAT CONTACT

TIME PERIOD	TOTAL NUMBER OF CONTACTS	% REMEMBERED WITHIN WITHIN EACH TIME PERIOD	% NOT REMEMBERED
1. (2 to 3 mos. elapsed)	31	22 (71%)	9 (29%)
2. (3 to 4 mos. elapsed)	11	8 (73%)	3 (27%)
3. (4 to 5 mos. elapsed)	8	6 (75%)	2 (25%)
Date not available	6	4 (66%)	2 (33%)
	<hr/> 56	<hr/> 40 (71%)	<hr/> 16 (29%)

APPENDIX 11  
ERIE COUNTY JAIL COUNSELLING SERVICE

249

Codebook--Relatives' Interview

Col. 0

Q #

01-04 Project I.D. (0187)

05 Form # (4)

06-07 Respondent (Client's) Number

Persons Interviewed

01-56

08 Interviewer's Sex

1 Male

2 Female

09-11 Counsellor #

112 Rose Smith

113 Lucy Sanchez

215 William Cash

222 Glenn Lefebvre

224 Martin Miller

225 Al Burczak

226 Joel Poch

227 Thomas Schofield

229 James Gauthier

998 OK, NA

12 Card (1)

13 Months elapsed since relative's last contact with JCS

2 2-3 months ago

3 3-4 months ago

4 4-5 months ago

8 Don't know, no answer

## CODE 3

NEEDS

14-16

If two or more needs are in one (1) line of Q.0 6 either make the 2nd need mentioned into another need or code only the 1st need mentioned depending upon space limitations.

Code the need mentioned by respondent in Q.0 6 i.e. Tell mom I'm in jail, even though an additional problem may be mentioned i.e. Mom will also visit in Q.0 7.

Bail generally (unless specified otherwise)

- 011 Bail Reduction or lowering (mostly used with Prisoner Release Program which involves itself with bail reduction.)
- 012 How much bail?
- 013 Property bail; bail bond; partially secured
- 014 Get bail (assume unless other bail matter specified)
- 017 When bail inmate?
- 018 Bondsman situation
- 019 Bail in general

Release Matters

- 021 Getting out in general (when cannot clearly state if bail or release)
- 022 Release into someone's custody
- 029 Release in general

Visit; visiting days

- 031 Special visiting
- 032 Visit, visiting days

Personal Property and Possessions (unspecified)

- 051 Bring clothes or get clothes from
- 052 Hold belongings for inmate; or release his possessions: safeguarding i.e. mail, furniture or pay for them i.e. car payments
- 053 Pay bills
- 054 Get eyeglasses
- 055 Get property or money from precinct
- 056 Prescription medicine
- 057 Personal possessions or property (Miscellaneous e.g. bible, book, picture of kid)
- 058 Cigarettes ("Money for cigarettes" is coded "Money" (073)
- 059 Property possession in general e.g. property release

Professional (other than lawyer)

- 061 Medical assistance or information i.e. eyeglass prescription
- 062 Psychiatric help; Psychiatrist
- 063 Drug Problems
- 065 Court-related recommendations
- 069 Get in Methadone

Money

- 071 VA and Welfare check, Soc. Sec. (to cash or pick them up)
- 072 Pick up check (unspecified kind) or bring check
- 073 Money - (often refers to buying stuff for commissary) e.g. If money for cigarettes "CODE 073: however if money for

## CODE 3

NEEDS (Cont.)

14-16

Money (Cont.)

- 073 lawyer CODE 132, thus, 073 is \$ for cigarettes; while  
058 for plain "cigarettes"; CODE 073 "\$ for commissary"  
079 General financial affairs

Administrative Action

- 081 Transfer to other institution or agency i.e. Navy  
pick up inmate.  
082 Wants to stay at 10 Delaware  
083 Wants to go to Penitentiary

Jail Conditions re: staff

- 091 Special individual request i.e. mail  
092 Switch galleries  
093 Get out of solitary or double lock  
094 Mistreatment  
095 Phone call  
096 Dietary---Food  
097 Commissary  
099 Jail conditions re: staff

Jail Conditions re: other inmates

- 101 Jail conditions re: other inmates  
102 Mistreatment

Come to Court

- 111 Come to Court

General Contact with outside e.g. get in touch with, contact

- 121 Phone calls  
122 Let people know I am in jail  
123 Explain why I am in jail  
124 Give them message about myself  
125 Get message from them  
126 Get or give address, phone 0 to  
127 Message; unspecified to  
129 Help in general or contact in general

Legal Representation e.g. get some, find out about, see about

- 131 Legal Representation; who is lawyer?  
132 Get retainer for lawyer, get money for lawyer

Provide for welfare of or get information on persons of concern to inmate

- |                             |                           |
|-----------------------------|---------------------------|
| 141 dogs, cats              | 146 father                |
| 142 children, son           | 147 siblings e.g. sister  |
| 143 victims or complaintant | 148 boyfriend, girlfriend |
| 144 spouse                  | 149 friend                |
| 145 mother, family          |                           |

Employment

- 151 Maintaining employment      159 Employment, in general

Col. #

E.C.J.C.S.

Card 1  
Q #

CODE 3

NEEDS (Cont.)

14-16

Legal Assistance and general trial-related matters

- 161 Trial or court date; bail hearing; re-sentencing date, pre-trial hearings date; parole hearing date
- 162 Status of case, e.g. suppression hearing, bail reduction hearing, plea arraignment, length of sentence, sentencing, pre-liminary hearing i.e. next step in legal proceedings
- 163 Legal Papers, documents or photostatic copies, e.g. indictment papers, writ for release; doctor's records
- 164 Legal research; law books or cases legal; research appeal i.e. "blue-panel jury?"
- 165 What are inmates constitutional rights?
- 166 What are charges?; drop charges; parole violations, bill of particulars
- 167 Is there detainer?: Why detainer: try to lift; why being held; warrants
- 168 Probation and parole i.e. probation report, parole hearing
- 169 Legal Assistance and general trial-related matters in general e.g. extradition; general legal matters or questions i.e. "What if you don't show for sentencing?" "Get appointment with D.A."

Non-Trial related legal matters e.g. divorce, or civil suit

- 171 divorce, marriage
- 172 visitation right of parent, child custody
- 173 Social Security claim; disability claim; sick-leave papers
- 174 Draft
- 179 General non-trial needs of legal nature i.e. notarize petition

Eligibility for participation in

- 181 Certification for a re-certification; eligibility e.g. High School equivalency; Masten Park
- 182 Certification NACC
- 189 Eligibility for (in general)

Referrals (Giving responsibility to other agent)

- 191 Referral (2nd time code "visit")

Consultation (sharing responsibility with other agent)

- 201 Consultation
- 202 Meeting re: legal matters

Tenancy

- 211 Tenancy i.e. prevent eviction

General Disposition re: military

- 211 i.e. Armed Services transfer and pick up
- 222 Processing discharge
- 229 General disposition and status

## CODE 3

14-16

NEEDS (Cont.)

COUNSELLING (includes giving information)

Legal-Related Counselling

701 Nature of arrest and surrounding circumstances

702 Bail question

709 Legal-related counselling

Personal-Related Counselling

711 Financial problems

712 Domestic problems, family problems

713 Life situation, wants and re: concern about family

714 Suicide; in crisis

715 Medical Problems

716 Someone to talk with

717 Jail/personal problems

718 Draft situation

719 General personal-related, supportive counselling

General information to or from; and general talks about agencies of possible aid to client.

721 Information i.e.

re: drug program, prisoner release

997 Other

e.g. Society Prevention of Cruelty to Animals;

"by people"; "people"

998 Don't Know, No Answer (No need mentioned)

17

Interviewer 0

1 Steven Walfish

2 Lisa Richer

3 Felice Taub

Col. #

E.C.J.C.S.

Card 1  
Q #

CODE 4

18-20

AGENTS

If 2 or more agents are mentioned in either Q.06 or Q.07, code the agent who is instrumental in remediating the need. If both agents are instrumental, code the one mentioned by the inmate in Q.#6.

If both are mentioned in Q.06, code the one the respondent first mentioned.

Family and Pertinent OthersFamily

- 011 Mother
- 012 Father
- 013 Parents (when mother and father mentioned together)
- 014 Family
- 015 Daughter
- 016 Son
- 019 Family, in general

Spouse

- 021 Wife
- 022 Husband

Close Relationships

- 031 Girlfriend
- 032 Boyfriend
- 033 Fiancee
- 034 Fiance

Siblings

- 041 Sister
- 042 Brother

Close Relatives

- 051 Grandmother
- 052 Grandfather
- 053 Aunt
- 054 Uncle
- 055 Cousin, Niece, Nephew
- 056 Relatives-in-law
- 059 Close relatives, in general

Friends

- 061 Friends, acquaintances, roommate

Doctor

- 071 Doctor

Mental Health Worker

- 072 Psychiatrist, Psychologist

Clergy

- 081 Clergy, Priest

Others

- 091 My People
- 094 Others

AGENTS (Cont.)

18-20

Miscellaneous Important PeopleJail Counsellor

- 101 Assume it is Jail Counsellor if unspecified  
102 Jail Counsellor  
103 Another Jail Counsellor; i.e. When a counsellor other than the one making the report is the agent who has to take care of the need.

Business Contacts

- 111 Employer  
112 Landlady or Landlord; Manager; Place of domicile  
113 Furniture Business  
114 Victim  
115 Business Associates  
116 Hospital  
117 Place of Business, i.e. Grant's Optical Co. (other than Furniture)  
118 Clubs, i.e. Lion's Club

Lawyer

- |                        |  |
|------------------------|--|
| 211 Retained Counsel   | 215 Assigned Counsel Office            |
| 212 Public Defender    | 216 Public Defender's Office           |
| 213 Assigned Counsel   | 218 Lawyer's Assistant or Investigator |
| 214 Legal Aid          |  |
| 219 Unspecified lawyer |  |

Social-Related AgenciesYMCA & YWCA

- 311 YMCA & YWCA

Draft Counselling

- 321 Draft Counselling Service

Social Service Agency

- |                               |                                 |
|-------------------------------|---------------------------------|
| 331 Social Worker, Caseworker | 335 Salvation Army              |
| 332 Social Welfare, Welfare   | 336 Children's Aid              |
| 333 Red Cross                 | 339 Social Services, in general |
| 334 Social Security           |                                 |

DART and Methadone Treatment

- 341 DART Counsellor and Program

Alcoholism Programs

- 351 AA, Counsellor  
352 Meyer Mem. Hosp. Alcho. Prevent. Program  
353 Counsellor, Alcoholic Clinic

## CODE 4

18-20

AGENTS (Cont.)Vocational Rehabilitation

- 361 I.e. VA Hospital
- 362 Youth after-care officer
- 363 Vocational Rehabilitation Counsellor

Schools

- 371 High School

Resident Treatment

- 381 Residential Treatment

Training Programs

- 391 Training Programs

N.Y.S. Division of Employment

- 401 N.Y.S. Division of Employment

Cooperative Training

- 411 Cooperative College

Drug Rehabilitation Programs (either unspecified or not included above)

- 421 Drug Counsellor
- 422 VA Drug Program
- 423 Masten Park; NACC (Counsellor) after-care officer

Legal-Related AgenciesBail Bondsman

- 601 Bail Bondsman

A.C.L.U.

- 611 A.C.L.U. e.g. Dorothy Terry
- 612 Attorney

P.L.A.P.

- 621 P.L.A.P.

Prisoner's Release

- 631 Prisoner's Release

Attica Defense

- 641 Attica Defense Committee

Chief Clerk, County Court

- 651 Chief Clerk, County



Col. 0

E.C.J.C.S.

Card 1  
Q e

CODE 4

AGENTS (Cont.)

18-20

Jail Clerk

841 Jail Clerk  
842 Jail, in general (i.e. "downstairs")  
844 Social Service, i.e. Auriello

Armed Forces

851 Army  
852 Marines  
853 Navy

Draft Board

861 Draft Board

Unspecified Agent

901 Interpreter  
902 Investigator  
909 Unspecified  
997 Other e.g. Co-defendants  
998 Don't Know, No Answer (Nothing mentioned as a need)  
999 Does Not Apply

Col. #

E.C.J.C.S.

Q#

- 21 Respondent Sex  
1 Male  
2 Female
- 22 Did respondent recall JCS contact? 1  
1 Yes  
2 No (If 2 in col. 22, code 9's in 23-74)
- 23 (Enter response #) 2
- 24 (Enter Response #) 3
- 25 (Enter Response #) 4
- 26 What took place during your first JCS contact? 5  
1 Told relative that client was in jail  
2 Bail and release  
3 Attorney  
4 Visit  
5 Personal property and possessions  
6 General information and messages  
7 Other  
8 Don't know, no answer
- 27 Have you talked with your relative about JCS? 6  
1 Yes  
2 No (CODE 9's in COLS. 28-29,30-31,32-33)  
8 Don't know, no answer (CODE 9's in cols. 28-29,30-31,32-33)
- 28-29 What did the inmate have to say about the JCS? 7  
30-31 Code up to three responses per respondent  
32-33 01 Positive comment  
02 Negative comment  
03 Informational comment  
98 Don't know, no answer
- 34-35 WHO DO YOU SEE THE COUNSELLOR WORKING FOR? 8
- General Instructions:  
If respondent makes a determination related to who the counsellor is working for at some point in his answer (even though it is prefaced with, "I don't know",) that determination, i.e., inmate, jail, himself, etc. is how the question is to be coded.
- However, if the respondent makes a determination followed by a statement which suggests his uncertainty with regard to either their own particular counselor or other counselors in the service, then that response is to be coded as "Uncertain as to whose agent."

- 01 Inmate, people, us, me, prisoner
- 02 Themselves--their education, himself, for \$  
e.g. "doing his job."
- 03 Partially inmates, partially themselves
- 04 Jail, county, police
- 05 Inmate and Jail, e.g., "For the prison (Inmates)"
- 06 Jail, county, themselves  
e.g. "Legally for county - and doing it because he enjoys his work or to further his education."
- 07 Uncertain as to whose agent  
e.g., "I don't know. \_\_\_\_\_ seems like she's for the prisoner's. I don't know about the others."  
"While she's in here she seems on my side, but after she leaves, I don't know."  
"Trying to work for the inmate, but I don't think the establishment allows him to do this."
- 97 Other (Not responsive to whose agent counsellor is or who he is working for) e.g., "neutral"
- 98 Don't know, no answer  
e.g., "Don't know" followed by non-responsive answer is coded; don't know, no answer

- 36 (Enter Response #) 9
- 37 (Enter Response #) 10
- 38 Did the counsellor offer you any assistance other than the first contact? 11
  - 1 Yes
  - 2 No (CODE 9's in 39-45)
  - 8 Don't know, No Answer (CODE 9's in 39-45)

CODE 1

- 39-40 What assistance did the counsellor offer? 12
- 41-42
- 43-44 Code this question in terms of type of inmate problem, request, or need and corresponding counsellor or resource activity.

Code up to 3 types of needs

- 1 Action or recipient of action
  - a. Some needs are more likely to call for action by agent than others, i.e., bail. With these needs, tend to code them "action."
  - b. If someone has to do something to meet the need, i.e., visit, bring clothes, or come to court then code as "action".
- 7 Other - it also includes counselling
- 8 Don't know, no answer

E.C.J.S.

45	Did the counsellor give you the help offered?	13
	1 Yes	
	2 No	
	8 Don't know, no answer	
46	Did you ask for any assistance from the counsellor?	14
	1 Yes	
	2 No (CODE 9's in COLS. 47-53)	
	8 Don't know, no answer (CODE 9's in COLS. 47-53)	
47-48	What assistance did you ask for?	15
49-50	SEE CODE 1 and use it	
51-52	(CODE 9's in 47-52 IF 2 or 8 in COL. 46)	
53	Did the counsellor give you that assistance?	16
	1 Yes	
	2 No	
	8 Don't know, no answer	

Interview was terminated at this point, unless there was a 1 coded in either COL. 38 or 46. If no 1 was coded in these two columns, the interview was terminated.

54	(Enter response #)	17
55	(Enter response #)	18
56-57	In what ways, if any, did JCS make a difference in	19
58-59	how you felt about _____ being in jail? (code	
60-61	up to 3 responses.	
	01 None, no difference, e.g., "No matter what happened she was still there."	
	Positive difference in relative's feelings:	
	02 Feel better, relief from pressure	
	Positive difference based on evaluation of service	
	03 Satisfaction with service:	
	e.g., "it's good", "better than a million dollars"	
	04 Helps	
	e.g., "talk with Joe", "felt they helped her"	
	05 Cares, concerned	
	47 Other	

## CODZS 10 and 11

62-63

In what way or ways, if any, were you dissatisfied with the Jail Counselling Service? 20

## CODE 10

Code this question once as to whether any part of the response expresses dissatisfaction with the Jail Counselling Service?

01 Yes  
CODE 01 when any part of response expresses some dissatisfaction.

02 No (CODE 9's in COLS. 26-27 and 28-29)  
"No" is to be coded under the following conditions:

No Dissatisfaction or Satisfaction -- Respondent states either that he:

- a. has no dissatisfaction with the service or that he is satisfied; never a time when dissatisfied  
e.g. none, no ways, wasn't, haven't been, wasn't so far, not, not really,  
or: was satisfied; They come to see about problems.  
none whatever, completely satisfied
- b. Respondent expresses satisfaction and/or awareness that JCS performs effectively within its limits.  
e.g. "as good as can be"; "Did everything I asked and found out as much as they could for me;" "I was happy that counsellor was looking into it." "Anything they did was beautiful."

97 Other

98 Don't Know, No Answer (CODE 9's in COLS. 26-27; 28-29)

## CODE 11

20

64-65

66-67

In what way or ways, if any, were you dissatisfied with the Jail Counselling Service?

## INSTRUCTIONS:

- A. Code each part of the respondent's answer--up to two (2) parts.
- B. When a response to the question is non-responsive i.e. "limited", Code as Other.
- 20 J.C.S. SPECIFIC SHORTCOMINGS -- perceived by inmates; areas 40 which are within the present domain--legally or by design--of J.C.S. responsibility.

21 Dissatisfied with J.C.S. lack of/delay of response or contact

This category reflects a lack of response or inmate dissatisfaction with type or quickness of response or lack of quickness of contact from J.C.S. to them when they submit request slips or after they meet with counsellor and present their requests or needs.

e.g. Counsellor supposed to come on certain day and didn't.  
Inmate being told that another counsellor would take the request.  
4 days went by before seeing counsellor.  
Didn't keep promises  
Too slow with answer re: kids  
"Should be explained that there are a few files  
counsellor handling, might take a little time."

~~64-55~~~~65-51~~

In what way or ways, if any, are you dissatisfied with the  
Jail Counselling Service? (Cont.)

- 22 Counselling function
- 23 Legal-related counselling  
e.g. more legal information, law books, resources,  
knowledge
- 24 Personal-related counselling  
This category reflects a lack of counsellor involvement  
with inmate  
e.g. lack of interest or participation  
"Sent note instead of coming in person"
- 25 Contacting and helping inmate with outside agents; agencies  
e.g. get translator who can speak his language  
"couldn't make lawyer move, even though he contacted him."  
"counsellor got further with probation officer...."
- 26 General dissatisfaction with service  
e.g. No Black counsellors  
Did nothing for me; Didn't get help for my problem  
"limited"  
"They ain't given me no answer"
- 30 DISSATISFACTION WITH J.C.S.--beyond J.C.S. present domain--  
either legally or by design.  
General inmate needs of the incarcerated:
- 31 Court and trial-related needs  
e.g. 1. Court, hearings, judge, lawyer  
2. Bail, bail reduction; getting inmate released  
e.g. "get me out of jail"  
"cannot talk to judge"
- 32 Internal Jail  
e.g. Food, recreation, tranquilizers; find out pickup date
- 97 OTHER  
e.g. "If you have a record there is no help";  
"Bulgarian inmate is not able to talk English"  
Just doing a job--maybe they can help somebody else.
- 98 Don't Know, No Answer; Blank
- 99 Does Not Apply

IF 02 or 93 in COLS. 24-25, CODE 9's in COLS. 26-27; 28-29

## CODE 12

68-69  
70-71  
72-73

IN WHAT WAY OR WAYS COULD THE J.C.S. BE MORE HELPFUL TO YOU? 21

Instructions:

- A. Each part of the respondent's answer (up to 3 parts) are to be coded.
- B. "SATISFIED"--Code this category even when respondent mentions that there is "none" or no way that the J.C.S. could be helpful but then goes on to state that: e.g. "They do all they can do..." "They do better than your lawyer." etc.
- C. Although satisfaction may be expressed during the statement, if the respondent mentions any need or request, the response will be coded either under J.C.S. specific shortcomings or Dissatisfaction with J.C.S.
- D. Some responses will fall on the borderline or grey area between what is within and what is beyond J.C.S. present area of responsibility. e.g. 088: "Check deeper into things--bail situations" will be coded a J.C.S. shortcoming because information re: bail situations falls within their domain. On the other hand, e.g. 093: "If they could give legal advice" will be coded: Dissatisfaction with JCS beyond present domain--legal advice belonging to attorneys.

10 Satisfied and/or aware that J.C.S. is performing well within its limits.

Respondent states he is "satisfied" or makes "satisfaction" statements which connote that no additional help for him is needed and reflects his satisfaction with the J.C.S. Thus, states more than just that no more help is needed. e.g. "everything I asked was done"; "keep on coming"; "None---They do better than your lawyer"

Respondent may also express his awareness that the J.C.S. is doing as much as it can within its limits. e.g. "People can only do so much, anything can be improved I suppose but I have been very satisfied." "None--they are doing the best they can." "Not really--only so much they can do"

20 J.C.S. SPECIFIC SHORTCOMINGS--perceived by inmates; areas which are within the present domain of J.C.S. responsibility.

- 21 Generally disappointed with J.C.S. lack of response or quickness of response to their request slips, or requests, needs or problems; or not coming often enough.

22 Counselling function

23 Legal-related

e.g. more legal information, i.e. law books, resources, advice, counsellor knowledge

24 Personal-related

e.g. "rap"; "better communication"

25 Contact outside agents; agencies (i.e. reform school)

26 General Dissatisfaction with JCS--

e.g. Wouldn't get involved with them; Use more people

30 DISSATISFACTION WITH J.C.S.--beyond J.C.S. PRESENT DOMAIN

General urgent needs of the incarcerated:

31 Court and trial-related needs

e.g. 1. Court, hearings, judge, lawyer

2. Bail, bail reduction; getting inmate released

32 Internal Jail

e.g. Food, recreation, tranquilizers; find out pick up date.

40 None, e.g. not me, nothing; Blanks are to be coded as "none"

97 Other

e.g. "privileges are limited;" "Knew it was limited--but he tried" "just do more things to help"

98 Don't Know, No Answer -151-

E.C.J.C.S.

Col.#

Q#

74

If another difficulty regarding jail arose, would you call on the Jail Counselling Service?

22

- 1 Yes
- 2 No
- 8 Don't know, no answer

APPENDIX 12  
JAIL STAFF INTERVIEW

258

Project     01-04  
Form  05  
C#  06  
R#   07-08

1. Did you work in the jail before there was a Jail Counselling Service (JCS)?

- 1 yes (ASK 2)  
2 no  
7 other  
8 DK/NA

09

2. What were some of your first reactions to hearing that there would be a Jail Counselling Service (JCS)?

---

---

---

10-11

3. Have you spoken with other deputies or matrons about JCS?

- 1 yes (ASK 4)  
2 no (SKIP TO 5)  
8 DK/NA (SKIP TO 5)

12

4. What did the other deputies (matrons) have to say about JCS?

---

---

---

13-16

5. Have you talked with principal guards or jail administration about JCS?

- 1 yes (ASK 6)  
2 no (SKIP TO 7)  
8 DK/NA (SKIP TO 7)

15

6. What did they have to say about JCS?

---



---



---

--	--

16-17

7. Have you talked with inmates about JCS?

- 1 yes (ASK 8)  
 2 no (SKIP TO 9)  
 8 DK/NA (SKIP TO 9)

--

18

8. What did inmates have to say about JCS?

---



---



---

--	--

19-20

9. Have you suggested to some inmates that they see a Jail Counsellor?

- 1 yes  
 2 no  
 8 DK/NA

--

21

10. Have you ever asked a Jail Counsellor to see an inmate who has not made a request?

- 1 yes (ASK QUESTION 11)  
 2 no (IF RESPONSE TO BOTH QUESTIONS 9 & 10 IS "NO" SKIP TO QUESTION 12)  
 8 DK/NA

--

22

(IF YES IN 9 OR 10, ASK 11; OTHERWISE SKIP TO 12)

11. For what situation did you feel a Jail Counsellor could be helpful?

---



---



---

--	--

23-24

12. To which other agencies, if any, have you referred inmates?  
(IF NONE, SKIP TO QUESTION 14)

a. \_\_\_\_\_  
b. \_\_\_\_\_  
c. \_\_\_\_\_  
d. \_\_\_\_\_

--	--	--

25-27

13. For what situations did you feel these agencies could be helpful? (COORDINATE WITH ABOVE AGENCIES)

a. \_\_\_\_\_  
b. \_\_\_\_\_  
c. \_\_\_\_\_  
d. \_\_\_\_\_

--	--

28-29

14. What do you think are the most common inmate needs or requests?

a. \_\_\_\_\_  
b. \_\_\_\_\_  
c. \_\_\_\_\_  
d. \_\_\_\_\_

--	--	--

30-32

15. Do you think that inmate requests are generally legitimate?

1 always  
2 usually  
3 sometimes  
4 never  
8 DK/NA

--

33

16. Please explain.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

--	--

34-35

17. Do Counsellors appear to understand rules and practices of the Jail?

- 1 always (SKIP TO 19)
- 2 usually (ASK 13)
- 3 sometimes (ASK 16)
- 4 never (ASK 18)
- 5 DK/NA (SKIP TO 19)

	136
--	-----

18. In what ways, if any, do Counsellors not appear to understand rules and practices of the Jail?

---



---



---

	137-00
--	--------

19. How were you treated by the Counsellors? (If Needed) What were the attitudes toward you?

---



---



---

	138-00
--	--------

20. How concerned do you think Jail Counsellors are about inmate problems?

- 1 very concerned
- 2 concerned
- 3 fairly concerned
- 4 not really concerned
- 5 DK/NA

	139
--	-----

21. How do you feel Counsellors treat inmates?

---



---



---

	140-00
--	--------

22. Who do you see the Counsellor working for?

---



---



---

	141-00
--	--------

23. How do you feel about the amount of time given by the Counsellors to inmates?

1 enough time (SKIP TO 25)  
 2 too little time (ASK 24)  
 3 too much time (ASK 24)  
 8 DK/NA (SKIP TO 23)

☐

66

24. In what ways do you feel Counsellors spend too much (too little time) with each inmate?

---



---



---

☐

47-48

25. Do you think JCS deals effectively with inmate needs?

1 yes (ASK 28)  
 2 no (SKIP TO 29)  
 8 DK/NA (SKIP TO 29)

☐

60

26. In what ways do you think Jail Counselling deals effectively with inmate needs?

---



---



---

☐

50-51

27. Do you think JCS handles problems that the jail staff could handle more effectively?

1 yes  
 2 no  
 8 DK/NA

☐

52

28. Please explain.

---



---



---

☐

53-54

29. Do you think JCS makes a difference in how inmates feel about being in jail?

- 1 yes (ASK 30)  
2 no (SKIP TO 31)  
8 DK/NA (SKIP TO 30)

☐ 31

30. In what ways do you think JCS makes a difference in how inmates feel about being in jail?

---

---

---

☐ 32-37

31. Has JCS made any changes that have affected you?

- 1 yes  
2 no  
8 DK/NA

☐ 33

32. Are there advantages for you in having JCS in the jail?

- 1 yes (ASK 33)  
2 no (SKIP TO 34)  
8 DK/NA (SKIP TO 34)

☐ 33

33. What are the advantages for you in having JCS in the jail?

---

---

---

☐ 34-41

34. Are there disadvantages for you in having JCS in the jail?

- 1 yes (ASK 35)  
2 no (SKIP TO 36)  
8 DK/NA (SKIP TO 36)

☐ 35

35. What are the disadvantages for you in having JCS in the jail?

---

---

---

☐ 36-44

36. Do you think JCS has any effect on inmate morale as reflected in their general conduct?

- 1 yes (ASK 37)
- 2 no (SKIP TO 32)
- 8 DK/NA (SKIP TO 32)

☐ 35

37. How do you think JCS has affected inmate morale as reflected in their general conduct?

---

---

---

☐ 36-37

38. Do you have any suggestions for improvement of JCS?

- 1 yes (ASK 39)
- 2 no (SKIP TO 40)
- 8 DK/NA (SKIP TO 40)

☐ 38

39. What are they?

---

---

---

☐ 39-40

40. If the choice was yours to make, would you continue the Jail Counselling Service in the jail?

- 1 yes
- 2 no
- 8 DK/NA

☐ 41

41. Please explain.

---

---

---

☐ 42-43

STAFF BACKGROUND INFORMATION

Years working in the jail \_\_\_\_\_

☐

74

Shift that you worked most often from July, 1973 to present \_\_\_\_\_

☐

75

Gallery that you have worked on most often since July, 1973 \_\_\_\_\_

☐

76-77

Rank \_\_\_\_\_

☐

78

Sex: (Check one)

1 male \_\_\_\_\_

2 female \_\_\_\_\_

☐

79

Education:

Last High School grade or year of college you completed \_\_\_\_\_

☐

80

Thank you very much for your cooperation.



ERIC COUNTY JAIL COUNSELLING SERVICE

August 8, 1974

To: Mr. Frank Festa, Superintendent, and Assistant Superintendents,  
Principal Guards, Guards, and Matrons

From: Mr. Richard Balaban, Research Director *R.B.*  
Eric County Jail Counselling Service

Re: Interview of jail staff about their views of the Jail Counselling  
Service

Within a short time, members of the research staff of the Jail Counselling Service will be conducting interviews with the jail staff. Some of you have had contact with this program for the last two years while others have known about it from this summer.

We value your thoughts and opinions about the service from your contact with the counsellors, students from the law school and school of social work.

Your views will help us better understand the effectiveness of the program. Also, as the program will continue in the Fall, your thoughts and suggestions will be taken into consideration for improving it.

Mr. Festa, the Superintendent, and some of his staff have reviewed and approved of the questions we will ask you.

Your responses to the interview will be kept strictly confidential.

Your cooperation and help is greatly appreciated.

Thank you.