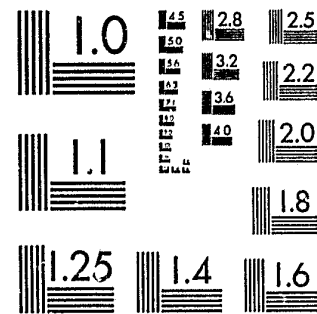


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ARTHUR YOUNG

January 31, 1981

Mr. Peter M. Deuel
Chairman
Evaluation Committee
Chicago-Cook County Criminal Justice
Commission
203 North Wabash Avenue
Chicago, Illinois 60601

NCJRS

MAY 6 1981

ACQUISITIONS

Dear Mr. Deuel:

Arthur Young & Company is pleased to submit this final report on our Evaluation of Correctional Services Programs for the Chicago-Cook County Criminal Justice Commission (CCCCJC). This report is Deliverable Product No. 2 of this project, and it presents an assessment and an evaluation of each of the 14 programs. It has been prepared in accordance with the outline which was discussed with your staff on October 23, 1980, and includes a review of the initial objectives established for each of the programs as well as a summary of the programs' implementation and effectiveness.

The evaluation is based on our review of documentation regarding the organization of each of the programs, our interviews with CCDOC staff who have had administrative responsibility for the programs, and available historical data relating to each program's progress. In the course of our work, we have identified areas where management action would increase the overall effectiveness of the programs. These areas have been discussed in the report of each project.

U.S. Department of Justice
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January 31, 1981

Mr. Peter M. Deuel
Chairman
Evaluation Committee
Chicago-Cook County Criminal Justice
Commission

Should you have any questions regarding the report, please call
Mr. James E. Morris at 751-3000.

Very truly yours,

Arthur Young & Company

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- 1 Introduction and Study Objectives
- 2 Findings and Conclusions
 - Direct Service Programs
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- 3 Summary of Program Evaluations -
Management Overview

Introduction and Study Objectives

1

Introduction and Study Objectives

Between 1975 and 1978, the Chicago-Cook County Criminal Justice Commission (CCCCJC), which is funded by the Illinois Law Enforcement Commission (ILEC), awarded \$2,300,000 in fourteen grants to the Cook County Department of Corrections (CCDOC). This amount represented a portion of a considerable investment of local funds made in the CCDOC. The purpose of the 14 grants was to assist CCDOC in developing programs and services to assist inmates and staff within the Corrections complex.

Fourteen different correctional services programs were funded, ranging in scope from one-time purchases of equipment to multi-year inmate service and management programs. These programs were:

Direct Service Programs

- PACE Institute - Pre- and Post-Release Program
- PACE Institute - Women's Division Training Program
- CCDOC Mini-Reading Laboratory Program
- Jail Advocacy Ombudsman and Expanded Jail Advocacy Ombudsman Programs*
- CCDOC Internal Security Program
- Law Library Update Program

*These were two separate grants with the programs merged in the final funding year. Therefore, the evaluation has been combined.

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Administrative Support Programs

- CCDOC Inmate Telephone Calls Project
- Visitors Surveillance Equipment Project
- CCDOC Medical Services Project
- CCDOC Inmate Security Upgrade Project
- CCDOC Management Update Project
- Middle Management Training and Support Project
- Division of Supportive Services Project.

Although the original funding from the Law Enforcement Assistance Administration (LEAA) has been terminated, most of these programs currently are in operation. When the grants ended, it appears that the programs were satisfying a need of the CCDOC environment. Most of the positions funded with grant money were absorbed into the county budget upon termination of the grants. Thus, the grant money has been quite effective as seed money.

The Evaluation Committee of CCCCJC and ILEC sought assistance in evaluating these programs to develop a better understanding of their relative effectiveness and to identify areas where modification in program design and/or management might enhance program effectiveness. In April 1980, the Evaluation Committee selected Arthur Young & Company to conduct the evaluation of the 14 programs.

STUDY OBJECTIVES

The Evaluation Committee sought an evaluation approach that would address two distinct issues:

- An assessment of the extent to which the implementation of the 14 programs reflected original program objectives
- An evaluation of the impact of the programs on the Department of Corrections.

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The purpose of this report is to describe Arthur Young & Company's findings with respect to the second of these two issues, the evaluation of the impact of the 14 programs on the Department of Corrections. Since much of the information obtained during the first phase of the study and presented in Deliverable Product No. 1, "Assessment of Fourteen Correctional Services Programs," serves as valuable background information and explanation of the grants, it has been included also in this report and is referenced frequently.

METHODOLOGY

To gain a detailed understanding of each of the 14 programs and of the role they play within the CCDOC, a series of tasks was undertaken. These tasks included:

- Review Grant Applications

We studied the stated goals and objectives of each program and of how such objectives may have changed in cases where applications for continuation funding were submitted. In addition, we reviewed information regarding the planned physical, organizational, and programmatic scope of each program.

- Review Available Program Monitoring Data

We identified problems encountered in program implementation and in the availability, accessibility, and quality of data. In many cases, progress reports were either completely absent or not consistently available throughout the period of LEAA funding. Thus, interviews became our primary source of information regarding the implementation and performance of some programs.

- Interview CCDOC Officials and Program Managers

Arthur Young & Company developed a master interview guide to standardize the basic structure and content of interviews with CCDOC staff currently managing the 14 programs as well as other CCDOC officials.

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During the interviews, we verified and expanded the information obtained from the review of grant applications and monitoring data, and identified the relationship of each of the 14 programs to other support service programs operative within CCDOC. Because of the many management changes, it was necessary to conduct several interviews to obtain the information desired.

- Prepare Deliverable Product No. 1

We prepared and submitted the first deliverable product, entitled "Assessment of Fourteen Correctional Services Programs."

- Develop Evaluation Design

Based on the information obtained during the first study phase, an evaluation plan was developed for each of the 14 programs. This plan was discussed with the staff of CCCCJC.

- Collect Data in Accordance with Evaluation Design

The evaluation plan that was developed for each program often was limited by insufficient data. All historical data available were collected. To supplement our data collection efforts, additional interviews were conducted with program managers and CCDOC officials to obtain information about the interaction of the programs, as well as on the individual programs.

- Analyze Data

Data collected in both phases were analyzed to the extent possible. Findings and conclusions concerning individual programs and program interactions were developed and have been included in this Phase II report.

- Prepare Deliverable Product No. 2

The second deliverable product, entitled "Evaluation of Fourteen Correctional Services Programs," was prepared and submitted to CCCCJC as represented in this report.

Findings and Conclusions

Findings and Conclusions - Individual Program Analysis

This chapter presents an evaluation of the implementation and impact of each of the 14 correctional services programs included in the study. The two major sections are:

- Evaluation of Direct Service Programs
- Evaluation of Administrative Support Programs.

Each section contains a brief discussion regarding the category of programs, followed by the individual reports of each program. The individual program reports are organized in the following manner:

- General contract information
- Description of program goals and objectives
- Description of program implementation
- Current status of program
- Assessment of program monitoring and data characteristics
- Program Impact
- Conclusions and recommendations regarding opportunities for improvements in program management.

Direct Service Programs

Direct Service Programs

The Direct Service Programs can be divided into two major categories according to their primary objectives and the potential impact on inmates. These categories are:

- Programs to Enhance Inmate Skills
- Programs to Ensure Inmate Rights.

In general, the broad distinction in objectives is between those programs whose primary goal was to prevent recidivism and those which were primarily directed at minimizing the level of tension and conflict that naturally occurs in the jail environment. It should be stressed that these objectives are not mutually exclusive and that any program in one category may also have been designed to attain the other broad objective.

DIRECT SERVICE PROGRAMS TO
ENHANCE INMATE SKILLS

The primary focus of the programs in this category is on developing both reading and other pre-vocational skills based on the assumption that if an inmate can obtain and hold a job following release, the probability of recidivism will be reduced. Three Direct Service Programs fall into this category, including:

- PACE Institute - Pre- and Post-Release Program
- PACE Institute - Women's Division Training Program
- CCDOC Mini-Reading Laboratory Program.

Programs in this category utilized different approaches to accomplish the common goal. Two were primarily directed to expanding staff, and the third was directed to purchasing equipment.

The following table illustrates the divisions in which these programs are currently available.

Program	Division					
	I	II	III	IV	V	VI
PACE/Pre- and Post-Release Program	X	X		X		X
PACE/Women's Division Program			X			
Mini-Reading Laboratory Program			X		X	X

DIRECT SERVICE PROGRAMS TO
ENSURE INMATE RIGHTS

The primary objective of programs in this category is to ensure inmates' rights and, in the process, minimize the level of tension and conflict in the CCDOC environment. Programs in this category include:

- Jail Advocacy/Ombudsman and Expanded Jail Advocacy/Ombudsman Programs
- CCDOC Internal Security Program
- Law Library Update Program.

Of the programs in this category, three were primarily directed to expanding staff, and the fourth was directed to purchasing books.

All of these programs have been implemented in all divisions.

Direct Service Programs to Enhance Inmate Skills

- **PACE/Pre- and Post-Release Program**
- **PACE/Women's Division Program**
- **Mini-Reading Laboratory Program**

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PACE INSTITUTE PRE- AND POST-RELEASE PROGRAM

1. Contract Data

<u>ILEC grant</u>	<u>Period of grant</u>	<u>Funds awarded</u>			
		<u>LEAA</u>	<u>State</u>	<u>Local</u>	<u>Total</u>
#1181	3/1/74- 2/28/75	\$191,156	17,948	137,456	346,560
#1714	3/1/75- 2/29/76	131,621	7,114	8,453	147,188
#2143	3/1/76- 2/28/77	69,356	-	50,551	119,907
		<u>\$392,133</u>	<u>25,062</u>	<u>196,460</u>	<u>613,655</u>

2. Program Design

The initial objective of the Pre- and Post-Release Program, as described in the first-year grant, was to enhance the PACE Institute's existing job training and educational program by additional preparation of inmates for employment and reintegration into the community following their release from CCDOC. The program was originally designed to provide additional pre-release counseling and preparation, as well as expanded follow-up services. Exhibit 1, at the end of this program report, illustrates the relationship of the Pre- and Post-Release Program to the PACE Institute's overall program.

Although the second- and third-year grants continued to have the same general objective, each identified several additional specific objectives. The second-year grant, Grant #1714, defined the following objectives:

- To have one-half of the trainees during the year in meaningful employment at the end of the year
- To triple the rate of hires per week from the present number of 2 per week to 6 per week
- To work with 100 trainees at any one time.

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Grant #2143, in the program's third year, emphasized the maintenance of low recidivism among the Institute's "graduates." The third-year grant also defined the following specific objectives:

- To service 400 inmate/trainees during 1976
- To document the counseling curriculum
- To involve each trainee in two half-hour period "staffings" within a 13-week period
- To establish one personal contact per month with each PACE alumnus during the first 12-month period after release
- To visit 100 prospective employers and set up a job bank.

In this program, all individuals who entered PACE were to receive counseling on their educational and/or vocational needs. Within 30 days of the release date, each trainee would meet with a transitional counselor to develop a post-release plan. Following release, contact was to be maintained for one year, if possible.

All participants in the regular PACE Institute Program are automatically included in the Pre- and Post-Release Program. The regular PACE Program recruits trainees from all CCDOC divisions (except the Women's Division - Division III) who meet the following criteria:

- Inmates must be sentenced to CCDOC
- The sentence must be at least 90 days
- Inmates must be 18 or older.

Participation in the PACE Program is voluntary.

The majority of the grant budgets in each of the three funding years was allocated to staff salaries and benefits. No significant equipment purchases were made. In the first year, 15

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positions were requested in the grant. In the succeeding two grants, funding was requested for 11 positions. Staff hired included pre-release counselors, coaches, job developers, and clerical and administrative personnel. A volunteer coordinator and assistant coordinator were also funded. During the entire funding period, PACE provided funds from other sources for the overall administration of the Institute, including eight positions.

One goal of the Institute was to increase its utilization of volunteers by using the Pre- and Post-Release Program. According to interviews with current program management, the program has averaged 150 volunteers a year since the beginning of the Pre- and Post-Release Program.

3. Program Implementation

During the ILEC-funded years, the Pre- and Post-Release Program served an average of 300 inmates per year. From our interviews with the current PACE administrative staff, it appears that program implementation has closely followed the original grant design. However, the documentation available for the program does not address the extent to which the specific program objectives were achieved. PACE administrators report that the cooperation they have received from CCDOC staff has been excellent. They recognize that the PACE Program places additional demands on CCDOC staff in two ways. First, PACE trainees are brought out of their divisions daily to attend the Institute. Second, the program's extensive use of volunteers presents an additional security risk. Volunteers often bring in equipment and other items for special events or programs not generally allowed in CCDOC.

Correspondence with ILEC and an evaluation study conducted by the Institute for Law and Social Process sponsored by CCCCJC

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identified some implementation problems encountered in the Pre- and Post-Release Program, including:

- Lack of effective and measurable goal-setting and recordkeeping

The lack of clearly defined, measurable objectives prevented PACE from assessing the extent to which the Pre- and Post-Release Program succeeded in accomplishing its original intent. Inconsistent recordkeeping and data collection methods further contributed to this problem.

- Difficulty in serving projected number of inmates

Correspondence between ILEC and PACE during the first funding year indicates ILEC's concern that PACE was not meeting its anticipated headcount.

- Staff turnover

An ILEC monitoring report indicated that a shortage of staff in the first funding year made it difficult for PACE to carry out the follow-up component of the grant. A review of the grant applications and progress reports suggests that staff turnover was a continuing problem during the funding period, although by the third year PACE seemed to have the problem under control. According to the Reverend Erwin, founder of PACE, many of the positions were initially filled by individuals "on loan" from the Chicago Board of Education. A large number of vacancies occurred at one time, however, because the "loan" periods for these individuals expired on the same date.

PACE Institute administrators described a recidivism study which PACE itself conducted during the grant period between 1974 and 1977. According to the PACE Institute administrator, the study defined recidivism as rearrest and detention in the Cook County Department of Corrections, although it did attempt to gather data from other parts of the state. Study results concluded that the recidivism among PACE trainees was approximately 30 percent, in contrast to the general jail population where the recidivism

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rate was 80 percent. The general jail population, however, contains a large percentage of pre-trial detainees while the individuals in the PACE population are all sentenced. Our review of the documentation of this study suggests that the results are not necessarily reliable indicators of the PACE Program's effect.

4. Current Status of Program

LEAA funding for this program ended February 28, 1977. However, PACE continued to fund the Pre- and Post-Release Program through private donations, CETA, and the Office of Education. The total number of staff positions in PACE dropped from 40 to 48 in 1974-1977 to its current number of 25 to 30. The Pre- and Post-Program continues to have the same staffing composition with 12 positions. It also currently maintains a volunteer pool of 150 to 200 volunteers.

Staff have identified other needs of the PACE enrollees as a result of the Pre- and Post-Release Program. They are now pursuing funding for both a family counseling program and a transitional living center for released trainees.

5. Analysis of Program Monitoring and Data Characteristics

During the funding period, PACE submitted progress reports to ILEC. By the third year, progress reports routinely included the following:

- Participation by trainees
 - Number at the beginning of the month
 - Number at the end of the month
 - Reasons for leaving the program
- Number and source of referrals
- Services provided during month
- Counseling efforts
- Outside events
- Volunteer department report.

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PACE also prepared monthly fiscal reports to ILEC. These monthly reports are contained in both ILEC and PACE files.

Although very little follow-up information on program participants was collected or retained during the period of LEAA funding, the PACE files reflect a growing sophistication in the collection and tabulation of service statistics. Student files are available for the period since 1973. These files contain testing information and staff assessments, but no follow-up record from the post-release period.

Within the last two years, PACE has worked to improve the quality of follow-up information, but this effort is dependent on the PACE follow-up coaches completing appropriate logs. CETA required monthly and quarterly reports from PACE which summarized the Institute's training placement efforts, and these constituted an additional source of data. Another source of information was a CCCJC sponsored evaluation by the Institute of Law and Social Process.

The Pre- and Post-Release Program has been integrated into the entire PACE Institute Program. Release planning begins as soon as the individual's out-date is known, and no one is excluded from pre- and post-release services. Therefore, there is no group within PACE that did not receive pre- and post-release services that could serve as a comparison group for the participants in this program to evaluate the program's impact upon recidivism.

6. Program Impact

As discussed in the second section of this program analysis, the initial objective of this program was to enhance the PACE Institute's existing job training and educational program with additional emphasis on preparing inmates for their release from

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CCDOC and reintegration into the community. In general, records were not adequately nor consistently maintained during the grant periods, so that the extent to which the program met its original objectives could not be objectively measured. In addition, very little follow-up data relating to the post-release period for trainees were collected, as noted above. Thus, an accurate measure of the program's impact on inmates, and in particular on the rate of recidivism, is not available.

The primary program statistics available for the grant periods are the number of participants. Detailed information is available only for the third grant, #2143, covering March 1, 1976 to February 28, 1977. Table 1, at the end of this program report, presents monthly participation figures for the last seven months of grant #2143. An average of 77 inmates per month were active in the program during this period.

Table 2 presents statistics on the number of support service activities provided during the seven-month period and an average number of activities per month. Approximately 32 referrals and 129 counseling sessions were provided per month, with the greatest number of counseling sessions relating to CETA issues.

7. Conclusions and Recommendations Regarding Opportunities for Improvements in Program Management

The PACE Pre- and Post-Release Program appears to have provided a valuable dimension to the opportunities available to enhance inmates' skills. Based on our review of the program's objectives and implementation to date, we would recommend the following:

- The collection of follow-up information should be systematized and emphasized

As noted above, PACE Institute administrators have worked to improve the quality of follow-up

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information regarding former PACE enrollees. The quality of this information, however, is still highly dependent on the consistency and quality of information recorded by the PACE follow-up coaches. Systematic collection and analysis of follow-up data are critical to assessing the impact of the Pre- and Post-Release Program on inmates and to making informed funding decisions.

The usefulness of follow-up data should be improved by the implementation of the following:

- CCDOC should work with PACE administrative staff to ensure that follow-up logs are completed.
- The scope of follow-up activity should be expanded to include periodic telephone calls to employers and periodic visits to the former inmates' work location.

PACE INSTITUTE
A COMPREHENSIVE DELIVERY SYSTEM FOR CORRECTIONAL EDUCATION

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PACE PRE & POST RELEASE PROGRAM							
INTAKE	ORIENTATION	ASSESSMENT	PRESCRIPTION	IMPLEMENTATION	EVALUATION AND MODIFICATION	PRE-RELEASE PREPARATION	REINTEGRATION
Recruitment Initial interview Intake interview Evaluation and diagnosis	Introduction to PACE Introduction to CETA Career awareness Vocational alternatives Evaluation and diagnosis	Achievement tests Aptitude tests Occupational tests Vocational interest exposure in: Automotive Electronics Metal trades Evaluation and diagnosis	IEEP-Individual Educational Employability Plan Assignment of transitional counselor Diagnosis and implementation PACE and CETA placement recommendation	Adult Basic Education Level One: Grade 0-4 Grade 4-8 Level Two: Grade 8-10 pre-GED Grade 10-12 GED Level Three: Chicago City Colleges - Study Unlimited Northeastern University Courses Northeastern University Without Walls Program Pre-Vocational training (Mons' division) Automotive Electronics Metal trades Volunteer Program Tutoring Shop Instruction Inservice workshop Counseling Job Counseling Drug Counseling Alcohol Counsel. Individual Counseling Group Counsel. PACE/Lift Progress evaluation and modification	Counseling Individual Group IEEP Case conferences Job referrals Academic referrals Job counseling PACE/Lift - self development program Family Counseling PACE Employment Program (PEP) FIPSE Governor's Office of Manpower	Job referrals Academic referrals On-the-job training referrals CETA referrals Counseling: Drug Alcohol Family Individual Group Job Placement Transitional	Placement Transitional counseling Family counseling Drug counseling Alcohol counseling Academic counseling Job counseling Job placement Academic On-the-job-training referrals Follow-up counseling for an indefinite time, as appropriate.
Week 1	Week 1	Week 2-5	End of week 5	Week 6 - on	On-going	Last month	Post-release
						RELEASE	

EXHIBIT 1

SOURCE: PACE INSTITUTE

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TABLE 1
PACE PRE- AND POST-RELEASE
PROGRAM INFORMATION
MAY 1976 - FEBRUARY 1977

Month/Year	Number currently active	Number released on outdate	Number released by court	Number dropped for discipline	Number transferred to prison
May-July 1976	- 0 -	- 0 -	- 0 -	- 0 -	- 0 -
August 1976	74	14	4	2	1
September 1976	76	20	1	1	5
October 1976	78	28	1	4	0
November 1976	79	11	2	5	0
December 1976	74	19	4	3	3
January 1977	79	17	2	3	1
February 1977	80	15	1	3	4

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TABLE 2
PACE PRE- AND POST-RELEASE PROGRAM
NUMBER OF SERVICES PROVIDED

	Total for seven- month period	Average per month
<u>Referrals</u>		
Jobs	76	10.9
CETA	93	13.3
School	54	7.7
Total	223	31.9
<u>Monthly Services</u>		
Number of students transported home on outdate	117	16.7
Number of students placed in temporary housing	5	.7
<u>Counseling</u>		
	<u>Pre</u> <u>Post</u>	<u>Pre</u> <u>Post</u>
Housing	101 40	14.4 5.7
Family	31 20	4.4 2.9
Drugs	111 6	15.9 .9
Alcohol	3 5	.4 .7
Money	84 29	12.0 4.1
Peer Group	166 1	23.7 .1
CETA	269 35	35.4 5.0
Total (Pre and Post)	901	128.6
<u>Volunteers</u>		
Number of new volunteers	80	11.4

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PACE WOMEN'S DIVISION TRAINING PROGRAM

1. Contract Data

<u>ILEC</u> <u>grant</u>	<u>Period of grant</u>	<u>Funds awarded</u>			
		<u>LEAA</u>	<u>State</u>	<u>Local</u>	<u>Total</u>
#1362	1/1/75- 3/31/76	\$183,234	10,180	10,180	203,594
#2142	4/1/76- 3/31/77	152,000	-	36,444	188,444
#2644	4/1/77- 4/30/78	96,707	-	48,203	144,910
		<u>\$431,941</u>	<u>10,180</u>	<u>94,827</u>	<u>536,948</u>

2. Program Design

According to the original grant application, the goal of the Women's Division Program was to provide basic education and job training and follow-up and referral services to residents of the CCDOC Women's Division and to prepare them to earn a living. The target population was female inmates of CCDOC, including both pre-trial and sentenced detainees.

During the second and third years, the target population remained the same, but the goal of the program became to reduce the rate of recidivism measurably through comparison with a smaller group of inmates not involved in training. Other objectives included:

- Increase school enrollment after release
- Develop 25 community agencies for referral
- Expand the curriculum
- Initiate direct job placement efforts
- Coordinate referrals to community agencies
- Develop inservice training for professional and volunteer staff
- Develop a central file.

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The Women's Program was initially patterned after PACE Institute's Men's Program, where the average length of program participation was 12 weeks. When it became apparent in the Women's Program's first year that the effect of including presentenced prisoners in the program was to reduce the average length of stay to about seven weeks, the curriculum for the Women's Program was revised. An Electronics Workshop was added to the Beauty Culture, Business Methods, and Basic Education courses to accommodate the shorter time period. The courses were all considered open entrance and exit, and there was no designated completion point to the courses.

PACE was mandated by the first grant award to serve a total of 150 women the first year, and the initial strategy was to serve 50 women at a time. Unlike the Men's Program, however, where the instruction and counseling took place in a separate building, the Women's Training Program was housed in the Women's Division (Division III). Although participation in the program was on a voluntary basis, an evaluation by the Institute of Law and Social Process stated: "Involvement of the inmate with this program is determined initially by the size of the bond and the length of time projected to be served."

The majority of the program budget was devoted to personnel services. During the three-year period, the number of positions requested in the grant applications ranged from nine in the first year to 14 in the second and 12 in the third year. Most positions requested were instructors, evaluators, follow-up coaches, secretaries, and administrators. As a condition of funding approval, CCCCJC mandated that the project director be a woman. The grant funds were used also to purchase equipment for the program, including typewriters and other vocational training materials, and to provide allowances for the participants.

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The Women's Program was and is considered a part of the PACE Institute. As part of the Institute, it relies on the cooperation of the overall jail administration and the administration of the Women's Division. The superintendent of the Women's Division, however, stated that she never received a formal progress report from PACE, although she made her own informal evaluations.

Because of its location within the Division, the Women's Program had more interaction with the Board of Education school than the Pre- and Post-Release Program for men. The two educational programs (PACE and the Board of Education) both offered basic education courses. These courses, however, were not considered duplicative because the PACE Program was intended to provide more individualized instruction than that provided by the Board of Education.

3. Program Implementation

It appears that the PACE Women's Program achieved some of its objectives. The total enrollment exceeded or met the projections, and the curriculum was expanded to include two additional courses. Between 1975 and 1976, the first grant year, the program had a total year enrollment of 169, exceeding the mandated 150. However, an evaluation by the Institute of Law and Social Process (ILSP) of the first year's program found that PACE had not consistently satisfied the contract requirement to maintain an enrollment of 50 at any given time. In fact, PACE maintained the required enrollment in only one month of the grant period. According to ILSP, this problem may have been the result of the program's lack of control concerning termination of the clients. It also questioned how ILEC determined "50" as an appropriate figure.

We have been unable to locate information related to how well the additional objectives were met for the second and third funding

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years. Despite the fact that one of the program goals was to reduce the rate of recidivism, the current executive director of PACE was not aware that a recidivism study was ever conducted, and we did not find such a study in the CCCCJC, ILEC, or PACE files. Between the 1976-77 grant year, the program met its enrollment target of 225, and in 1977-78 it enrolled approximately 200 women according to the monthly progress reports.

In general, the staffing appears to have been appropriate for the program. However, PACE included some administrative staff in the budget whose roles in the program implementation were not clearly defined. There is also some question whether the project director needed to be female. PACE did assign a woman to the position, but most internal documentation and correspondence with ILEC indicate that the male assistant project director functioned as the project director. The superintendent of the Women's Division praised the qualifications of the assistant project director and the majority of the staff involved in the program at that time. Finally, unlike the Men's Program, the Women's Program does not have a pool of volunteers. There are no statistics reflecting volunteer involvement in this portion of the PACE Institute.

A review of progress reports and other documentation suggests that several problems were encountered in the implementation of the Women's Division Training Program. These include:

- Inadequate Planning

The lack of sufficient planning was revealed in two ways. First, it was necessary to redesign the program between the first and second funding years. The Women's Program had been designed very similarly to the Men's Program, which was later realized to be inappropriate since the average length of stay in CCDOC for women was considerably less than for men. Second, implementation of the program was delayed for several months until equipment was delivered and space allocated within the Women's Division.

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- Qualifications and turnover of staff

The Institute of Law and Social Process found a 40 percent turnover rate among staff and project management. According to ILSP, "a major reason for this turnover rate was that four PACE employees originally assigned to this grant were later transferred to the PACE Men's Division Program. The former Executive Director of PACE assigned these four staff members to the Women's Division contrary to the order given by PACE's Founder and President. This action prompted the President to dismiss the Executive Director... He also dismissed the initial project director 'because of her attitudes and lack of qualifications.'"

The ILSP evaluation also stated that the follow-up component was not fully staffed until November 1975. The Reverend Erwin agreed that the program had problems getting started because of inexperienced personnel.

- Lack of consensus regarding course offerings

During the three years, ILEC raised two issues with PACE. One was the possible duplication of basic education instruction. According to an evaluator from the Institute for Law and Social Process, the Basic Education component was a necessary part of both the Board of Education and the PACE Program because the target population needed basic education.

The other issue, the lack of nontraditional vocational programming for the female inmates, seems to have been the subject of continuous debate between ILEC and PACE. The file correspondence indicates that PACE believed the courses they offered met the needs of the population and the employment market. PACE also maintained that it was constrained from developing more nontraditional curriculum because of the short stay of the students and the lack of space available within the Women's Division.

- Quality of fiscal reporting

Another problem which apparently did not affect the program but is reflected in file correspondence was the quality of fiscal reporting and project budgeting. Each grant application was questioned

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by the fiscal reviewers about the inclusion of certain administrative personnel. These positions continued to be funded, however, although not always at the level PACE requested.

- Gaps in grant monitoring and reporting

ILSP criticized a number of deficiencies in ILEC monitoring and PACE's project management which may have caused implementation problems and hindered evaluation of the project. Neither ILEC nor PACE developed clear definitions for project goals and performance measurement. ILSP had to reconstruct several pieces of information and made specific recommendations for future data collection.

4. Current Status of Program

After ILEC funding was terminated in April 1978, PACE was unable to find other funding sources to continue the project. For nearly a year, the PACE Women's Division Training Program was suspended. In 1979, PACE was able to reestablish the program with funding from the Governor's Office of Manpower and later from CETA through the Mayor's Office of Manpower.

The program currently has one full-time project director and one full-time counselor. It shares two other counselors and a job developer with the Men's PACE Institute. The course instructors are provided through the City Colleges.

Courses, though limited, now include typing, electronics, basic education, several college-level classes, and the "University without Walls" Program. Where typing and electronics were offered five days a week during the initial funding period, they are now offered only one and two times a week, respectively. Basic education is still offered five days a week. According to the Women's Division superintendent, there is little difference in the approach of the Board of Education and PACE since the Board of Education is now providing similar individualized instruction. In addition, PACE and the Board of Education have many of the same students.

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Participation in the PACE Program continues to be voluntary. Because the CETA funding money enables the payment of stipends to the students, there is an incentive for inmates to participate primarily in PACE rather than the Board of Education. To receive the CETA stipend, however, the student must be in the program 30 days.

5. Analysis of Program Monitoring and Data Characteristics

PACE supplied ILEC with monthly progress reports and fiscal reports throughout the funding period. These reports are in both ILEC and PACE files, and contain the following information:

- Program Activity
 - New trainees for the month
 - Trainees released on out-dates
 - Trainees dropped
 - Trainees sent to the penitentiary
 - Trainees released from court
- Demographic Analysis
- Testing Report
- Course Enrollment
- Staff
- Pre- and Post-Release Services
- Social or Educational Events.

The ILEC files also have summary reports for the periods April 1976 to February 1977 and April 1977 to June 1977. These summary reports provide a recidivism figure, but the methodology for calculating the figure is not defined. In addition, a progress report for the period April 1976 to February 1977 does provide an agency referral list of 32 agencies, educational facilities and businesses to which 128 referrals were made. This report also documents inservice training sessions provided to the staff during that period.

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PACE files contain information about individual students dating back to 1973. These student files contain testing information and staff assessments but no follow-up records from the post-release period. Within the last year (1979-1980), the reporting and monitoring situation has changed and the current status of the female trainees may be more easily determined. The follow-up status, however, is dependent on the PACE follow-up coaches properly completing their logs and on former trainees providing the coaches with accurate information. PACE now provides CETA with monthly and quarterly reports which summarize the training and placement efforts of PACE. These only indicate the placement status at release, however, and are not an ongoing placement study.

A final source of information is a CCCCJC sponsored evaluation by the Institute of Law and Social Process. This study evaluated the process and contract compliance of the Women's Training Program, rather than the effect of the program, and identified types of information ILEC and PACE should collect for evaluation. During the course of its evaluation, ILSP constructed such performance measures as "positive completions," "service units," "client days," "objective achievers" and "recidivism."

6. Program Impact

As noted, the overall objectives of this program were to provide basic education and job training, and follow-up and referral services to inmates of the Women's Division to better prepare them to earn a living. In the second and third grant years, the objectives were expanded to include reducing the rate of recidivism and increasing supportive services to inmates such as referrals to school enrollment, job placement, and community agencies.

To evaluate the impact of the program, statistics were gathered on the available data. In general, very little follow-up

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information was available on inmates who left the CCDOC. Thus, an objective and statistical measure of the impact the program had on program inmates after their release from the institution did not exist. Available data basically provide statistics on the number of women in the program and the number receiving specific support services.

Table 3, following this report, presents the number of inmates in the program for the entire period of time covered by the three grants. For the first grant period, there was an average of about 44 women participating in the program at the end of each month. This average dropped slightly to about 41 for the second grant and increased to almost 47 for the last grant period. It can also be noted from the table that most of the inmates who left the program were either released from the institution or left the program voluntarily; few were actually dropped from the program.

Table 4 presents the average number of supportive services being provided per month over the three grant periods for the general categories of referrals, services, and counseling. Where data were available, they show a decrease over time in the average number of services being provided each month.

7. Conclusions and Recommendations Regarding Opportunities for Improvements in Program Management

The implementation of the PACE Women's Program raises several management issues. Some of these are similar to issues raised by the Pre- and Post-Release Program for men. However, the fact that the Women's Program operates within CCDOC seems to pose additional issues. We have identified the following areas for further management review:

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- The collection of follow-up information should be systematized

The value of follow-up data has been discussed previously in conjunction with the PACE Pre- and Post-Release Program. It is recommended that similar alternatives for improving the consistency and quality of follow-up data on female participants be explored, since the collection and analysis of follow-up data are critical to being able to assess the impact of the program.

- The similarities of the PACE Women's Program and the Chicago Board of Education Program should be reviewed

As noted above, the course offerings in the PACE Women's Program have been a subject of continuing debate since the original grant application. A systematic review of the specific course offerings of both PACE and the Board of Education should be undertaken with the following specific objectives:

- Determine the extent to which there is duplication in course offerings. Where duplication is identified, it will be important to determine whether this may be acceptable since the programs may be reaching different groups within the total female inmate population.
- Identify areas in which the two programs can develop specific coordinating mechanisms for the purpose of improving program effectiveness and/or administrative efficiency. Two specific areas this review should address include:
 - .. Whether one program may be more appropriate for inmates with shorter sentences.
 - .. Whether the two programs have effectively addressed inmates' needs for both group and individualized instruction.

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TABLE 3

PACE WOMEN'S DIVISION - PROGRAM POPULATION MOVEMENT

	Number of persons entering program	Number of persons who left voluntarily or were released	Number of persons who were dropped	Number of persons participating at end of month
<u>Grant #1362</u>				
1975 - January	18	3	2	13
February	2	1	1	13
March	9	4	2	16
April	16	5	2	25
May	7	15	1	16
June	9	6	1	18
July	22	18	0	*24
August	42	18	0	48
September	18	10	0	56
October	25	20	1	60
November	13	9	1	*64
December	27	18	1	72
1976 - January	36	13	1	94
February	22	7	0	109
March	15	11	1	**31
<u>Grant #2142</u>				
1976 - April	13	15	1	*32
May	21	11	0	42
June	16	16	1	41
July	12	9	6	38
August	14	8	3	41
September	7	15	1	32
October	16	6	0	42
November	20	19	0	43
December	13	19	0	37
1977 - January	17	9	1	44
February	15	10	0	49
March	26	24	0	51

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TABLE 3

PACE WOMEN'S DIVISION - PROGRAM POPULATION MOVEMENT

(Continued)

	Number of persons entering program	Number of persons who left voluntarily or were released	Number of persons who were dropped	Number of persons participating at end of month
<u>Grant #2644</u>				
1977 - April	9	11	3	46
May	10	15	1	40
June	13	11	1	41
July	16	4	1	52
August	11	15	0	48
September	13	18	0	43
October	13	13	0	43
November	11	5	0	46
December	14	11	0	52
1978 - January	14	12	1	53
February	9	14	0	48
March	8	10	2	44

*The number of participants at end of month for July 1975, November 1975, and April 1976 are as recorded on progress reports. However, these figures are overstated by two participants for July, one participant for November, and four participants for April.

**The number of participants at end of month for March 1976 is as recorded on progress reports. There appears to have been some change in the reporting procedure, which accounts for the drastic decrease in the number of participants.

TABLE 4
PACE WOMEN'S TRAINING PROGRAM
AVERAGE NUMBER OF SERVICES PROVIDED PER MONTH

	Grant Number		
	1362	2142	2644
Supportive Services Provided (Average Per Month)*			
Number of referrals:			
Jobs	1.6	4.0	1.9
On-the-job training	4.8	1.8	0.0
Schools	3.4	1.6	1.6
Other agencies	12.1	5.8	1.4
Subtotal	21.9	13.2	4.9
Number of services:			
Housing	0.1	1.0	**
Relocation	0.1	0.0	
Clothing	1.5	1.7	
Subtotal	1.7	2.7	
Number of counseling sessions:			
Housing	3.8	4.5	**
Family	6.9	8.8	
Drugs	6.8	9.3	
Alcohol	0.8	1.7	
Money	8.5	3.8	
Peer group	0.1	4.9	
Other	32.1	0.1	
Subtotal	59.0	33.1	

*Based on months for which data
were available.

**Data not available.

MINI-READING LABORATORY

1. Contract Data

ILEC grant	Period of grant	Funds awarded			
		LEAA	State	Local	Total
#2777	6/1/77- 6/30/77	\$44,707	-	4,967	49,674

2. Program Design

Grant #2777 was intended to provide modern reading equipment for the development of reading laboratories in Divisions I, II, and III. According to the initial grant application, the goal of the project was to assist inmates having reading disabilities to improve their reading skills. At the time of the grant application, the estimated average inmate reading level was fifth grade.

The equipment purchased was intended to equip four laboratories with two "skill centers", 12 carrels, cassette recorders, film strip projectors, and packages of reading materials to be used with the recorders and projectors. Each skill center had five individual positions with electrical outlets and attachments for the machinery. The planned capacity for each laboratory was 22, an arrangement designed to enable each student to work in privacy at his own level and pace.

No staff positions were funded. The reading laboratories were incorporated into the Board of Education Jail School, and the Board of Education supplied the staff to work with the students and direct them in the use of the equipment. No project coordinator, it appears, was designated by the Board.

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3. Program Implementation

Installation of the reading labs occurred over a period of time due to the construction of Divisions V and VI. It had been decided that Divisions V and VI would be able to make better use of the reading equipment than Divisions I and II. The first reading lab was installed in Division IV in late 1977 and later moved to Division III. The remaining equipment purchased under the grant was stored until early 1979, when it was installed in the newly-completed Divisions V and VI. The equipment in Division VI has subsequently been reorganized as a result of decisions related to both program design and inmate movement. Presently, each floor in Division VI has two smaller laboratories, one devoted to Reading Comprehension and the other to Vocabulary Development.

The goals of the program have remained essentially the same since the purchase and installation of the equipment. The teachers from the Board of Education Jail School are still using the equipment to assist the inmates with their reading deficiencies. Teachers do not expect much in the way of progress from their students because of the short time most inmates are detained and because of the characteristics of the inmates. One teacher commented that his goal is to provide a "nonaversive educational experience" and to encourage continued reading efforts by the individuals when they are released.

A review of the implementation of the Mini-Reading Laboratories across the five divisions suggests several management issues:

- Determination of reading level

The effectiveness of the Mini-Reading Laboratories is predicated on the accurate identification of participants' reading levels so that appropriate materials can be assigned. The general testing done during the initial diagnostic evaluation at CCDOC, however, does not identify very low reading abilities. The Mini-Reading Laboratory program

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student would begin a workbook and then leave, and the workbook would be worthless to another student coming in at the same level.

- Most of the Psycho-Technics materials appear to be geared to students who read at the fifth grade level or above. Many instructors find that a significant number of their students read below this level.

Although some materials have been returned to Psycho-Technics and exchanged for other items which meet the needs of instructors and students, there is still a credit with the supplier for materials returned in excess of those received in exchange.

4. Current Status of Program

The equipment continues to be used by the Chicago Board of Education, and the purchase of additional materials is now the responsibility of the Board. There does remain, however, a credit with Psycho-Technics, Inc., the company from which materials were purchased with the grant funding.

5. Analysis of Program Monitoring and Data Characteristics

The information available about the effectiveness of the program is sparse and varied. The instructors have each developed their own forms and records for noting students' initial assessment and progress. Initial test scores or screening levels are available for current and recent students, but the instructors have not retained all assessment files from the beginning of the program. The test scores available only give an indication of immediate improvement, not of sustained gains in reading ability.

Attendance records are available from the Board of Education. These attendance records are kept by division and could provide a measure of utilization; however, they only indicate the number of students at the beginning of each session each day. They do not

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design was based on the results of this general testing which showed a fifth grade reading ability and the purchased materials were intended to address this level. In fact, the teachers have found a much lower level of ability when they do their own, more individualized screening. As a result, teachers were unable to use a number of the reading materials because the assumed reading level was too high for the students. They are now looking for more appropriate material which the original supplier does not have.

- Lack of overall project coordination

Although all reading instructors report directly to the Board of Education, we identified significant variations in the operation of this program among the divisions. Each reading laboratory appears to be operated according to the philosophy and procedures of the individual division administrator. In Division VI all inmates between the ages of 17 and 21, if not locked-up or ill, must attend school every day and the reading lab is a regular part of that program.

In Division III, participation in the school program is voluntary, and the students are called to class by the guards. Since different women have different schedules, this imposes a potential burden on the guards. The school staff in Division III is still working on an effective means of getting the women to their classes at the appropriate times.

- Inadequacy of purchased reading materials

In awarding the grant, ILEC required CCDOC to purchase the equipment included in the grant through a competitive bidding process. After seeking competitive bids, CCDOC determined that only one company, Psycho-Technics, Inc., could meet the program's needs, and all equipment and materials were purchased from it. As the Mini-Lab instructors implemented the program, they encountered several problems with the content and format of the materials to which Psycho-Technics could not respond.

- The high turnover among the population made distribution of workbooks infeasible. A

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student would begin a workbook and then leave, and the workbook would be worthless to another student coming in at the same level.

- Most of the Psycho-Technics materials appear to be geared to students who read at the fifth grade level or above. Many instructors find that a significant number of their students read below this level.

Although some materials have been returned to Psycho-Technics and exchanged for other items which meet the needs of instructors and students, there is still a credit with the supplier for materials returned in excess of those received in exchange.

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Attendance records are available from the Board of Education. These attendance records are kept by division and could provide a measure of utilization; however, they only indicate the number of students at the beginning of each session each day. They do not

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reflect the number of students who might be removed during the session for court appearances, meetings with lawyers, and other important interruptions.

The attendance records do not indicate what materials and portions of the equipment were utilized. Because instructors develop an individualized plan for each student, the utilization of materials is dependent on the instructor's preference, evaluation of materials, and the student's ability.

6. Program Impact

The initial objective of this program was to provide modern reading equipment that could be used to assist inmates having reading disabilities in improving their reading skills. Equipment was purchased and mini-reading laboratories were set up and staffed by the Board of Education Jail School instructors.

As noted above, it appears that the reading materials originally purchased did not prove as useful as had been anticipated for two main reasons. First, the material was geared to a higher reading level ability than a large number of the inmate population actually had. Second, some of the materials were not appropriate to the prison environment, where the length of stay of an inmate was not very long.

There appears to have been little uniformity regarding how the reading labs were set up and administered. Individual instructors were able to determine their own admission criteria, operating procedures, and testing and reporting activities. The lack of a program coordinator seems to have contributed to the limited amount of cooperation, uniformity, and interaction among divisions.

Attendance reports for some of the divisions, which are available for more current time periods, demonstrate that the reading

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facilities are being utilized. However, there has been no concerted effort to try to collect data, measure, and report on the extent to which improvements in reading skills through use of the purchased materials have been achieved and sustained over time.

7. Conclusions and Recommendations Regarding Opportunities for Improvements in Program Management

It appears that the lack of a program director has been a critical factor in some of the problems identified above. Although the inmate populations in the six divisions vary significantly, the experiences encountered by the individual Mini-Reading Laboratory Programs have shared many common elements.

Our recommendations for management action include:

- The feasibility of designating a program coordinator for the Mini-Reading Laboratory Program should be reviewed

The coordinator's responsibilities would include the following:

- Acting as liaison between the divisional programs and the Intake and Diagnostic Center. A specific area of focus in this relationship should be to minimize duplication in testing inmates' reading ability and to place the inmates in appropriate classes.
- Meeting with the directors of the divisional Mini-Reading Laboratory Programs periodically. These meetings should be used to share ideas regarding program implementation as well as to identify problems which are common across divisions. The coordinator should subsequently assume the leadership role in resolving these problems with other CCDOC staff.

One key issue the divisional program staff would address is the identification, and perhaps development of educational materials which are appropriate for a program with irregular participation and high turnover.

Direct Service Programs to Ensure Inmate Rights

- Jail Advocacy/Ombudsman and Expanded
- Jail Advocacy/Ombudsman Programs
- CCDOC Internal Security Program
- Law Library Update Program

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CCDOC JAIL ADVOCACY/OMBUDSMAN AND EXPANDED JAIL ADVOCACY/OMBUDSMAN PROGRAMS

1. Contract Data

Jail Advocacy/Ombudsman

ILEC grant	Period of grant	Funds awarded		
		ILEC	Grantee match	Total
#1803	4/ 1/75 - 3/31/76	\$ 13,984	1,554	15,538
#2289	6/15/76 - 6/15/77	13,651	1,517	15,168
Total grant		27,635	3,071	30,706

Expanded Jail Advocacy/Ombudsman

#1987	11/ 1/75 - 6/30/76	54,593	2,873	57,466
#2229	7/ 1/76 - 6/30/77	85,833	9,537	95,370
#2788	7/ 1/77 -12/31/77	51,410	5,712	57,122
#3027	1/ 1/78 - 6/30/78	45,519	5,058	50,577
Total grant		237,355	23,180	260,535
Total both grants		\$264,990	26,251	291,241

2. Program Design

The CCDOC Jail Advocacy/Ombudsman and Expanded Jail Advocacy/Ombudsman Programs were established to promote and maximize efficient and prompt processing of CCDOC inmate and staff grievances. The three initial goals of the first program, the Jail Advocacy/ Ombudsman Program, were to:

- Provide a formal grievance procedure for the inmate population
- Establish a working relationship with staff
- Coordinate with the Social Service Department to alleviate duplication of services.

The ombudsman was to investigate and resolve inmate concerns at the lowest possible administrative level and to reduce or avoid

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disturbances that might create tension among inmates. The second program, the Expanded Jail Advocacy/Ombudsman Program, was developed to maximize the efficient handling of inmate complaints and grievances and to effect solutions to these problems. The Expanded Program maintained these same basic objectives over the entire funding period. However, the individuals hired as part of the grants acquired greater responsibilities and performed additional functions during the three-year funding period.

Although the two programs were funded separately, each provided the same basic services. Funds from both series of grants were used to hire caseworkers, ombudsmen, and supportive administrative and clerical staff. The Jail Advocacy/Ombudsman Program, which was funded for the first two years only, provided for the hiring of one ombudsman to report to the Board of Corrections. The Expanded Jail Advocacy/Ombudsman Program provided funds for the hiring of six additional ombudsmen/caseworkers and a secretary, the purchase of equipment and commodities, and the payment of telephone and xerox costs for the first two grant periods. For the last two grants, the number of funded positions was reduced by one, as one of the original positions was funded through the County budget.

The target population to be served by these programs was all individuals housed in the CCDOC, which consisted of Divisions I-IV during the time of these grants. The Expanded Advocacy/Ombudsman Program, which continues currently as the Human Services Division, now serves inmates in all six divisions of the CCDOC.

3. Program Implementation

Services were provided to all inmates of the CCDOC who filed a grievance or request during the grant periods. To receive

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service, an inmate filed a grievance or request form indicating his/her name, number, cell number, date, and specific request or grievance. The Ombudsman Programs were closely coordinated with another CCDOC program, the Internal Security Program. Complaints or grievances made to the Jail Advocacy/Ombudsman Program and Expanded Program which concerned criminal activities were referred to the Internal Security Program. Similarly, the Internal Security Program referred cases to the Ombudsman Programs.

During the first year of the grant, the single ombudsman hired under the Jail Advocacy/Ombudsman Program was separate from those individuals hired under the Expanded Jail Advocacy/Ombudsman Program. The single ombudsman reported directly to the Board of Corrections. Under the Expanded Program, a senior ombudsman was hired to head the program and supervise the other persons hired under this program, as well as the county caseworkers already working in the Department of Corrections. During the second year of the grant, the senior ombudsman from the Expanded Program had responsibility over the Expanded Program, the county caseworkers, and the Jail Advocacy/Ombudsman Program employee. In the third funding year, the Jail Advocacy/Ombudsman Program was discontinued as a separate program, since the two programs were providing the same type of services and the Expanded Program was able to provide the services on a lower average dollar cost per case due to its larger size and greater efficiency.

The preliminary assessment of these two programs by CCDOC staff was that they have been worthwhile programs which have improved significantly over the years. The Expanded Program experienced some difficulty initially because its role within the overall Department organization had not been clearly defined. As the program's direction and reporting responsibilities were more

firmly established in the second and third years of funding, the response of others within the CCDOC administration to this program greatly improved.

A second problem encountered by the Jail Advocacy/Ombudsman and Expanded Programs was that the number and level of positions requested in the initial grant was underestimated. Program managers felt that additional caseworkers were required to handle the work, and that higher salaries were needed to compensate individuals for the amount and difficulty of the work. In some cases, the salaries being offered were not high enough to hire individuals with the desired backgrounds and experiences. As a result of the workers' high caseloads, statistical reporting was given a lower priority, especially in the early years.

4. Current Status of Program

The Expanded Jail Advocacy/Ombudsman Program operates today as the Department's Human Services Division. At the termination of the grant period on June 30, 1978, the salaries and operating expenses of the unit were assumed by the Department's county budget. The unit currently consists of a director, an assistant director, 19 caseworkers, and one secretary. The program has experienced little staff turnover.

5. Program Monitoring

Although progress reports of some type were completed throughout the funding period, these varied widely in content and format. A report noting number of cases by type was submitted for the Jail Advocacy/Ombudsman Program for the first funding year; however, no reports were submitted for this program for its second and final year. The Expanded Jail Advocacy/Ombudsman Program submitted progress reports describing the previous month's activity for approximately half of the months the program was funded. In addition, summary reports based on 3, 6 or 12 months of activity were prepared for most of the four grants' duration.

The following information is usually included in the progress report:

- Number of grievances filed
- Number of grievances resolved.

6. Program Impact

The objective of the two programs was to provide a formal procedure for the inmate population to resolve requests and grievances. Because monthly progress reports were not consistently maintained, the data in the following tables and charts represent only portions of the grant periods.

To evaluate whether the program objective of providing a grievance procedure for the inmate population was reached, statistics were gathered on the number of grievances and requests resolved. For the Jail Advocacy/Ombudsman Program, data were available for the first grant period only. In total, about 760 cases were resolved by the one ombudsman for that period, consisting of approximately 200 cases relating to lack of supplies, 150 to medical services, 150 to food and diet, 85 to disciplinary action, and the remainder to lack of recreational facilities. Since the ombudsman was employed for about eight months during that grant, the average number of grievances resolved per month was about 95.

For the Expanded Jail Advocacy/Ombudsman Program, data were available for the following three periods: February 1, 1976 - April 30, 1976; July 1, 1976 - June 30, 1977; and July 1, 1977 - December 31, 1977. Table 5, following this program report, presents the average number of grievances and requests resolved per month for the three time periods. Grievances and requests are classified into several categories, and a total number is presented. For the 21 months for which the data were available

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in this format, almost 31,000 requests and grievances were resolved under the Expanded Jail Advocacy/Ombudsman Program. Thus this program appears to have successfully provided a procedure to resolve grievances and requests.

Table 5 also provides an indirect indication of existing conditions within the CCDOC and of how certain changes within the institution affect inmates' level of satisfaction. Three examples are noted.

- Trust Accounts and Commissary Use

The number of grievances per month relating to both trust accounts and commissary use increased from 30 per month in early 1976 to 90 per month during the second half of 1977. This complaint area of inmates' accounts not being accurate or up-to-date still continues to account for a significant portion of inmate grievances.

- Telephone Contacts with Friends and Relatives

During the first half of 1977, over 1,200 contacts were being made by caseworkers on the inmates' behalf each month. This number decreased drastically to about 600 per month during the second half of that year. This decrease resulted from the installation of the CCDOC inmate telephone system. Inmates were able to place many of their own telephone calls, and caseworkers were then able to spend their time handling more serious grievances.

- Quality and Quantity of Food

Program managers believe that the number and seriousness of grievances has decreased since the entire food service operation was taken over by an outside food service, Szabo Foods.

Exhibit 2, at the end of this report, presents a graph demonstrating the percentage of grievances resolved in those months for which data were available for the Expanded Jail Advocacy/

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Ombudsman Program. During the last three months (4/76-6/76) of the first program grant #1987, an average of 93% of the grievances filed were resolved. During the twelve months (7/76-6/77) of grant #2229, 83% of the grievances filed were resolved. Although the percentage of grievances resolved decreased 10%, the number of grievances filed during this period increased by more than 36%. During grant #2788 (7/77-12/77), an average of 82% of grievances filed were resolved. Data were not available for grant #3027 (1/78-6/78).

On a month-by-month basis, this exhibit demonstrates that for several months, more than 90% of the grievances filed were actually resolved. In only one month (1/77) were less than 75% of the grievances resolved.

In examining these statistics, it should be noted that there are many external factors which affect the Ombudsman Program's efficiency and effectiveness, including:

- The number of grievances actually filed in a month

This impacts the percentage of grievances that can be resolved in that month.

- The number and levels of experience of staff

At a given point in time, the number and experience of staff would affect how many grievances can be resolved. For example, recently hired staff require training from experienced staff, which diverts their efforts from grievance resolution.

- The functioning of other prison services

Grievance resolution often requires coordination with other prison services. For example, grievances about the commissary must be examined by a caseworker. His ability to resolve the matter in a

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timely fashion will be impacted by how quickly he can obtain required information from the commissary department.

The Ombudsman Programs were designed with the specific objective of resolving grievances promptly. Table 6 presents statistics on the percentage of cases resolved within specified time periods. For most grievance categories, a large percentage of cases was resolved within one week, and virtually all cases were resolved within six weeks. The program's goal of resolving 75% of all cases within thirty days, and of resolving the remaining 25% within forty-five days appears to have been achieved. As noted above, the prompt handling of cases will be affected by the number and experience of staff, the volume of work, and other external factors.

The impact or value of a funded program can often be inferred by examining whether the program continues upon termination of funding. The Advocacy/Ombudsman Programs currently exist within the CCDOC as the Human Services Division, with a staff of 22 individuals. Professional staff turnover is low. Approximately 50,000 cases (requests, complaints, etc.) are handled each year, an average of more than 4,000 per month. Program administrators believe that a formal system and program for handling grievances was a critical addition to CCDOC operations. After the funding ended, the program continued because of its success in meeting a real and important need of the inmate population. Since the positions were absorbed into the County budget, the grant money effectively served as seed money.

7. Conclusions and Recommendations Regarding Opportunities for Improvements in Program Management

These programs appear to have provided a procedure by which requests and grievances filed by inmates were handled in a prompt

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and effective manner. We have identified the following areas for further management review:

- The feasibility of collecting and reporting data in greater detail should be examined

Information from the grievance forms has been aggregated periodically by category of grievance, primarily for purposes of reporting to the funding agency, as described above. We recommend that this activity be performed on a regular basis and that a monthly report detailing number of grievances by each category be generated for internal CCDOC management use. It should be noted that although the detailed reporting suggested above is not currently performed, the Director of Human Services does meet on a regular basis with the CCDOC administrative staff. However, if more detailed information were available, it could be used to describe more accurately the conditions within CCDOC at a given point in time. It could also provide the opportunity to identify patterns or trends occurring within the institution over time, thus serving as a useful tool for management to recommend changes in CCDOC operation.

- The adequacy of staff and resource levels should be reviewed

Based on our discussions with program managers, the sufficiency of staff levels and resources should be evaluated. Such an evaluation would require data on the number and type of grievances handled, as certain requests are more time-consuming and difficult to resolve than other, more routine grievances.

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TABLE 5

OMBUDSMAN PROGRAMS

AVERAGE NUMBER OF GRIEVANCES AND REQUESTS
RESOLVED PER MONTH AND PERCENT OF TOTAL

Type of Grievance or Request:	Jail Advocacy/ Ombudsman Program	Expanded Jail Advocacy/ Ombudsman Program		
	Time Period: 4/75-3/76	2/76-4/76	7/76-6/77	7/77-12/77
Medical Treatment		6.7 (0.5%)	23.9 (1.4%)	19.7 (1.9%)
Psychiatric Treatment		5.7 (0.4%)	17.1 (1.0%)	15.7 (1.6%)
Drug Problems/Referrals		4.3 (0.3%)	10.3 (0.6%)	5.8 (0.6%)
Theft/Loss/Confiscation of Property		5.0 (0.4%)	13.3 (0.8%)	16.0 (1.6%)
Trust Accounts		13.3 (1.0%)	42.5 (2.4%)	39.5 (3.9%)
Commissary		16.7 (1.3%)	39.9 (2.3%)	49.2 (4.9%)
Assaults/Threats		4.0 (0.3%)	13.8 (0.8%)	14.5 (1.4%)
Bond Refunds		11.7 (0.9%)	17.7 (1.0%)	34.3 (3.4%)
Shortages of Institutional Provisions		6.7 (0.5%)	21.8 (1.2%)	19.5 (1.9%)
Quality/Quantity of Food		2.7 (0.2%)	8.8 (0.5%)	9.8 (1.0%)

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TABLE 5

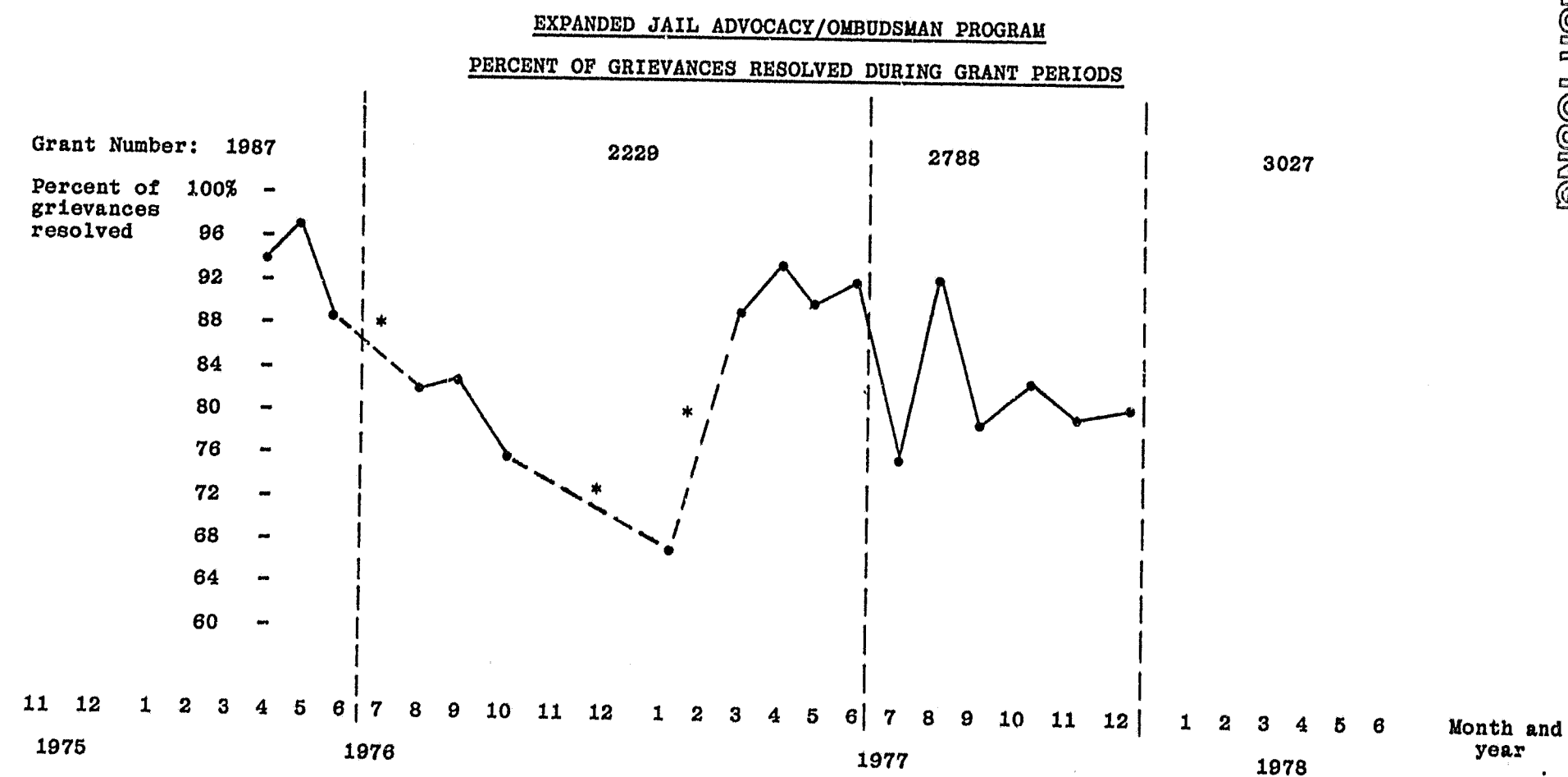
OMBUDSMAN PROGRAMS

AVERAGE NUMBER OF GRIEVANCES AND REQUESTS
RESOLVED PER MONTH AND PERCENT OF TOTAL

(Continued)

Type of Grievance or Request:	Jail Advocacy/ Ombudsman Program	Expanded Jail Advocacy/ Ombudsman Program		
	Time Period: 4/75-3/76	2/76-4/76	7/76-6/77	7/77-12/77
Contacts with Friends and Relatives		1,000.0 (78.0%)	1,241.7 (70.8%)	644.2 (63.6%)
Referrals to Community Agencies		41.7 (3.3%)	67.5 (3.8%)	20.8 (2.1%)
Contacts with Courts, Parole, Probation, etc.		60.0 (4.7%)	88.3 (5.0%)	66.7 (6.6%)
Interdivisional Transfer of Time Served		83.3 (6.5%)	105.8 (6.0%)	41.7 (4.1%)
Bond Secured for Inmates		20.0 (1.6%)	33.3 (1.9%)	14.7 (1.5%)
Problems with Mail			8.8 (0.5%)	
TOTAL - Average per month:		1,281.8 (100.0%)	1,754.5 (100.0%)	1,012.1 (100.0%)
TOTAL - For time period:	764	3,845.	21,054.	6,073.

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*Dotted line indicates data unavailable for that period.

Exhibit 2

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TABLE 6

EXPANDED JAIL ADVOCACY/OMBUDSMAN PROGRAM
AVERAGE GRIEVANCE RESOLUTION TIME

Type of grievance	Percentage of cases resolved
Medical Treatment:	
Within one week	25%
Between one and two weeks	50
Between two and four weeks	25
	100
Psychiatric Treatment:	
Within one week	59
Between one and six weeks	41
	100
Drug Problems/Referrals:	
Within three days	55
Referred within three days answered within one week	45
	100
Theft/Loss/Confiscation of Property -	
Property Recovered:	
Within two weeks	34
Between two and six weeks	66
	100
Warranty Confiscation:	
Within one week	100
Property not recovered	100
Trust Accounts:	
Within one week	63
Between one and two weeks	25
Between two and four weeks	12
	100
Commissary:	
Within one week	70
Between one and two weeks	30
	100
Assaults/Threats (all referred to Investigations unit)	100

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TABLE 6

EXPANDED JAIL ADVOCACY/OMBUDSMAN PROGRAM
AVERAGE GRIEVANCE RESOLUTION TIME

(Continued)

Type of grievance	Percentage of cases resolved
Bond refunds -	
Tracing of checks:	
Within two weeks	60%
Between one and four weeks	40
	100
Lost bond affidavits:	
Within one week	100
Shortage of institutional provisions -	
Clothing provided:	
Within one week	100
Bedding provided:	
Within two weeks	50
Between two and four weeks	50
	100
Quality/Quantity of food -	
Food better prepared:	
Within one week	100
Unwarranted complaints about food:	
Within one week	100
More food provided:	
Within one week	100
Contacts with friends and relatives:	
Within one week	93
Between one and two weeks	7
	100
Referrals to community agencies:	
Within one week	71
Between one and two weeks	20
Between two and four weeks	9
	100

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TABLE 6
EXPANDED JAIL ADVOCACY/OMBUDSMAN PROGRAM
AVERAGE GRIEVANCE RESOLUTION TIME
(Continued)

Type of grievance	Percentage of cases resolved
Contacts with courts, parole, probation, etc.:	
Within one week	77%
Between one and two weeks	14
Between two and four weeks	9
	100
Interdivisional transfer of time served:	
Within one week	30
Between one and two weeks	30
Between two and four weeks	40
	100
Bonds secured for inmates:	
Within one week	100

Note: Data presented in this table are based on the following time periods: 2/76 - 4/76, 7/76 - 6/77, 7/77 - 12/77.

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CCDOC INTERNAL SECURITY PROGRAM

1. Contract Data

ILEC grant	Period of grant	Funds awarded			
		LEAA	State	Local	Total
#1988	11/1/75- 6/30/76	\$111,947	-	5,892	117,839
#2238	7/1/76- 6/30/77	155,542	-	17,282	172,824
#2790	7/1/77- 6/30/78	131,081	-	14,565	145,646
		\$398,570	-	37,739	436,309

2. Program Design

The CCDOC Internal Security Program was designed to address two general objectives:

- To contribute to the secure operation of the jail

The grant applications for this program further defined this broad objective to include the following:

- To secure the jail population from the introduction of contraband, narcotics, or other undesirable materials
- To investigate threats to inmate security, whether resulting from actions by other inmates or from correctional officers
- To assure inmates' personal safety and the fair application of CCDOC rules and regulations.

- To investigate occurrences which impeded the effective delivery of program services and to take corrective action as needed

This objective was designed to ensure that services were available to the inmate population and to maintain the security of the environment.

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The grant funds were to be used to hire personnel who would be responsible for carrying out the project objectives. The program was designed to include the entire CCDOC population. During the period of LEAA funding, this involved Divisions I-IV, which had an average daily inmate population of slightly under 4,000. The program has been expanded subsequently with the opening of Divisions V and VI.

The Internal Security Program was designed to be coordinated closely with the Jail Advocacy/Ombudsman Program. As mentioned previously, referrals or requests made to one program were sometimes transferred to the other program depending on whether the request or grievance was criminal in nature.

3. Program Implementation

During the first year of the grant, the funded positions were filled primarily with individuals already employed within CCDOC. In many cases, correctional officers were transferred to positions as internal investigators, and objectivity was not always maintained due to their previous relationships with inmates. As a result of the problems encountered during the first year, however, it was determined that the program staff required experience other than what most of the correctional officers had. Individuals who had prior police investigation experience and who could function objectively were subsequently recruited. The shift in staffing was an attempt to meet the program's original objectives more effectively. The effect of this shift and related changes in titles may be seen in Table 7, following this report, which lists the staff positions and the associated salaries for the three-year period of the grant.

Grant funds were also used for staff travel and office equipment and supplies for the two secretaries. These expenditures were never more than 9.8% of each year's total grant expenditures.

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CCDOC personnel who are both directly and indirectly involved in the Internal Security Program report that it has been a worthwhile program which improved markedly during the three years of LEAA funding. They attribute improved morale of inmates and CCDOC correctional officers to this program. A review of total cases filed since the program was initiated (see Table 8) offers a measure of the utilization of the program by inmates.

During the three-year grant period, the Internal Security Unit assumed additional responsibilities beyond those included in the scope of the original grant application. For example, the unit performed background checks for the Merit Board on applicants for correctional officer positions, served subpoenas on correctional officers, prepared inmate line-ups when needed, investigated all accidents involving CCDOC vehicles, and inspected locks and cells within the institution. It is not clear that staffing levels were altered to reflect the expansion of the unit's responsibilities.

There is also some feeling that salary levels are not high enough to be competitive with salaries for comparable positions outside the CCDOC.

4. Current Status of Program

The Internal Security Program is still in operation, functioning as the Internal Investigations Unit. At the termination of the three-year grant period on June 30, 1978, the salaries and operating expenses of the unit were incorporated into the Department's county budget. The unit, which currently consists of 11 staff members, now reports to the Sheriff of Cook County and to the Executive Director of CCDOC. This represents a change from the LEAA-funded years, during which period the unit reported directly to the Sheriff's office. There are reports that additional investigative staff members are needed to handle the

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volume of work. Additional investigation equipment has also been requested, but at the time of our interviews, funds had not yet been made available for this purpose.

5. Program Monitoring

Although no progress reports were available for the early months of the first grant award, monthly progress reports are available for the later time periods. Over time, the amount of detail provided in the reports increased, and later reports regularly included statistics regarding the number of complaints investigated.

6. Program Impact

As noted, the general objectives of the Internal Security Program were to contribute to the secure operation of the Department and to investigate incidents which impeded the effective delivery of program services to the inmate population. Although progress reports were not maintained during the early grant periods, original case files are still available, permitting the compilation of statistics for that period. Case summary index cards were available for the latter periods.

Table 9, at the end of this report, presents statistics on the types of offenses which occurred involving either inmates or correctional officers. These statistics are given as percentages of the total number of cases for the grant. During the first grant period, almost 74% of the offenses involved inmates, with the remaining 26% involving correctional officers. For the second period, the percentage of cases involving inmates increased.

However, the third grant period experienced a decrease in the percentage of cases relating to inmates to about 70%, with correctional officers being involved in almost 30% of the cases. CCDOC administrators attribute the increases in the percentage

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and number of cases against officers to the opening of Divisions V and VI. The need to hire a large number of officers in a relatively short period of time limited the extent of background checks on the correctional officer applicants.

Table 9 also demonstrates that the number of cases handled by the unit increased each year during the period of funding, from 600 cases in the first eight months, to nearly 1,000 cases in the second and third years. Within the last two years, the number of cases handled has decreased to about 775 per year. Program managers feel that the reduced number of cases reflects the improved atmosphere within the CCDOC and, therefore, substantiates the effectiveness of the Internal Security Program. Inmates are now aware that criminal incidents they become involved in within the institution will be investigated and, more importantly, will become part of their case records. Correctional officers are also aware that complaints against them, both within and outside the institution, will be investigated.

Statistics were also computed, where available, on the length of time required to complete a case. The length of time was measured as the number of days between the date the case was assigned to an investigator and the date it was closed. During the first grant, cases required an average of 125 days to complete. This figure increased to an average of 185 days for the second grant, and then dropped sharply to about 23 days during the final grant period. The relatively large number of days required to complete a case in the early grants years was attributed to the newness of the program, the limited supervision that was provided to staff, the inexperience of the staff, and the heavy workload. As staff became more experienced and quality of supervision increased, the time required to complete a case dropped significantly.

Since the grant has ended, the time needed to complete a case has continued to decrease, and the Internal Investigation Unit now

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has established a standard requirement that a case be completed within 10 days unless special permission from the unit head has been granted. For the most recent period analyzed (September and October 1980), the 115 cases assigned during this time were closed in an average of 6.2 days per case.

As discussed above, the Internal Security Program exists today as the Internal Investigations Unit, with 11 staff. Its responsibilities and tasks have increased since the grant period. Staff perceive that this program contributed to improved conditions within the Department and to increased morale of inmates and correctional officers.

7. Conclusions and Recommendations
Regarding Opportunities for
Improvement in Program Management

It appears that the Internal Investigations Unit has matured from a rather disorganized, inefficient program in its initial stages to a better-organized, more efficient operation that handles its cases promptly. Based on our review of the program's objectives and implementation, the following recommendations for further management review are discussed:

- The current data collection activities
should be continued

The current preparation and submission of detailed monthly progress reports is a worthwhile task which provides valuable information on the incidents occurring within the institution involving inmates and correctional officers. This report should be reviewed by designated CCDOC administrators to assist them in overall department planning and resource allocation.

- The adequacy of staffing levels
should be reviewed

Our review indicates that an analysis of staffing levels should be conducted because of the additional functions and responsibilities which have been assigned to the Internal Security Unit since it was initially formed.

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TABLE 7
INTERNAL SECURITY PROGRAM POSITIONS FUNDED

Position	ILEC #1988	ILEC #2238	ILEC #2790
Project Director	\$ 15,272 ¹	19,232	21,956
Deputy Director	11,032 ¹	15,764	17,988
Investigative Analysts	45,605 ¹	105,510 ²	60,806 ³
Property and Fiscal Specialists (2)	18,242	-	-
Secretaries (2)	11,790 ¹	16,948	19,180
Fringe Benefits	6,288	11,520	20,416
	<u>\$108,229</u>	<u>168,974</u>	<u>140,346</u>

Notes:

1. Partial-year funding
2. Represents increase in number of positions
3. Represents decrease in number of positions funded from this grant, since some positions were absorbed into County budget

TABLE 8

CCDOC INTERNAL SECURITY PROGRAM
SUMMARY OF CASES FILED

<u>Year</u>	<u>Number of cases filed</u>
1975 ^a	199 ^b
1976	775 ^b
1977	1,162
1978	797
1979	773
1980	657 ^c

Source: Cook County Department of Corrections, August 1980.

Notes:

- a. Two months only
- b. Because two different totals were reported, the mean was calculated and included in this Table
- c. Through 11/5/80 (a yearly rate of 775 per year)

TABLE 9

PERCENT DISTRIBUTION OF TYPES OF OFFENSES
HANDLED BY INTERNAL SECURITY UNIT

	<u>Grant</u>			<u>Total</u>
	<u>#1988</u>	<u>#2238</u>	<u>#2790</u>	
	<u>11/15- 6/76</u>	<u>7/76- 6/77</u>	<u>7/77- 6/78</u>	
Offenses involving inmates:				
Stolen/missing property	6.8%	4.4%	2.5%	4.1%
Attempted suicide	- 0 -	8.8	3.5	6.0
Disturbance/incident	27.4	18.1	13.1	17.6
Attempted escape	13.7	7.0	6.0	7.5
Possession of drugs	1.4	4.7	2.5	3.6
Beating/stabbing	16.4	22.8	29.7	24.3
Rape	8.2	10.2	13.1	10.9
Subtotal	73.9	76.0	70.4	74.0
Offenses involving correctional officers:				
Investigation/arrest	1.4	3.8	3.5	3.4
Alleged misconduct	8.2	7.8	4.5	6.8
Disturbance/incident	8.2	7.3	8.0	7.7
Impeding investigation	1.4	- 0 -	.5	.3
Threats	1.4	.9	- 0 -	.7
Beating	1.4	2.1	7.6	3.7
Missing I.D./equipment	4.1	2.1	5.5	3.4
Subtotal	26.1	24.0	29.6	26.0
Total	100.0	100.0	100.0	100.0
Estimated number of cases during grant period	582	968	979	2,529

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LAW LIBRARY UPDATE PROGRAM

1. Contract Data

ILEC grant	Period of grant	Funds awarded		
		ILEC	Local	Total
#2776	6/1/77-9/30/77	\$62,773	\$6,975	\$69,748

2. Program Description

The Law Library Update Program was developed to bring the CCDOC into compliance with the April 27, 1977 U. S. Supreme Court case, Vernon Lee Bounds et al. versus Robert (Bobby) Smith et al. At issues in the the case were actions "brought by state prison inmates alleging that a state, by failing to provide them with adequate legal library facilities, was denying them reasonable access to the courts and equal protection as guaranteed by the First and Fourteenth Amendments." The Supreme Court ruled in the case that "the fundamental constitutional right of access to the courts requires prison authorities to assist inmates in the preparation and filing of meaningful legal papers by providing prisoners with adequate law libraries or adequate assistance from persons trained in the law."

To fulfill the ruling by providing to all incarcerated individuals access to a fully stocked law library, funds were requested to purchase a basic set of required legal books for each of CCDOC's divisions, including Divisions V and VI which were under construction at the time of the grant application. In addition to the six sets of basic legal books thought necessary to provide an adequate law library, one set of each of the following books was also purchased:

- U. S. Code Annotated
- U. S. Annotated Statutes
- Northeastern Reporter
- Illinois Law and Practice.

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3. Program Implementation

Once the books were purchased, a law library was established in five of the six divisions. Division II, although not having its own library, is serviced by the Division V library. A librarian was hired for each division library. It became apparent that the funds requested from ILEC were not sufficient to purchase all of the books considered necessary to comply with the Supreme Court ruling. Thus, the funds from this grant appear to have served as a catalyst for initiating the program.

The Department has since expanded this program. In 1978, the Administration Division of the CCDOC assumed responsibility for the law library and completely replaced the small law library service which had been provided to CCDOC through the Chicago Public Library System. That law library service had generally been regarded as inadequate to meet either inmates' legal needs or to achieve compliance with the Supreme Court ruling. At that point, also, a head librarian was assigned the overall responsibility of coordinating the services and operation of the individual division library units.

4. Current Status of Program

Since the program involved the one-time purchase of law books, the termination of LEAA funding on September 30, 1977 had no effect. The Law Library Program continued after that date, and, as noted above, the libraries are now maintained by the CCDOC. Since the termination of the grant, the Department has provided more than \$100,000 in additional funds to the Law Library unit through its county budget to purchase additional needed books.

5. Program Monitoring and Data Characteristics

Although a progress report was submitted to ILEC confirming that the law books were purchased, there was no subsequent

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progress reporting regarding the utilization of the law books and facilities. Only within the last two years have accurate and consistent monthly reports been prepared detailing the number of inmates who visit the libraries and the number of visits made. Interviews with library staff in the different divisions suggest that a detailed analysis based on a review of logs for earlier years may not be reliable.

6. Program Impact

As discussed, the objective of this program was to provide "prisoners with adequate law libraries" so as to comply with the 1977 Supreme Court ruling. Grant funds were used to purchase six sets of basic legal books and one set of other selected reference books. A law library was opened in five of the six divisions with the purchased books. Thus, the grant enabled the CCDOC to initiate compliance with the Supreme Court ruling. Additional CCDOC funds have since been used to purchase more books for the law libraries, thus upgrading the law library facilities.

Although reliable and consistent statistics relating to law library usage immediately following the purchase of law books through the grant are not available, accurate statistics on the usage of the law libraries over the last eighteen months are available. Tables 10 and 11 present statistics regarding utilization of the law libraries.

Table 10, following this report, presents statistics on the number of individuals who used the law libraries between late 1978 and late 1980. These statistics, provided by month and by division, demonstrate that Divisions V and II combined and Division VI currently have the greatest numbers of inmates using the libraries each month. However, after standardizing the utilization figures by taking into consideration the number of inmates housed in the different divisions, Division III has

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the greatest rate of utilization on a per inmate basis, while Divisions V and II combined have the lowest rate.

Table 11 presents statistics on the number of visits made by inmates to the law libraries. Again, these figures are provided by month and by division. This table demonstrates that over 19,000 visits by inmates have been made to the law libraries since late 1978, an average of 873 visits each month. The number of visits per month has been increasing over time, as evidenced by the fact that the number of visits per month for the current year, 1980, averages 1,179.

Another service that the law libraries have provided inmates for the last two years is the reproduction of selected pages or articles from library reference materials. Although statistics have not been regularly maintained on this service, it has been estimated that, currently, between 12,000 and 20,000 copies are made per month.

The recent statistics presented in these two tables can be used indirectly to assess the impact or value of the Law Library Update Program. As noted, over 19,000 visits by inmates to the libraries have been reported over the last two years. The number of visits per year has increased. Current program managers report that prior to the grant, law library facilities available to the inmates were highly inadequate. The grant money served as a catalyst to start updating the library facilities. This served to bring the CCDOC into compliance with the Supreme Court ruling, and, supplemented by CCDOC funds, provided a resource to inmates.

7. Conclusions and Recommendations Regarding Opportunities for Improvements in Program Management

This program does not appear to require modifications to accomplish its intended objectives. However, it should be noted that

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the assigning of a head librarian to be responsible for the overall operation of the CCDOC law library facilities has resulted in a centralized operation that appears to be quite effective. Utilization statistics for each division are submitted to the head librarian, who makes sure that each division is reporting the appropriate statistics and who then presents the figures for the combined law library operation. Interaction and discussion among division librarians is facilitated through the centralized organizational structure. The organizational structure also ensures that similar levels of services are provided to each division.

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TABLE 10
NUMBER OF INDIVIDUALS* USING
LAW LIBRARIES PER MONTH BY DIVISION

	Division					Total (for all divisions)
	I	III	IV	V and II	VI	
1978						
November				23		23
December	200			73		273
1979						
January	210			112		322
February	195			50		245
March	208			29		237
April						
May	140	99	171			410
June	173	60	112	264		609
July	66	72	92	355	77	662
August	126	33	36	294	170	659
September	143	24	**	155	232	554
October	163	72	**	285	402	922
November	186	46	52	303	257	844
December	121	65	225	333	193	937
1980						
January	93	68	124	168	191	644
February	313	117	169	281	176	1,056
March	464	135	195	294	197	1,285
April	200	133	222	237	309	1,101
May	241	165	174	318	318	1,216
June	308	164	154	305	339	1,270
July	193	111	142	263	296	1,005
August	130	89	138	366	330	1,053
September	128	81	163	154	322	848
Total number of individuals (by division)	4,001	1,534	2,169	4,662	3,809	16,175
Average number of individuals per month (by division)	191	90	145	222	254	735

*An individual is counted once, even if he or she were to visit the library several times within a month. Table II records the number of actual visits made to the library within a month.

**Library closed - no librarian.

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TABLE 11
NUMBER OF VISITS MADE TO
LAW LIBRARIES PER MONTH BY DIVISION

	Division					Total (for all divisions)
	I	III	IV	V and II	VI	
1978						
November				29		29
December	375			98		473
1979						
January	414			188		602
February	300			153		453
March	410			43		453
April						
May	191	111	224			526
June	199	72	304	304		879
July	87	77	110	359	80	713
August	157	35	27	306	181	706
September	178	24	*	242	260	704
October	163	76	*	299	420	958
November	201	46	73	310	288	918
December	121	69	326	348	308	1,172
1980						
January	94	74	174	170	207	719
February	315	127	224	292	257	1,215
March	465	137	254	305	203	1,364
April	200	161	259	243	316	1,179
May	241	180	221	326	325	1,293
June	308	203	200	320	404	1,435
July	218	117	182	279	368	1,164
August	140	150	175	391	397	1,253
September	133	95	207	175	383	993
Total number of visits (by division)	4,910	1,754	2,960	5,180	4,397	19,201
Average number of visits per month (by division)	234	103	197	247	293	873
Average number of visits per inmate (by division)	*1.23	1.14	1.36	1.11	1.15	1.19

*Library closed - no librarian.

Administrative Support Programs

Administrative Support Programs

As with the Direct Service Programs, evaluation of those programs whose primary objective was overall administrative support may be divided into two major types:

- Programs to Enhance Operating Efficiency
- Programs to Augment CCDOC's Administrative Staff.

ADMINISTRATIVE SUPPORT PROGRAMS TO ENHANCE OPERATING EFFICIENCY

One broad type of administrative support program involved the purchase of equipment to permit more efficient utilization of staff. It should be noted that some of the programs in this category were developed prior to and concurrent with pending litigation regarding inmates' rights. Programs in this group include the following:

- CCDOC Inmate Telephone Calls Project
- Visitors' Surveillance Equipment Project
- CCDOC Medical Services Project
- CCDOC Inmate Security Upgrade Project
- CCDOC Management Update Project.

ADMINISTRATIVE SUPPORT PROGRAMS TO AUGMENT ADMINISTRATIVE STAFF

The second group of administrative support programs provided support by the addition of general management positions. By

increasing its administrative capability, the Department has been able to develop greater control over operations as well as to have greater flexibility in assigning administrative responsibilities, particularly those requiring specialized knowledge and/or experience.

One of the primary effects of the programs in this category has been to introduce civilians into the CCDOC operating environment that had been limited previously to correctional officers. The introduction of such middle management positions also created a career path for CCDOC personnel other than correctional officers. Two of the projects fall into this category:

- Middle Management Training and Support Program
- Division of Supportive Services Program.

Within the report of the Division of Supportive Services Program, a review of the design, implementation, and current status of CIMIS (Correctional Institution Management Information System) is included.

Programs to Enhance Operating Efficiency

- CCDOC Inmate Telephone Calls Project
- Visitors' Surveillance Equipment Project
- CCDOC Medical Services Project
- CCDOC Inmate Security Upgrade Project
- CCDOC Management Update Project

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INMATE TELEPHONE CALLS PROJECT

1. Contract Data

ILEC grant	Period of grant	Funds awarded			
		LEAA	State	Local	Total
#2778	1/77	\$7,200	-	800	8,000

2. Program Description

The purpose of this grant was to acquire stainless steel coverings to attach to 80 pay telephones which were to be installed in all divisions of the institution open at the time of the grant (Divisions I-IV). The installation of the telephones had been planned and was initiated concurrently with pending court action, which ordered that inmates have access to a pay telephone. Steel coverings were seen as a means to assure that telephone service would be consistently available to inmates by preventing attempts by some inmates to destroy the telephones.

Prior to the grant, there were no telephones located in areas accessible to inmates. If an inmate wanted to make an outgoing call, it was necessary either to request permission to go to a security point where telephones were located or to seek assistance from a CCDOC social worker. In the latter case, the social worker would actually make the call for an inmate and then relay messages.

3. Program Implementation

This project was never implemented, so the funds were deobligated. When representatives from the Cook County Sheriff's Office met with senior marketing representatives at Illinois Bell, an alternative means of accomplishing the project's objectives was identified. It was agreed that nonpay telephones be installed throughout the institution and that all inmate calls

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would be placed through an operator and be collect calls. The operator would be on duty daily until 10:00 p.m. This alternative removed the need for inmates to have any money in their possession to make telephone calls and removed the concern that inmates would attempt to destroy pay telephones while trying to get the money from them. Wall phones were installed in each wing of Divisions II - IV and, subsequently, in Divisions V and VI. Grant funds were de-obligated, with ILEC approval, on October 13, 1977.

4. Current Program Status

Telephones have been installed in all divisions, except Division I. Due to reconstruction in Division I, wall telephones are just now being installed. CCDOC staff reports that the program has been highly effective. Inmates can now use the telephone at any time during the day prior to 10:00 p.m., and there are no restrictions on the number or length of calls unless other inmates are waiting. In addition, because CCDOC caseworkers no longer have to serve as intermediaries, they have more time to devote to other aspects of their work. CCDOC staff reports that the anticipated vandalism of telephones has not occurred, and maintenance requirements are not extraordinary.

5. Analysis of Program Monitoring and Data Characteristics

Because use of the telephones is unrestricted, no logs are maintained.

6. Program Impact

As noted, the grant funds were not spent to acquire stainless steel coverings to attach to pay telephones. An alternative means of accomplishing the program's objective of allowing inmates access to a telephone was identified and implemented. Wall telephones were installed in 1977 and an operator placed all calls collect.

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Prior to the installation of the telephones, CCDOC caseworkers were heavily involved in placing phone calls for inmates. Data from the Jail Advocacy/Ombudsman Programs show that during the period July 1976 - June 1977, social workers made, on the average, over 1,200 contacts with friends and relatives for inmates each month. This average dropped to about 650 per month during July 1977 - December 1977, the period during which the telephones were being installed, and has continued to decrease since then. Thus, this alternative appears to have satisfied the requirement of providing inmates with access to telephone service and resulted in the additional benefit of freeing up a significant amount of time that caseworkers were spending on this task.

7. Conclusions and Recommendations Regarding Opportunities for Improvements in Program Management

This program was set up in a manner which minimized requirements for management and CCDOC staff effort. Because the installation of the telephones appears to have improved the access of inmates to telephones, no specific future improvements were identified.

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VISITORS' SURVEILLANCE EQUIPMENT PROJECT

1. Contract Data

ILEC grant	Period of grant	Funds awarded			
		LEAA	State	Local	Total
#2775	6/1/77 - 9/30/77	\$12,267	\$1,363	-	\$13,630

2. Program Description

There were two overall goals of the Visitors' Surveillance Equipment Program: to reduce the number of ferrous metal objects brought into the jail proper and to reduce the number of inmate escapes. The grant funds were used to purchase supplementary equipment in the four divisions which were operating at the time of the grant award.

The following equipment was purchased:

- Four walk-through metal detectors

These detectors, not used previously in CCDOC, were purchased to search all visitors entering the institution.

- Ten hand-held metal detectors

These were purchased to provide a back-up method for searching visitors whenever the walk-through detectors were inoperable.

- Eight ultra-violet lights

Visitors entering CCDOC were stamped with an ultra-violet light mechanism. The ultra-violet lights purchased with this grant were used to verify that persons entering and leaving the institution were authorized visitors.

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3. Program Implementation

CCDOC staff reports that all of the equipment was received. They indicated that the equipment has required only regular maintenance since its purchase.

4. Current Program Status

As noted, the equipment was purchased and subsequently used. The maintenance of the equipment has been incorporated into regular CCDOC maintenance operations. Interviews with other CCDOC officials suggest some division of opinion regarding how reliable some of the equipment is and thus how regularly some of it is used.

5. Analysis of Program Monitoring and Data Characteristics

A progress report was submitted to ILEC notifying them of the purchase of the equipment. Available data regarding the program were analyzed to derive indicators of program effectiveness. These data sources include:

- Logs maintained by each division reporting incidents involving contraband
- Log maintained by the Internal Investigations Unit to record unusual occurrences such as escapes.

6. Program Impact

The goals of this program were twofold: to reduce the number of escapes and to reduce the number of ferrous metal objects being brought into the jail proper. These goals were to be achieved through the purchase of surveillance equipment. As noted, the equipment was purchased and was installed in late 1977.

An analysis of program data available from the Internal Investigation Unit reveals the following:

• Number of attempted escapes

Table 12, following this report, presents the average number of escape attempts per month during the specified time periods. The number of attempted escapes per month has decreased steadily over the past five years. However, from the limited amount of data, this decrease cannot be attributed solely to the installation of the surveillance equipment, since the declining trend in number of escape attempts began prior to the equipment being purchased.

With respect to escape attempts being a result of objects that are brought into the institution, a program manager questions the theory that metal objects brought into the institution by visitors are a major cause of escape attempts. It was his opinion that most of the escape attempts involving weapons or tools actually involved products made by inmates from ordinary products found within the institution (e.g., a light bulb, part of a bed, etc.) rather than manufactured products such as screw drivers or knives that were somehow passed in to inmates. Thus, whether the reduced number of escapes had any correlation with the surveillance equipment being installed cannot be determined.

• Incidence of ferrous objects

The second objective of the program was to reduce the number of ferrous metal objects brought into the jail proper. Although CCDOC records contain very little historical data regarding the incidence of discovery of metal objects, data were available on approximately 40 incidences during 1979 in which a visitor was booked at the front gate while trying to visit an inmate. Of these 42 cases, 30 involved the visitor possessing a quantity of marijuana. As with all of these cases, it cannot be proved whether the visitor was intending to pass the contraband along to the inmate or whether it was for the visitor's own use. Of the remaining cases, three involved disorderly conduct, one involved suspicious conduct, and there were several other rare occurrences. In only two of the 42 cases (or about 4.8%) were metal items (knives) found in the possession of the potential visitors. Since there are no previous data for comparison, it can only be hypothesized that the surveillance equipment acted as a deterrent, thus resulting in rather few instances where visitors attempted to smuggle in metal objects.

When the surveillance equipment was used to inspect visitors, correctional officers were not required to be inspected and thus could easily bring in any item they desired. Thus, it is possible that some of the contraband materials found within the CCDOC (knives, weapons, narcotics, etc.) were brought in by correctional officers, as well as by visitors. A procedure by which officers are also inspected before entering the institution could be implemented, resulting in a possible reduction in the contraband found within the CCDOC confines.

7. Conclusions and Recommendations
Regarding Opportunities for
Improvements in Program Management

The purchase and implementation of the surveillance equipment proceeded as outlined in the grant application. However, the real impact that the equipment has had cannot be determined based on limited data. Issues raised by program managers during interviews suggest the following recommendations:

- The reliability and usefulness of the equipment should be reviewed

The reliability and usefulness of some of the purchased equipment should be analyzed to determine whether the equipment has functioned as intended.

- New inspection procedures should be considered

Since surveillance equipment is supposedly being used to inspect visitors to the institution, the procedure could be expanded to include the inspection of all personnel, including correctional officers. It has been suggested that such a procedure would cut down considerably on the amount of contraband found within the CCDOC confines.

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TABLE 12

VISITORS' SURVEILLANCE EQUIPMENT PROGRAM

AVERAGE MONTHLY NUMBER OF ESCAPE ATTEMPTS

<u>Time period</u>	<u>Average per month</u>
November 1975 - June 1976	10.0
July 1976 - June 1977	5.6
July 1977 - June 1978	4.9
July 1978 - June 1979	1.8
July 1979 - June 1980	3.5

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MEDICAL SERVICES PROJECT

1. Contract Data

<u>ILEC grant</u>	<u>Period of grant</u>	<u>Funds awarded</u>			
		<u>LEAA</u>	<u>State</u>	<u>Local</u>	<u>Total</u>
#2329	1975	\$72,618	\$4,034	\$8,516	\$85,168

2. Program Description

This grant purchased two fully-equipped ambulances to transport inmates and correctional officers requiring emergency medical treatment to either Cermak Memorial Hospital or Cook County Hospital. Previously, CCDOC had used either regular prison vans or large station wagons or called private ambulance services to handle such emergencies.

3. Program Implementation

The two ambulances were delivered to CCDOC on May 5, 1977, two years after the funds had been approved by ILEC. Once they arrived, however, the ambulances could not be used as intended for two reasons. First, the sophisticated equipment in the back of the ambulance needed a base or receiving station to which it could relay information. Neither Cook County Hospital nor Cermak Memorial acquired the necessary equipment to serve as a receiving station as originally planned. Consequently, that capability of the ambulance could not be used.

Secondly, it became apparent that CCDOC did not have the necessary trained personnel to allow ambulances to be used in medical emergency situations. State law requires that either a doctor or a trained paramedic (Medical Technician II) operate the medical emergency equipment, and that only those persons certified as Medical Technician I drive an ambulance. All CCDOC correctional officers are certified at the Medical Technician I level.

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However, there are no officers certified as Medical Technician II.

Thus, if a Medical Technician II was needed, he would have to be called from either Cermak or Cook County Hospital. Because the scheduling of Cermak or Cook County Hospital staff was beyond the control of CCDOC administrators, the availability of a Medical Technician II on an emergency basis could not be guaranteed. For these two reasons, CCDOC was forced to continue to utilize private ambulance services for critical medical emergencies requiring the use of equipment.

4. Current Program Status

The two ambulances purchased by the grant are still part of CCDOC's transportation fleet. One is used primarily to transport inmates to Cook County Hospital's Eye, Ear, Nose and Throat Clinic. The other ambulance is kept parked at CCDOC and is available for emergency transportation to either of the two hospitals when the emergency does not require sophisticated medical equipment to be used en route.

The key to using the ambulances for the originally intended purpose of transporting individuals requiring critical emergency medical treatment lies in having scheduling control over enough qualified paramedics to staff at least one of the ambulances. CCDOC officials report that this issue is being considered by the management firm which has recently assumed responsibility for administering Cook County Hospital from the Cook County Health and Hospital Governing Commission.

5. Analysis of Program Monitoring and Data Characteristics

In seeking to identify data which could be used in the further evaluation of this grant's impact, we have identified that the

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Transportation Division maintains a log of the number of trips per month that CCDOC vehicles make to a hospital.

6. Program Impact

As stated, the purchase of the two ambulances was to satisfy the objective of being able to transport inmates and correctional officers requiring critical emergency medical treatment to nearby hospitals. The ambulances have not been used solely for that purpose. Although they have been used in some emergency situations, they have not been used in critical cases when special medical equipment is required. In those cases, private ambulance service is utilized, just as it was prior to the grant purchases.

7. Conclusions and Recommendations Regarding Opportunities for Improvements in Program Management

The purchased ambulances have been used for the original purpose to a limited extent. The following management issue has been identified:

- The use of hospital paramedics should be discussed

Since the use of the ambulances for the intended purpose requires the presence of a paramedic or Medical Technician II, interface between CCDOC administrators and Cermak and Cook County Hospital administrators is needed to resolve the scheduling of hospital paramedics.

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INMATE SECURITY UPGRADE PROJECT

1. Contract Data

<u>ILEC grant</u>	<u>Period of grant</u>	<u>Funds awarded</u>			
		<u>LEAA</u>	<u>State</u>	<u>Local</u>	<u>Total</u>
#2325	5/75	\$87,692	\$4,615	\$10,256	\$102,563

2. Program Description

This grant provided funds to purchase additional vehicles for the existing CCDOC fleet to allow more efficient transportation of inmates to various facilities. The capacity of the transportation fleet is a critical factor affecting both overall jail security as well as inmate transport. Prior to this grant, CCDOC's inmate transportation fleet consisted of 11 vehicles. With the purchase of the additional vans, CCDOC staff hoped not only to relieve overcrowding, but also to decrease the number of trips required since the vans could be used to transport males and females in the same vehicle. The following vehicles were purchased with this grant:

• Five vans

Although five Dodge vans had been purchased in 1974, they were found to require such high levels of maintenance that five Ford vans, purchased with these grant funds, were added to the transportation fleet.

The vans were to be used primarily on major runs to the Circuit Courts in the County as well as various branch courts throughout the State. Each van could accommodate up to approximately 40 passengers. Because the vans had crew cabs, they could accommodate both male and female inmates, eliminating the need to transport men and women in separate vehicles.

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• Two station wagons

The major function of the station wagons was to transport psychotic inmates to mental hospitals and institutions. These vehicles were also intended to be used in a number of security support activities including:

- Inspect and supervise prisoner vans during their runs
- Serve as tail cars when vans or buses were used to transport inmates to the penitentiary
- Use by investigators when they were conducting background checks on applicants for CCDOC positions
- Use by CCDOC administrators in emergency situations, e.g., to respond to a judge's request that a prisoner appear in court immediately.

• One tow truck

There was a need for a tow truck. If a large bus broke down on its way transporting prisoners to Joliet, it was often difficult to locate a private tow truck that would retrieve the bus. In addition, a regular tow truck was not always able to lift or pull a large bus. Consequently, there was a need for a large tow truck that was readily accessible.

3. Program Implementation

The new vehicles were ordered in November 1976. Delivery of the vans was made in June 1977, with delivery of the other vehicles following shortly thereafter. However, the expectations of CCDOC staff for the additional vehicles related to improved efficiency and inmate comfort were constrained by the following developments:

- Beginning in 1974, the City of Chicago stopped transporting inmates from city jails to CCDOC and

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CCDOC became responsible for this transportation. This policy was unrelated to the award of LEAA/ILEC funds under this grant, but it increased CCDOC's workload significantly. As a result, the purchase of the additional vans did not have the desired impact of relieving overcrowding.

- Although the vans did have crew cabs to allow CCDOC staff to monitor inmates during the trip, the two or three security officers sitting in the crew cab found that it was difficult to determine when harm was being inflicted upon a transported inmate on overcrowded runs.
- The CCDOC was unable to hire an experienced mechanic because of a lack of available funds. Thus, when major repairs were necessary, the vehicles had to be sent to outside automobile garages.
- Workspace was inadequate for body and fender repair work.
- The number of parking spaces was insufficient for the transportation fleet.

4. Current Program Status

Concurrent with legal action by inmates regarding the overcrowded conditions, CCDOC replaced the vans with buses for almost all inmate transportation. The procedure for purchasing the buses had actually been initiated months prior to a legal suit initiated by inmates. According to the terms of the consent decree, no more than 52 inmates can be transported in a single vehicle, and buses are the preferred means of transportation. CCDOC staff reports that the use of buses has decreased the number of violent incidents involving inmates which occur while transporting inmates.

The current CCDOC transportation fleet comprises 11 regular buses, two mini-buses, five vans, four station wagons, two ambulances, and one tow truck. With the exception of the buses and two station wagons, all of these vehicles were purchased with LEAA funds (see Medical Services Project).

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The vans are now used strictly as backup for the buses, providing extra capacity when the volume of inmates to be transported exceeds the number of seats available on the buses. The station wagons are still used for longer trips (e.g., Joliet Prison, state hospitals) and for trips which involve only a small number of inmates.

5. Analysis of Program Monitoring and Data Characteristics

CCDOC has maintained a transportation log for many years. The log is prepared monthly and indicates the number of inmates (broken down by sex) transported to various locations, and the total number of runs made. CCDOC administrators estimate that the actual number of runs to locations outside of CCDOC has remained relatively constant over the past four years. Prior to the development of an institution tunnel system, which allows many "trips" to be accomplished by foot rather than vehicle, vehicles were frequently used to transport inmates within the CCDOC complex. Since all trips requiring the use of vehicles were logged in, whether they involved travel outside of the CCDOC complex or not, the analysis of logged information might suggest that the number of trips has been substantially reduced.

6. Program Impact

The objective of this program was to allow for more efficient transportation of inmates to various facilities. It was hoped that the purchase of the additional vehicles (vans and station wagons) would relieve overcrowding as well as reduce the number of trips required. As noted in Section 3 above, outside developments beyond the control of CCDOC placed severe constraints on CCDOC achieving the program goals through the specified purchases. Consequently, the CCDOC has further expanded its transportation fleet by the purchase of buses, which are now a major source of inmate transportation.

Table 13, following this report, presents summary statistics for the last four years on the number of inmates transported by vehicle.

The development of a tunnel system between CCDOC buildings has decreased the number of inmates transported since inmates can now be transported by foot within the CCDOC complex. This table provides an indication of the average number of inmates who are transported monthly (approximately between 15,000 and 20,000).

In the period immediately following their arrival in 1977, the vans were used primarily to transport inmates. Large vans accommodated up to 40 passengers and small vans up to 18. Some small buses were also used. Purchase of the large buses occurred in 1978, and since then, buses have been the major vehicle used for transporting inmates with the small buses, small vans, and station wagons being used only for certain runs.

7. Conclusions and Recommendations
Regarding Opportunities for
Improvements in Program Management

The purchase of the vehicles with the grant money met some of the program objectives; however, others were not achieved due to certain factors outside the control of CCDOC. The additional purchase of large buses, not made with grant funds, was instrumental in helping to meet the rest of the program objectives.

Improvements in program operation and management of the Transportation Program appear to have been a result of activities performed by the Middle Management Training and Support Program, which is described later in this report.

TABLE 13
NUMBER OF INMATES TRANSPORTED:
YEARLY TOTAL AND AVERAGE PER MONTH

	Total number	Monthly average
12/76 - 11/77	215,847	17,987
12/77 - 11/78	256,192	21,349
12/78 - 11/79	185,745	15,479
12/79 - 10/79*	172,626*	15,693

*Total for eleven months of data.

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MANAGEMENT UPDATE PROJECT

1. Contract Data

<u>ILEC grant</u>	<u>Period of grant</u>	<u>Funds awarded</u>			
		<u>LEAA</u>	<u>State</u>	<u>Local</u>	<u>Total</u>
#2328	1975	\$37,620	\$2,090	\$2,090	\$41,800

2. Program Description

The purpose of the Management Update Program was to provide funds for the purchase of equipment to assist the CCDOC Trust Department in its commissary accounting functions. At the time of the grant application, the Commissary served more than 12,000 inmates per week. Two commissaries rotated through all divisions, and commissaries were held twice a week in each division. Each inmate was allowed one visit per week to the Commissary to purchase cigarettes, candy, and other food items costing up to a limit of \$30 per week. There was a 10 percent mark-up on all items sold through the Commissary, of which six percent went to the Inmate Welfare Fund, which was used to support a variety of recreational activities and programs for inmates.

Before an inmate could purchase desired items, his account was checked manually to confirm that his account balance was sufficient to cover the items. A similar manual search was required following a purchase to update the inmate's trust account record. Inmates operated the Commissary and did the recordkeeping under the direction of a CCDOC staff member. There was a relatively high incidence of errors in accounting reported balances, so that inmates who had sufficient funds were often denied requested items. Inmate complaints regarding the denial of requested purchases were frequent. In addition, shoplifting was common, and the Commissary operation lost money, even with the 10 percent mark-up.

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The two proposed accounting machines to be purchased with the grant would have doubled the number of machines available, and thus, CCDOC staff hoped to improve the accuracy of recordkeeping for inmate accounts.

3. Program Implementation

The two Burroughs accounting machines were never purchased with ILEC funds. After the grant was awarded, it was determined that transfer of the funds to allow expansion of CIMIS (Correctional Institution Management Information System) would be a more effective use of the grant. The County, therefore, requested a budgetary transfer for this purpose on May 24, 1977. ILEC approved the request on May 31, 1977, based on a joint determination with LEAA that the expansion of the capacity of CIMIS was a higher priority. Subsequently, equipment to expand the core of a mini-computer within CIMIS was purchased. The Commissary accounting operation continued to be handled as it had been prior to the grant application.

4. Current Program Status

The expansion of CIMIS through the transferred grant funds did not result in sufficient data storage space to allow the commissary accounting functions to be performed on the computer. As a result, two additional accounting machines were leased and ultimately purchased out of County funds approximately two years after the original grant funds were transferred to the CIMIS project. In addition to the purchase of the equipment, the following changes have been implemented to improve the Commissary operations:

- Integration of commissary accounting with other trust fund-related accounting operations
- Substitution of CCDOC staff for inmates in both Commissary operation and related accounting functions. Inmates now perform only clean-up and maintenance duties.

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- Institution of procedures to limit access to inmate records to a small number of authorized personnel.

These changes have brought about a decrease in both recordkeeping errors and in inmate complaints.

Three new commissaries have been opened by CCDOC in the past year so that five of the six divisions are served by its own Commissary. Division IV inmates use the Division V Commissary. Although the number of commissaries has increased, each inmate is still limited to a single visit each week to allow the Trust Department the necessary time to update his/her trust account balance.

The CCDOC has, within the last year, received a grant from ILEC for approximately \$400,000 to further expand and upgrade CIMIS. It is intended that this grant will, among other things, enable the Department to automate inmates' trust records so that the records can be accessed via a terminal in the Division Commissary and updated immediately at the time of a commissary purchase. In addition, automation will permit daily trial balances which will facilitate detection and prompt correction of errors and eliminate substantial paperwork.

Although funds have been granted to CCDOC to accomplish this objective, monies have not yet been spent due to difficulties in purchasing the additional computer hardware needed on a sole-source basis. Thus, the Commissary is still being operated without the benefits of CIMIS.

5. Analysis of Program Monitoring and Data Characteristics

Data regarding either the number or type of inmate complaints about the Commissary are available from the Human Services Division. Data on total commissary sales are available for the entire period since the grant application.

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6. Program Impact

The original intent of the Management Update grant was to purchase accounting machines to assist the CCDOC Trust Department in its commissary accounting functions. These funds were instead transferred to support the expansion of CIMIS to allow the performing of commissary accounting functions on CIMIS. The expansion of CIMIS proved, however, to be insufficient to accommodate commissary accounting, leaving commissary accounting in the same condition as prior to the grant. Thus, these grant funds did not have their desired impact.

The CCDOC has subsequently used county funds to purchase two additional accounting machines and has made some operational and procedural changes which have resulted in some improvement of the Commissary operations. Although this improvement has not been quantitatively measured, data are available from the Human Services Division (the original Ombudsman Programs' grants) which demonstrate that, prior to the changes, the caseworkers were receiving about 100 grievances per month relating to inmates' commissary and trust accounts. Data on the number of grievances currently being received are available, but they are not categorized by type.

As mentioned, it is believed that once the commissary accounting and records are part of CIMIS, both accuracy and timeliness of the Commissary operation will be greatly improved.

7. Conclusions and Recommendations Regarding Opportunities for Improvement in Program Management

Management responsible for the Commissary Program appear to have been effective in identifying the need for specific revisions in operations and planning for the necessary changes. Based on our review of the program, we would recommend the following:

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- Trust fund and accounting records should be converted onto CIMIS

Conversion of the trust fund records and the accounting records to CIMIS should adequately address the continuing need for increased accuracy and timeliness in processing.

Programs to Augment Administrative Staff

- Middle Management Training and Support Program
- Division of Supportive Services Program

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MANAGEMENT TRAINING AND SUPPORT PROJECT

1. Contract Data

ILEC grant	Period of grant	Funds awarded			
		LEAA	State	Local	Total
#1985	11/1/75 - 6/30/76	\$ 80,987	-	4,262	85,249
#2239	7/1/76 - 6/30/77	111,738	-	12,415	124,153
#2789	7/1/77 - 6/30/78	58,543	-	6,505	65,048
Total		\$251,268	-	23,182	274,450

2. Program Description

The Management Training and Support Project sought ILEC funds to employ personnel to constitute a middle management team which would be responsible for administering four CCDOC Departments: Work Release, Food Service, Transportation, and Commissary. Sheriff Richard J. Elrod and his staff had identified a pressing need to augment CCDOC management capability, and they identified the ILEC grant as an opportunity to demonstrate the ongoing need for such staff.

The grant applications for the second and third years defined specific objectives for each of the administrators. The objectives were based, in part, on the presumption that CIMIS would be utilized. By function, these objectives included the following:

Work Release

- Coordinate with both the Circuit Court and Probation Department activities of inmates housed in Work Release Centers
- Initiate an effective system for control of Work Release records

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	Year 1	Year 2	Year 3
<u>Work Release</u>			
Assistant Superintendent	X	X	
Accountant I	X	X	X
Stenographer III		X	X
<u>Transportation</u>			
Administrative Assistant IV	X	X	X
Typist III	X	X	
<u>Food Service</u>			
Administrative Assistant IV/ Dietician	X	X	
Typist III		X	
<u>Commissary</u>			
Business Manager I	X	X	X
Accountant II	X	X	

It appears that hiring staff with specific administrative responsibility for a functional area allowed CCDOC to identify and resolve specific operating problems. Indeed, ILEC funds were sought to assist in some areas, such as the identified need for additional vehicles. In other cases, the concentrated effort to assess and reorganize certain administrative functions resulted in a decision that it would be more efficient to contract for certain management services, such as Food Services.

4. Current Program Status

With three exceptions, all of the positions identified in the Middle Management Training and Support grants have been absorbed into the County budget. Two of the three positions not transferred involved staff for the Food Services Department, which has been eliminated as a result of the contract with Szabo Foods. The addition of administrative staff appears to have facilitated the identification of several operating problems and, with identification, made them accessible to resolution.

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Food Service

- Coordinate with Cermak Hospital regarding special diet needs of inmates
- Provide better supervision of services
- Ensure that all inmates receive a balanced diet

Transportation

- Ensure prompt court deliveries of inmates
- Coordinate appointments between Cermak Memorial Hospital and Cook County Hospital
- Ensure that all vehicles are in working order and available for transporting inmates to State institutions

Commissary

- Standardize items handled by the two commissaries operating at the time of initial project funding
- Improve the operation and coordination of the units and provide a more professional environment.

The three grant applications reveal that the amount of funding for personnel involved in this project was to be reduced each year on the assumption that as operating procedures were revamped and improved, long-term staffing requirements would be minimal. This grant was closely related to another grant funded during the same period, the Division of Support Services, which was to provide overall direction to these functional areas.

3. Program Implementation

Upon approval of the grant, CCDOC sought to fill the new positions. Over the three-year funding period, the positions included the following:

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	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>
<u>Work Release</u>			
Assistant Superintendent	X	X	
Accountant I	X	X	X
Stenographer III		X	X
<u>Transportation</u>			
Administrative Assistant IV	X	X	X
Typist III	X	X	
<u>Food Service</u>			
Administrative Assistant IV/ Dietician	X	X	
Typist III		X	
<u>Commissary</u>			
Business Manager I	X	X	X
Accountant II	X	X	

It appears that hiring staff with specific administrative responsibility for a functional area allowed CCDOC to identify and resolve specific operating problems. Indeed, ILEC funds were sought to assist in some areas, such as the identified need for additional vehicles. In other cases, the concentrated effort to assess and reorganize certain administrative functions resulted in a decision that it would be more efficient to contract for certain management services, such as Food Services.

4. Current Program Status

With three exceptions, all of the positions identified in the Middle Management Training and Support grants have been absorbed into the County budget. Two of the three positions not transferred involved staff for the Food Services Department, which has been eliminated as a result of the contract with Szabo Foods. The addition of administrative staff appears to have facilitated the identification of several operating problems and, with identification, made them accessible to resolution.

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Although many problems have been resolved, more complex ones remain, and the continued development of CIMIS is considered by CCDOC staff to be critical to their resolution. A summary of progress and persisting problems follows:

Work Release

CCDOC has no control over judges' dispositions of inmates placed in the Work Release Program. For example, a sentence requiring 30 days in CCDOC over a six-month period means that the prisoner is essentially free to move between his job and CCDOC as long as 30 days are accrued.

Two changes have occurred, however, that increase CCDOC's control in these situations. First, an inmate sentenced to Work Release is required to spend the first 24 hours at CCDOC, thus allowing CCDOC to compile basic information. Second, if a Work Release inmate does not meet the terms of his sentence, he can now be retained within CCDOC for 48 hours. This is sufficient time to acquire a court order to disallow his access to his job through the Work Release program.

Work Release records were incorporated into CIMIS approximately eight months ago, thus significantly improving the Department's ability to track Work Release inmates. CIMIS Work Release records include the following:

- Name
- Length of sentence
- Charge for room and board
- Intended place of work
- Required remittance to CCDOC.

Although incorporation into CIMIS has addressed a critical aspect of control, Work Release staff report that they still lack the staff resources to control unauthorized absences by Work Release inmates.

Transportation

The receipt of funds for the Inmate Security Upgrade Project described previously allowed CCDOC to address the problem of inadequate automotive equipment by

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providing for the purchase of vehicles. However, staff reports that it is still necessary on occasion to use unmarked station wagons for runs to the Joliet Prison. The assignment of full-time administrative staff to this area appears to have facilitated the identification of solutions to previously noted problems of lack of space for both vehicle repair and parking.

Commissary

The purchase of equipment, as described above in the report on the Management Update Project, appears to have improved the operating conditions of this Department. The planned conversion to CIMIS would alleviate most of the remaining problems.

Food Services

Effective August 14, 1978, Szabo Foods assumed responsibility for the entire Food Services operation. The decision to negotiate a contractual services agreement was made after efforts to upgrade the quality of operations through hiring full-time administrative staff proved to be insufficient. A combination of Board of Health violations and staff and inmate complaints precipitated the decision. Szabo's responsibilities include food preparation, placement on carts and designation of destination. CCDOC staff are responsible for actually delivering the food.

CCDOC staff reports that Szabo has improved the quality and nutritional value of served food and coordinated effectively with Cermak Hospital regarding diet. Cook County Hospital will assume this function in the near future. Because meals are still prepared in bulk, however, an individual inmate's social status is an important factor in how much food he/she receives. CCDOC staff is working with Szabo currently to switch to individually packaged meals by January, 1981 in order to alleviate this problem.

5. Analysis of Program Monitoring and Data Characteristics

Monthly progress reports were submitted to ILEC regarding this program.

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6. Program Impact

As noted, the objective of this program was to hire personnel to comprise a middle management team which would be responsible for administering the four CCDOC Departments of Work Release, Food Service, Transportation, and Commissary. The personnel were, in fact, hired. Based on interviews with appropriate program managers, it is their opinion that the addition of such middle management staff helped to facilitate the identification and resolution of several operational problems in each of the four areas.

7. Conclusions and Recommendations Regarding Opportunities for Management Improvement

The individual functions covered by the Middle Management Training and Support grant appear to have resolved the major operating difficulties which the grant was designed to address. Based on our discussions with program managers, we would recommend the following:

- The further development of CIMIS should be continued

Continued development of CIMIS appears to be a high priority. As CIMIS incorporates some of the operations, which are currently manual, we would anticipate that some reassignment of staff would be appropriate. Identification of specific opportunities for reassignment would be inappropriate until a detailed design for the expansion of CIMIS has been developed.

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DIVISION OF SUPPORTIVE SERVICES PROGRAM

1. Contract Data

ILEC grant	Period of grant	Funds awarded			
		LEAA	State	Local	Total
#1986	11/1/75 - 6/30/76	\$ 44,584	2,347	-	46,931
#2240	7/1/76 - 6/30/77	65,227	7,247	-	72,474
#2791	7/1/77 - 6/30/78	50,957	5,662	-	56,619
		\$160,768	15,256	-	176,024

2. Program Description

The primary objective of this series of grants was to provide coordination for four other major programs initiated during the same period with ILEC funding through the establishment of an overall Project Director and related support staff. Three of these programs, which were described previously in this report, included Middle Management Training and Support, CCDOC Internal Security, and the Expanded Jail Advocacy/Ombudsman Programs.

A fourth program, the Correctional Institution Management Information System (CIMIS), was also the responsibility of the Project Director hired under the Division of Supportive Services grant. Information on the objectives of CIMIS, its implementation, and its current status is presented at the end of the discussion of this program.

In addition to having responsibility for the effective functioning of each of these programs, the Project Director was to ensure that "the programs functioned as a system rather than a collection of discrete and isolated projects."

3. Program Implementation

The Division of Supportive Services was not actually established until June 1, 1976, eight months after the award of the initial

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grant. Grant records indicate that the delay was due primarily to the fact that CCDOC experienced difficulty in selecting a Project Director.

The second- and third-year grant applications appear to have significantly expanded the responsibilities of the Project Director and the Division to include the following:

- Consolidate nonsecurity management staff from related departments under the direction of the directors of the four projects and the Superintendent of Support Services
- Place special emphasis on the Social Services Department because of its direct contact with inmates
 - Supervise furnishings of the two newly-constructed divisions
 - Implement new programs in conjunction with the PACE Institute, the clergy, and the Board of Education
- Prepare the annual CCDOC budget
- Serve as the liaison between CCDOC and the architects and engineers involved in the new Receiving and Diagnostic Center
- Assume administrative responsibility for the following:
 - Food Services personnel
 - Business Department
 - Sanitation and Extermination
 - Laundry
 - Other support services, including Library, Tailor Shop, Trust Fund, Welfare Fund, School Board, etc.

Grant funds were used to hire three additional persons to work under the Project Director: an Administrative Assistant V, an Administrative Assistant II, and a Stenographer IV.

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Over the course of the three years, grant funds were used to compensate staff hired under the grant and pay expenses associated with those individuals, including travel, office supplies, equipment, and Xerox charges.

4. Current Program Status

ILEC funding was terminated in June 1978. The positions established as a result of this series of grants have been absorbed into the County's regular operating budget. When considering all 14 programs evaluated in this study, almost all of the positions originally funded with grant money were included in the County budget upon termination of the grants. Thus the grant money has been quite successful as seed money.

The original Project Director position in this grant is now the Assistant Director for Administration. Administrative staff interviewed believe that the creation of these overall management positions has contributed significantly to the smooth operation of CCDOC. However, the ability of the Assistant Director and his staff to carry out monitoring and planning functions for the programs and services administered through the Division of Support Services is dependent on the continued development and expansion of CIMIS.

5. Analysis of Program Monitoring and Data Characteristics

The reports currently generated by CIMIS comprise the primary sources of data available for further evaluation of the program impact of CIMIS. These reports and their contents include the following:

- Daily court call drop sheets
- Dispatch sheets

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- Inmate passes
- Inventories
- Rosters
- Tiering reports
- Discharge reports
- Shipment reports
- Other special request reports, as desired.

Data regarding other activities of the Division of Supportive Services are available manually, and have been described previously in the description of other grants.

6. Program Impact

The objective of this program was to provide coordination for four other major programs initiated with ILEC funding during the same period. These programs included:

- CCDOC Internal Security
- Expanded Jail Advocacy/Ombudsman
- Middle Management Training and Support
- Correctional Institution Management Information System.

The first three of these programs were evaluated separately during this study and individual summaries of them are contained in this report. The fourth program, CIMIS, has been reviewed in relation to how it effects the operation of other programs within CCDOC. As noted in some of the individual program evaluations, it is generally regarded by CCDOC staff and administration that the implementation of CIMIS has notably increased the effectiveness and efficiency of overall CCDOC operations, since it has enabled the timely reporting of inmate housing status, transportation, courtroom scheduling, and other inmate history and characteristics.

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7. Conclusions and Recommendations Regarding Opportunities for Management Improvement

As indicated in the description of the current status above, further development of CIMIS appears to be the critical focus for management activity. The ability of the Assistant Director and his staff to enhance monitoring and planning functions for the programs and services administered by this Division is directly related to CIMIS capability.

8. Review of CIMIS

The initial stated objectives of CIMIS included:

- To improve control and supervision of the inmate population through continuous monitoring of the following:
 - Status of all inmates and CCDOC staff
 - Housing utilization
 - Clerk of Court's system (transmittal of court decisions)
- To improve the ability of CCDOC personnel to deliver supportive management services, including:
 - Budget
 - Inmate trust fund accounting
 - Commissary inventory control
 - Inmate recordkeeping.

The development of CIMIS was undertaken by CCDOC in 1975, using an initial grant from ILEC of \$545,212.

CIMIS Implementation

This first grant was used to purchase a computer and hire programming staff. CIMIS was to be phased in by division over a period of years, with Divisions I and IV to be operational by the end of the first funding year. CIMIS was designed to be an on-line, real-time system available to qualified users. In

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addition to direct interaction with CIMIS via CRT terminals, designated CCDOC staff were provided with a variety of reports generated by CIMIS.

CIMIS Status

As noted previously, CIMIS is generally regarded by CCDOC staff as having substantially increased the effectiveness and efficiency of overall security operations. In addition, CIMIS has enabled CCDOC security to maintain more strict control of inmate movement as well as more efficient utilization of security staff. It was originally intended that CIMIS support several management services as well, including the following:

- Automate inmate trust accounting
- Implement appropriations accounting for the Department
- Automate Commissary accounting
- Create an archive inventory control system to retain inmate records after inmates have been discharged
- Provide interface to the Department of Law Enforcement's Data System, L.E.A.D.S.

The hardware originally purchased proved to have insufficient capacity to incorporate these functions. As a result, CCDOC requested additional funds from ILEC to allow expansion of CIMIS through the purchase of additional hardware.

Within the last year, an additional grant of approximately \$400,000 was awarded to CCDOC from ILEC to continue the upgrading and expansion of CIMIS through the purchase of additional hardware. As discussed previously (in the report of the Management Update Project), these grant funds have yet to be spent due to the difficulty in trying to purchase the computer hardware through a sole-source contract.

Summary of Program Evaluations - Management Overview

This chapter presents a summary evaluation of the 14 Correctional Services Programs funded, in part, by CCCCJC. The first section describes the grouping of the programs into logical categories and provides information on the amounts of the granted funds actually expended. The second section discusses the collective impact of logical groupings of programs and the relationships between different programs.

PROGRAM CLASSIFICATION

The 14 programs identified in the Request for Proposal had been categorized into one of two general areas: Direct Service Programs or Administrative Support Programs. Based on the primary objectives of the programs and their potential impact on inmates and CCDOC administration, the programs have been further classified into the following:

- Direct Service Programs
 - Programs to Enhance Inmate Skills
 - Programs to Ensure Inmate Rights
- Administrative Support Programs
 - Programs to Enhance Operating Efficiency
 - Programs to Augment CCDOC Administrative Staff.

The next section discusses the overall impact of the 14 programs based on the above classification.

Overall, 2.23 million dollars (83%) of the 2.7 million granted were actually expended. Where a significant amount of the money for a grant was never expended, usually one of two reasons was given: either the program had difficulty in actually starting up or there was difficulty in hiring personnel for the funded positions. In only one case was the money de-obligated.

Table 14, following this page, presents summary information on the programs, including the number and duration of the grants, the amounts of money granted, and the amounts actually expended. This table shows that of the 2.23 million dollars actually spent, approximately 44% (\$988,353) of the total was spent on programs to enhance inmate skills while 31% (\$684,864) was spent on programs to ensure inmate rights. The remaining 25% of the funds was spent on programs to enhance the operating efficiency of the CCDOC (10%) and to augment CCDOC administrative staff (15%).

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TABLE 14
SUMMARY INFORMATION ON GRANTS

<u>Grant</u>		<u>Period of time</u>	<u>Funds granted</u>	<u>Funds expended</u>
<u>Name</u>	<u>Number</u>			
<u>Enhance Inmate Skills</u>				
PACE - Pre and Post Release	1181	3/74-2/75	\$ 346,560	143,669
	1714	3/75-2/76	147,188	132,771
	2143	3/76-2/77	119,906	119,907
PACE - Women's Division	1362	1/75-3/76	203,594	206,418
	2142	4/76-3/77	188,444	188,444
	2644	4/77-4/78	144,910	147,470
Mini-Reading Lab	2777	6/77	49,674	43,674
			1,200,276	988,353
<u>Ensure Inmate Rights</u>				
Jail Advocacy/Ombudsman	1803	4/75-3/76	15,538	10,131
	2289	6/76-6/77	15,168	15,168
Expanded Jail Advocacy/Ombudsman	1987	11/75-6/76	57,466	33,828
	2229	7/76-6/77	95,370	86,805
	2788	7/77-12/77	57,122	57,122
	3027	1/78-6/78	50,577	28,541
Internal Security	1988	11/75-6/76	117,839	91,033
	2238	7/76-6/77	172,824	172,000
	2790	7/77-6/78	145,646	136,374
Law Library Update	2776	6/77-9/77	69,748	53,862
			797,298	684,864
<u>Enhance Operating Efficiency</u>				
Inmate Telephone Calls	2778	1/77	8,000	0
Visitors' Surveillance Equipment	2775	6/77-9/77	13,630	13,429
Medical Services	2329	8/76-6/77	85,168	66,960
Inmate Security Upgrade	2325	5/75	102,563	92,222

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TABLE 14
SUMMARY INFORMATION ON GRANTS
(Continued)

<u>Grant</u>			<u>Funds granted</u>	<u>Funds expended</u>
<u>Name</u>	<u>Number</u>	<u>Period of time</u>		
Management Update	2328	1975	\$ 41,800	39,619
			251,161	212,230
<u>Augment Administrative Staff</u>				
Management Training and Support	1985	11/75-6/76	85,249	42,197
	2239	7/76-6/77	124,153	116,250
	2789	7/77-6/78	65,048	61,487
Supportive Services	1986	11/75-6/76	46,931	6,175
	2240	7/76-6/77	72,474	72,453
	2791	7/77-6/78	56,619	47,493
			450,474	346,055
	Grand Total		\$2,699,209	2,231,502

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SUMMARY OF PROGRAMS IMPACTS

This section discusses the overall impact and interaction of the 14 Correctional Services Programs included in this study. In those instances where the programs interact with other CCDOC support services such as CIMIS, food service, commissary, medical service, etc., a discussion of the interaction and impact is included.

DIRECT SERVICE PROGRAMS TO ENHANCE INMATE SKILLS

The direct service programs designed to enhance inmate skills included the following:

- PACE Pre- and Post-Release Program
- PACE Women's Division Training Program
- Mini-Reading Laboratory Program.

These three programs, in combination, were designed to provide inmates with the opportunity by which their basic reading and vocational skills could be improved, based on the belief that this improvement would prepare inmates better for their re-entry into society. With an increased ability to obtain and hold a job following their release from incarceration, it was thought that the probability of recidivism would, in turn, diminish.

PACE Pre- and Post-Release Program

The PACE Pre- and Post-Release Program provided male inmates in the PACE Institute with enhanced job training and educational assistance with the emphasis on preparing them for their release from CCDOC. Referrals made through the program for inmates included regular job employment, CETA-sponsored employment, and school enrollment. In addition, the program provided counseling to inmates in areas such as housing, family, drugs, alcohol, finance, peer relationships, and CETA programs. The program also emphasized the use of volunteers to assist with the program.

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During the grant years of the Pre- and Post-Release Program, very little organized and consistent follow-up information on program participants was collected. Thus, a measure of the program's long-term effectiveness could not be developed. More recently, PACE administrators have worked to improve the quality and regularity of follow-up information, thus facilitating a more thorough analysis in the future.

PACE Women's Division Training Program

The PACE Women's Division Training Program provided basic education and job training services as well as follow-up and referral services to residents of the Women's Division. It was believed that such services would better equip those women to earn a living following their release from CCDOC. The Women's Training Program assisted inmates with referrals for jobs, on-the-job training, school enrollment, and other community agencies. Services relating to housing, relocation, and clothing were available. The program also assisted in counseling women participants in the same areas as male inmates were counseled - housing, family, drugs, alcohol, finance, and peer relationships.

As with the Pre- and Post-Release Program, the Women's Training Program collected little follow-up information on program participants during the grant years that could be used to assess the long-run program effectiveness. This situation has improved over the last year and more follow-up information is being collected.

Mini-Reading Laboratory Program

The third program in the group designed to improve inmate skills was the Mini-Reading Laboratory Program. This program assisted inmates with reading disabilities in improving their reading skills through the purchase of modern reading equipment. No staff positions were funded and the reading laboratories were incorporated into the Board of Education Jail School, with Board of Education staff assisting the inmates.

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Mini-reading laboratories were set up separately in the divisions and there appears to have been little coordination or consistency among divisions. Individual instructors have set up their own procedures, performed their own testing, used their own forms and reports, and developed their own enrollment criteria.

Staff reported that the reading materials purchased with the grant funds were not as useful as had been intended due to two reasons: the materials purchased were geared to a reading level higher than the reading level actually determined for many inmates within the CCDOC, and the materials were not completely adequate for situations in which participation was irregular and turnover was high. However, as one instructor commented, if he could provide an inmate a "nonaversive educational experience" which would encourage continued reading efforts by the inmate following his release, some benefit will have been gained.

Combined Findings

For the two PACE Programs whose grant funds were used to provide staff positions (e.g., PACE instructors, administrators, evaluators), termination of the grants resulted in the programs being continued through other means. The Pre- and Post-Release Program, upon termination of grant funding, continued its operation through private donations, CETA funds, and the Office of Education. Although the Women's Training Program was suspended for one year following the end of its grants due to lack of funds, it resumed a year later after funds were made available from the Governor's Office of Manpower and CETA. Thus, it appears that the PACE Institute felt that a need of the CCDOC environment was being satisfied and PACE continued to obtain funds for the programs' operations.

Service provided by the PACE Programs was consistent across all divisions. With respect to the Mini-Reading Labs, it appears

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that coordination among divisions was lacking. The reading laboratories still currently exist as separate units with different operating procedures, reporting and testing, and requirements for admission.

These programs, in general, had the final goal of reducing recidivism, as discussed above. The more "long-run" nature of this program objective, however, makes it difficult to measure program effectiveness. Without detailed and reliable follow-up information on program participants after their release from incarceration, it cannot be determined whether the programs are accomplishing what they are intending to do.

DIRECT SERVICE PROGRAMS TO ENSURE INMATE RIGHTS

The programs designed to ensure inmate rights included the following:

- Ombudsman Programs
- Internal Security Program
- Law Library Program.

These four programs, in combination, have provided inmates with a mechanism by which issues of a general, criminal, or legal nature can be addressed. It was believed that by guaranteeing inmates some of their basic rights, the level of tension and conflict within the CCDOC environment would be minimized.

Jail Advocacy/Ombudsman and Expanded Jail Advocacy/Ombudsman Programs

The Ombudsman Programs allowed inmates to voice their requests or complaints on virtually any area in which they felt they were not receiving fair treatment or needed general assistance. These could include inadequate housing, insufficient quality or quantity of food, improper medical treatment or commissary

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allowances, general counseling assistance, etc. This program also interacted closely with the Internal Security Program since complaints received involving a more serious or criminal activity were referred to and handled by the Internal Security investigators, rather than the ombudsmen/caseworkers.

The large number and variety of requests and complaints handled by the Ombudsman Programs resulted in the program personnel interacting with many of the departments within the CCDOC, such as the Commissary, Food Service, or Medical Services. Thus, the ability to resolve issues and the speed in which they were resolved often depended, in part, on the operation of other departments.

The Ombudsman Programs exist currently as the Human Services Division. The Division continues to interact with the support services mentioned above. In particular, it interacts with CIMIS, and the implementation of CIMIS has been of great benefit. For example, the report generated daily by CIMIS listing which individuals are in the institution on a given day and where they are located is very useful to the Human Services personnel since they often receive inquiries for such information. CIMIS has also been helpful in generating special request reports. For example, a listing can be obtained of all inmates with military service backgrounds. The Human Services Division is then able to notify such inmates of programs within the CCDOC which are available only to military veterans. Similarly, the report generated listing required inmate court appearances enables the Division to quickly assist inmates on issues regarding their court activities.

Internal Security Program

Whereas the Ombudsman Programs handled cases involving a broad range of issues, any case involving criminal activity by either

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an inmate or a correctional officer came under the responsibility of the Internal Security Program. If an inmate or correctional officer had a complaint against another inmate or correctional officer involving a criminal activity (beating, stabbing, rape, etc.), a case was initiated. This program allowed inmates the opportunity to accuse others of wrong-doing with the knowledge that there would be a fair investigation into the matter. As the program developed, it also became known to the inmate population that any criminal activities in which they were involved while in the institution would become part of their record and could be used as evidence against them on their current charges.

Another responsibility of the Internal Security Program personnel was to perform background checks on potential correctional officers. The purpose of the checks was to ensure that officers hired were of the highest caliber, thus reducing the number of criminal cases in which correctional officers were involved. In general, it is perceived by program personnel that this program has improved the morale of inmates and correctional officers.

The Internal Security Program exists today as the Internal Investigations Unit. One aspect of the implementation of CIMIS that has proved especially useful to this Unit is the interface with the Department of Law Enforcements's Data System, LEADS. This capability allows the Unit to access the LEADS data to discover, for example, whether there are any outstanding warrants on a visitor who might have just been involved in an incident at the front gate of one of the divisions.

Law Library Update Program

The last program in this group, the Law Library Update Program, provided facilities which an inmate needing some assistance of a legal nature could utilize. The program allowed a law library to be set up in five of the six divisions (two divisions share one

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of the libraries). A set of basic law books was purchased for each library with the grant money. Following the grant, additional funds from the County budget have been used to expand the facilities. Each library has a librarian assigned to it, and there is a head librarian who coordinates the entire program.

The initial establishment of the libraries and the subsequent expansion of the facilities appear to have fulfilled the Supreme Court ruling concerning an inmate's rights to have access to legal facilities. The libraries currently are available to inmates and are being utilized.

The Law Library Program personnel currently find CIMIS to be helpful in some of their work. Frequently, an inmate will seek information from a law librarian concerning the charges against him or the day he is to appear in court. Such information can be obtained by the librarian for the inmate in a timely manner through CIMIS.

Combined Findings

For the three programs whose grant funds were used to provide staff positions (e.g., ombudsmen, internal investigators), termination of the grants resulted in the programs being continued through other sources. It appears that the programs were fulfilling a real need of the CCDOC environment. Thus, when the grants ended, the positions were absorbed into the County budget and the programs continue today. The grant money effectively served as seed money.

For these programs, coordination among the divisions appeared to be satisfactory. For the Ombudsman and Internal Security Programs, the same type and level of services were provided to all the divisions through one central unit. Even in the case of the law libraries, where a separate facility exists in each

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appears that the program provided uniform services to each division. The subsequent assigning of a head librarian ensures further that there is coordination and consistency among the separate units.

For some of the programs, it appears that if more detailed and complete reporting information were available, the information could be useful to internal CCDOC administrative decision-making. However, related to this recommendation of more detailed data-gathering and reporting, it should be noted that some of the program managers feel they have insufficient personnel and resources for the casework and responsibilities they currently have. Yet, without having adequate and reliable data, it is difficult to determine the effectiveness of the programs or the extent to which program personnel are being utilized.

ADMINISTRATIVE SUPPORT PROGRAMS TO ENHANCE OPERATING EFFICIENCY

The administrative support programs designed to enhance the operating efficiency of the CCDOC included the following:

- Inmate Telephone Project
- Visitor's Surveillance Equipment Project
- Medical Services Project
- Inmate Security Upgrade Project
- Management Update Project.

In general, these programs involved the purchase of equipment to allow the CCDOC staff to be utilized more efficiently.

Inmate Telephone Project

The first program, the Inmate Telephone Project, provided inmates with a mechanism by which they had access to a telephone and

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could place their own calls. The grant funds were not expended (the funds were de-obligated), since the objective was achieved through another alternative. Nonpay telephones were installed and operators placed all calls as collect. The installation of the telephones had the effect of freeing up CCDOC staff time for more serious activities, since the ombudsman and caseworkers previously spent considerable time placing telephone calls for inmates.

Visitor's Surveillance Project

The Visitor's Surveillance Project provided CCDOC staff with equipment which could be used to assist staff in their security procedures. The equipment, which detected metal, was intended to facilitate the process of checking visitors to determine whether they had any ferrous metal objects on their possessions. The equipment was also seen as a mechanism that would deter visitors from attempting to bring in such contraband material. Most of the equipment has been used since being purchased from grant funds. However, it was noted by some administrative staff that some of the equipment has not been very durable.

This project interacted with the Internal Security Program since all incidents or disturbances involving visitors at any of the division front gates were referred to the Internal Security Unit. The Unit investigated all incidents and tried to determine whether the visitors involved had any outstanding warrants. Thus, if the number of such incidences could be reduced, it would free Internal Security personnel to spend more of their time on other casework and unit responsibilities.

Medical Services Project

The third project, the Medical Services Project, involved the purchase of two fully-equipped ambulances to be used to transport inmates and correctional officers requiring emergency medical

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treatment to either Cook County Hospital or Cermak Memorial Hospital. The ambulances were bought and have been used to a limited extent for emergency medical situations. However, the sophisticated equipment that was part of the ambulances has not been used as intended for two major reasons. First, the CCDOC did not have on its staff the personnel qualified to operate the special equipment in the back of the ambulance since it was not known that a Medical Technician II was needed. Second, the special equipment needed a receiving or base station, a place to relay the information. Neither of the two hospitals that the ambulances worked with acquired the necessary receiving-station equipment.

Inmate Security Upgrade Project

The Inmate Security Upgrade Project involved the purchase of additional vehicles to expand the existing CCDOC fleet and allow for a more efficient and less crowded transportation of inmates to various facilities. The vehicles were purchased and have been used for certain functions. However, outside factors limited the extent to which the use of some of the equipment was able to fulfill its desired objectives. The CCDOC subsequently purchased large buses, which can accommodate a large number of persons than vans. Although buses currently are the primary vehicles used to transport inmates, the vans are still used substantially.

Management Update Project

The last project in this group, the Management Update Project, was designed to provide funds for the purchase of equipment (two accounting machines) to assist the CCDOC Trust Department in its commissary accounting functions. CCDOC administrative staff decided, instead, that the money would be more effectively utilized by expanding the current CIMIS installation, since the commissary accounting functions could then be performed

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efficiently on CIMIS. The grant funds were, in fact, transferred to expand CIMIS. However, the expansion was not large enough to enable the commissary accounting functions to be conducted through CIMIS. Thus, the commissary accounting continued to be handled as it was prior to the grant funding. Subsequent to these activities, two accounting machines were purchased out of County funds.

ADMINISTRATIVE SUPPORT PROGRAMS TO AUGMENT ADMINISTRATIVE STAFF

The two other Administrative Support Programs were designed to augment the CCDOC administrative staff. These included:

- Management Training and Support Program
- Division of Supportive Services Program.

It was felt that increasing and improving the administrative capabilities of the Department would result in greater control over the Department's operations and greater flexibility in assigning administrative responsibilities.

Management Training and Support Program

The Management Training and Support Program provided the CCDOC with personnel to constitute a middle management team that would be responsible for administering four departments: Work Release, Food Service, Transportation, and Commissary. It was felt that the addition of such middle management personnel would satisfy the need that had been identified to augment management capability. The management personnel were hired with grant funds.

It appears that the addition of personnel responsible for administering various departments helped in the process of identifying department operational problems and developing solutions for

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their resolutions. In certain cases, recommendations were made by the middle managers to negotiate a contractual services agreement with an outside vendor, such as the case of contracting with Szabo Foods to be responsible for the Food Services operation. In other cases, the operating procedures of departments either have been modified or have plans designed to improve the operating environment of the department. For example, it has been identified that the operating conditions for the Commissary Department can be greatly improved by including the commissary accounting functions on CIMIS.

Division of Supportive Services Program

The second program, the Division of Supportive Services Program, provided the CCDOC with administrative and support personnel who were to coordinate four other major programs initiated during the same period with ILEC funds. In addition to having responsibility for the effective functioning of each of the four programs, the Division of Supportive Services was to ensure that the four programs functioned as a coordinated system, rather than as individual and isolated programs.

Combined Findings

It appears that the creation of these overall management positions has contributed to an improvement in the operation of the CCDOC. In addition, the implementation and use of CIMIS has facilitated the administrative duties of the management staff and increased the overall effectiveness of CCDOC security operations.

These two programs were similar to some of the others in that the termination of the grants resulted in the programs being continued through other funding. When the grants ended, it was felt that the programs were helping to satisfy a need of the CCDOC to improve some of its operations. Thus, the positions became funded by the County budget and exist today.

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The services derived from these programs were provided to all divisions, since the objective was to improve the operation for the whole institution. For example, improvements to the Commissary operation, the Food Services, or the Transportation Department were experienced uniformly, regardless of division.

The addition of the administrative and managerial positions to the CCDOC staff, with positions corresponding to responsibility for functional areas, appears to have facilitated the identification of institutional operational problems. These positions also helped to create a career-path for CCDOC personnel who were not correctional officers.

The review of these two programs, as with some of the others, has identified the feeling that the implementation of CIMIS has been extremely effective in increasing the efficiency and improving the operation of the institution. The further expansion and enhancement of CIMIS is considered to be the appropriate focus for continued management activity.

END