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REPORT
TEXAS ADULT PROBATION PROJECT

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Final
Report of the
TEXAS ADULT PROBATION
PROJECT

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Office of Law Enforcement Assistance

- The Law School Foundation,
The University of Texas at Austin
- The Travis County Adult Probation Department,
Austin, Texas

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GILES GARMON
Project Director

SUMMARY OF THE REPORT

Background and Project Area

Texas does not have a probation system. The legal base for probation services is permissive, and the counties may or may not provide them. Most do not. No state agency is concerned with probation services, and none gathers useful data on the use of probation in Texas or the provision of probation services by the counties. It is within this bleak framework that the problem in Texas must be viewed.

In 1967, after two years of studying the adult probation situation in Texas, a joint committee of the Texas Council on Crime and Delinquency and the Texas Council on the Administration of Justice recommended that action be taken to conduct a demonstration project to show the state and county governments the advantages of providing good probation services as an effective alternative between imprisonment and unsupervised release.

This group surveyed probation departments in the metropolitan areas of Texas, and recommended that the demonstration project be located in the central Texas area ultimately used. In addition to the inclusion of both urban and rural areas, the Travis County Adult Probation Department and the Judges of the 22nd, 147th and 155th Judicial Districts were receptive to the proposal to experiment with new probation services. The University of Texas School of Law and School of Social Work also agreed to participate in the proposed project.

Those involved in planning the project and preparing the grant application were faced with the problem of designing a realistic model for providing probation services in both urban and rural areas of Texas. The critical shortage of experienced probation manpower in the nation, coupled with the necessity of making the model economically attractive and feasible, led the planners to propose experimentation with sub-professionals, volunteers, rehabilitated ex-offenders, and generally, community involvement in the problem.

The grant application submitted to the U. S. Department of Justice, Office of Law Enforcement Assistance, proposed a two year program of research, experimentation, and demonstration. Federal budgetary pressures were such that the annual funds requested were pared by one-fourth and the project limited to one year, February 1, 1968, through January 31, 1969. O. L. E. A. Grant #300, in the amount of \$74,651, was awarded to the University of Texas Law School Foundation on January 29, 1968. Supplementary grants of \$10,000 from the Moody Foundation of Galveston, Texas, and \$15,000 from the Hogg Foundation for Mental Health of Austin, Texas, permitted extension of the project period through July 31, 1969.

The area selected for demonstration of the Texas Adult Probation Project provides a reasonably representative sample of social, economic, and cultural influences existing in Texas. A major consideration in selecting the area was to include both urban and rural counties in the experiment. An overriding consideration was the fact that the urban county chosen had an existing probation organization which could be used as a base of operations for extending services to the rural counties which had none. Furthermore, the judges within the area and the existing probation department were receptive to the experiment and enthusiastic about its potential.

The project area has three distinct parts corresponding to the judicial districts. Travis County, which contains Austin, the State Capitol, is a rapidly growing urban area. Three of the rural counties are experiencing the impact of urbanization and have large minority groups, and there is extensive communication within the district and adjoining urban areas. Two of the rural counties are relatively isolated areas, remain predominately agricultural, and contain a relatively small minority population which has little effect on the cultural homogeneity of the area.

Thus, in a State with inadequate to non-existent probation services, the need for action and experimentation led to the formulation of the proposal for the Texas Adult Probation Project. The project area described was selected partially on the basis of its representative nature and partially because of the receptivity and enthusiasm of those who would be most affected by the project.

Project Proposal

The project had four major purposes and objectives: (1) to demonstrate the use and value of probation; (2) to seek new manpower resources; (3) to develop an organizational structure for the utilization of new manpower; and (4) to develop more effective methods to involve the community with problems in the criminal justice system.

To gain support for probation, it was necessary to demonstrate how probation provided reasonable alternatives between prison sentences and suspended sentences without control. It had to be demonstrated how offenders could be rehabilitated and the community protected in other than the traditional reactions of punishment alone. The value of the pre-sentence report to sentencing had to be demonstrated to gain an acceptance of its use, and the economics and justice of probation demanded demonstration.

Trained correctional manpower is insufficient and costly. A need for new manpower resources has been widely acknowledged. Thus the use of non-professionals, volunteers and ex-offenders was proposed as a possible answer to the manpower shortage.

The non-professional would be recruited from poverty and minority groups and employed as probation aides or technicians. The utilization of this paid personnel would be to determine what contributions, if any, technicians could make to the assessment and treatment functions of probation.

As another manpower resource, it was proposed that volunteers would be utilized in all phases of probation. They would be recruited, trained and supervised to help them make a maximum contribution. Much expertise and special skills are possessed by volunteers.

Aware of the success of self-help groups, such as alcoholic anonymous, it was believed that the ex-offenders could make a unique contribution to probation services as a technician. The mere presence of a successful ex-offender could give hope to the despairing, and the professional's knowledge and understanding of the offender could be enhanced.

An equally important consideration given to new manpower resources was a different utilization of the professional probation officer's training and skill. If the probation officer worked with non-professional assistants and volunteers, new uses of his time would occur and more management and supervisory functions would be entailed in accomplishing his responsibilities to the court.

A third major consideration and objective was to formulate an organizational structure that would best utilize the inclusion of the talents of the new personnel. A determination would be made as to the most effective working relationships the officer should develop with the new personnel. How the total organization could best function to facilitate this personnel integration would be examined. Defining jobs, fixing responsibilities and developing processes to maintain and improve treatment group communication had to be tried and evaluated.

The isolation of the criminal justice system from the public and each process within the system from each other has created confusion, indifference and a milieu unsupportive to innovation and change. As a result, it was proposed that efforts to effectuate community involvement and community support was a necessary goal for the project. There was an awareness also that the traditional methods of publicity for public education would not alone accomplish this objective. The use of the service volunteer was initially proposed to accomplish this aspect of the project.

Project Evaluation, Conclusions and Recommendations

The acceptance of technicians' value as an integral part of the staff was confirmed by personal interviews, group seminars and individual questionnaires. The technicians, citizen volunteers, probation officers, advisory council members, and District Judges evaluated the role of the technician as being one of the most successful aspects of the project. This positive evaluation was primarily due to the increased cross-cultural

communication, their direct and frequent contact with the probationers and the assistance they gave to the officers with the increased number of persons placed on probation due to the project.

The utilization of the technician services was not limited by specified, restrictive tasks but under professional staff supervision, the technician participated in all aspects of the probation officer's job. Pre-sentence investigations and staffings, individual counseling and supervisory interviews, groups counseling, and direct community involvement are examples of the areas in which the technician successfully participated.

It was further demonstrated that the selections and utilization of the ex-offender can be successful and very beneficial. It is the consensus of staff that the ex-offender can make special contributions to staff understanding as well as serve as a model to probationers to show that criminal behavior can be changed.

Service volunteers were viewed by the courts and staff as having a valuable contribution to make indirectly helping the probationers as well as the court. As a source of manpower, volunteer potentials and skills have not been adequately assessed. Experience and questionnaires supported the belief that volunteers constituted a vast untapped reservoir for assessment and treatment of the offender. The questionnaires enumerated many of the tasks the staff believed a volunteer could perform successfully.

The treatment team (officer, technician and volunteers) success gives promise that a superior method for assessment and treatment of offenders may have been discovered. The treatment team is conceived as the basic unit for treatment. In the past the probation officer alone, through his skills and the help of community agencies, attempted to provide assessment and treatment of probationers. Utilizing the assistance and knowledge of the technician and the volunteers, the probation officer's effectiveness in assessment and treatment is greatly increased.

The changing role of the probation officer and the need of improved skills to work with optimal effectiveness with technicians and volunteers will necessitate additional training. As the primary value of the treatment team is the sharing of information, insights and direct supervision, the training would address itself to the improvement of team process.

It is our firm belief that people change in contact with other people. The model we propose would have more person-to-person contacts, individually and in groups, than the traditional methods. With an officer, technician, and 20 to 40 volunteers on a team, the degree of interest, concern and contacts demonstrated is bound to be superior to the traditional methods. With the professional acting in the capacity of team manager and bearing responsibility for its effectiveness and decisions, the quality of service should be improved with the utilization of the

talents of volunteers and technicians. In rural areas, or in areas where probation services are non-existent, we propose that the treatment team approach be instituted to provide total probation services, juvenile probation and felony and misdemeanor adult probation. With the expertise of the professional, the skills and insights of the technician and volunteers and the inclusion on the team of minority races as well as women, it is believed that the team possesses the flexibility and resources to deal more effectively with the problems of supervision.

The advisory councils serve as the basic organizational structure for community involvement and participation.

The project thus far has demonstrated the effectiveness and potential of the advisory councils.

The advisory councils recruited technicians for the treatment team. It has been shown that through advisory councils the isolation of the field of corrections is diminished. Further, the educational potential, not only in terms of increased understanding of criminal rehabilitation programs, but the positive effect that the council would have in crime prevention has yet to be totally assessed. Little has been done in the area of crime prevention other than increased police activity. It is believed that advisory councils would be influential in recognizing and implementing prevention programs of a positive nature inasmuch as council members represent the community which ultimately has the responsibility to correct the causes of crime.

Another vital contribution of the advisory councils would be to provide the link between local communities and state government under a state probation system.

The system proposed would combine the best of a state system and community involvement. The best features of a state system would be: uniform recruitment and selection of personnel, staff development, research and total service both to the courts and the offenders. But without community involvement and assistance, the isolation that plagues other state systems would still prevail and the point of origin where crime occurs, namely the local community, would not be greatly affected.

Further, the myth that the criminal justice system alone is totally responsible for the prevention, treatment and control of crime, would be destroyed.

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BACKGROUND AND PROJECT AREA

Background

Texas does not have a probation system. The legal base for probation services is permissive, and the counties may or may not provide them. Most do not. No state agency is concerned with probation services, and none gathers useful data on the use of probation in Texas or the provision of probation services by the counties. It is within this bleak framework that the problem in Texas must be viewed.

Some scattered and more or less reliable information about probation in Texas is available, but the picture it presents is necessarily more impressionistic than carefully detailed. About half of the persons convicted of felonies in Texas are given probated sentences.¹ However, of the 254 counties in Texas, only about 98 provide any degree of probation services at all. Most of the larger urban areas have some probation services, but El Paso, with a population of approximately 360,000, has none. Caseloads among those counties with some probation services range from about 150 upward to three to four hundred. It is not an uncommon practice for persons to be placed under the supervision of sheriffs, policemen, and district attorneys, although this is specifically prohibited by the permissive legislation authorizing probation. As might be expected, pre-sentence investigations and reports are extremely rare even within those counties with nominal probation departments.

Even in view of what little is known about probation in Texas, it is not too inaccurate a generalization to say that in most cases, probation is the equivalent of a suspended sentence, and that supervision by trained staff is inadequate and spotty at best.

The courts have a limited range of dispositional alternatives, essentially institutionalization or unsupervised release, and little information available to decide even which of these might be most appropriate. The counties are not required to provide any probation services, and the State absorbs the expense of imprisonment. Within such a system, it is not surprising that Texas' prison commitment rate leads the nation.

In 1967, after two years of studying the adult probation situation in Texas, a joint committee of the Texas Council on Crime and Delinquency

¹ Report of the Texas Attorney General, Total County Criminal Proceedings September 1, 1966, to August 31, 1968.

and the Texas Council on the Administration of Justice recommended that action be taken to conduct a demonstration project to show the state and county governments the advantages of providing good probation services as an effective alternative between imprisonment and unsupervised release.

This group surveyed probation departments in the metropolitan areas of Texas, and recommended that the demonstration project be located in the central Texas area ultimately used. In addition to the inclusion of both urban and rural areas, the Travis County Adult Probation Department and the Judges of the 22nd, 147th and 155th Judicial Districts were receptive to the proposal to experiment with new probation services. The University of Texas School of Law and School of Social Work also agreed to participate in the proposed project.

Those involved in planning the project and preparing the grant application were faced with the problem of designing a realistic model for providing probation services in both urban and rural areas of Texas. The critical shortage of experienced probation manpower in the nation, coupled with the necessity of making the model economically attractive and feasible, led the planners to propose experimentation with sub-professionals, volunteers, rehabilitated ex-offenders, and generally, community involvement in the problem.

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Project Area

The area selected for demonstration of the Texas Adult Probation Project provides a reasonably representative sample of social, economic, and cultural influences existing in Texas. A major consideration in selecting the area was to include both urban and rural counties in the experiment. An overriding consideration was the fact that the urban county chosen had an existing probation organization which could be used as a base of operations for extending services to the rural counties which had none. Furthermore, the judges within the area and the existing probation department were receptive to the experiment and enthusiastic about its potential.

While these factors, awareness of the problem and willingness to experiment, might be considered unrepresentative, they provided a fertile seedbed which was essential to the life and success of the project.

The population of Texas is 75 percent urban and 25 percent rural. The largest minority groups in Texas include those of Mexican-American descent, 15 percent and Negroes, 12 percent. In comparison, the project area population urban-rural division is roughly similar to that of the total population, and the minority group representation is comparable, consisting of 12.1 percent Mexican-Americans and 18 percent Negroes. In the project area of 4,394 square miles, which lies roughly within the triangle formed by Austin, San Antonio and Houston, Texas, 160 miles east and west and 80 miles north and south, live an estimated 400,000 people. Approximately three-fourths live within the 147th Judicial District of Travis County.

Of this population, 35 percent are seventeen and under. (In Texas, 17 years is the adult criminal age for males and 18 years for females.) Thirty-five and a half percent are between the ages 18 to 45. The preponderance of probationers in the project area come from this age group. Thirty-six point four percent are over 45 years of age. This latter figure has its influence on the conservatism of the area, especially the rural and less urbanized areas. The mean age for the Texas farmer is 53.4 years.

The project area has three distinct parts corresponding to the judicial districts. Travis County, which contains Austin, the State Capitol, is a rapidly growing urban area. Three of the rural counties are experiencing the impact of urbanization and have large minority groups, and there is extensive communication within the district and adjoining urban areas. Two of the rural counties are relatively isolated areas, remain predominately agricultural, and contain a relatively

small minority population which has little effect on the cultural homogeneity of the area.²

The 147th Judicial District encompasses Travis County which is near the geographic center of Texas. Generally good economic conditions, based on government, education, business, light industry, farming, and recreation have aided its rapid growth. However, this urban area has the usual contrasts we have learned to associate with urban America. Affluence and poverty co-exist and the crime rate is fairly high and rising. As a result of urbanization, affluence and crime rates, Travis County provided financial support for adult probation services prior to the project.

The adult probation office for Travis County was established in 1956. Since 1958, its growth had been rapid. It had expanded from one to eight officers. The eight officers and six clerical staff were trying to provide services to 967 probationers, 529 felony and 438 misdemeanants, prior to the project.

The Department's services included pre-sentence or pre-trial reports on persons when requested by the courts, and supervisory casework and group work for persons placed on probation. The ratio of officer to caseload size was more favorable in Travis County than other metropolitan areas, although nearly double the suggested figure of 75 in the Texas statute, and triple that of 50 suggested by the President's Crime Commission.

To the immediate south of Travis County is the 22nd Judicial District comprised of Hays, Comal and Caldwell Counties. Hays and Comal lie between the urban cities of Austin and San Antonio, Texas. Caldwell County is adjacent to Travis County.

² Since the six counties selected for the project are not within a definite area where statistics are normally gathered, it was necessary to draw information from other sources where data is collected and reported and in some cases infer from these facts. Other than the state and county figures found in the 1960 census reports, Texas Almanac and Population Research Center at the University of Texas, most of the information available came either from the state senatorial or United States congressional districts. Since the most current and complete data available is from the United States 10th Congressional District, much of the following material will be presented from this source. Five of the six counties involved in the project are either now or until very recently were part of the 10th Congressional District.

Hays County is an educational, recreational and farming center. Comal County is a farming and recreational area, but by contrast, it is much more industrialized than Hays or Caldwell Counties. The industrialization is important enough to have a major influence on decision making in Comal County. Comal County has a strong cultural influence from its German ancestry that has historical and modern day significance for that area. All the counties of the 22nd have much larger Mexican-American minority populations than Negro.

Caldwell County's economic base is oil and farming. One of its two largest towns, Luling, is influenced by oil production, and Lockhart is more influenced by agriculture.

Prior to the advent of the project, the 22nd Judicial District did not have probation services. The court by necessity used the sheriffs of the counties involved to supervise the probationers. The requirement for reporting was once every six months. However, prior to the project, Judge Terry Jacks had attempted to start some services through a monthly group meeting of probationers being led in discussion by a volunteer.

When the project began, Mr. Charles Lucas, the Probation Officer assigned to the 22nd District found records that 220 persons were on probation. It took eight months just to locate all of the probationers.

To the east of the 22nd Judicial District and southeast of the 147th are the two project counties of the 155th Judicial District, Austin and Fayette. These counties are predominately farming and ranching areas and are relatively isolated from urban influence. The largest minority group is Negro, approximately 20 to 25 percent. The reported rate of crime for felony offenses is low and serious crime has not been much of a threat to the social life these communities.

Prior to the project, probation services were non-existent. Mr. Joe Marshall, the Probation Officer for the 155th Judicial District, found records of 45 cases of felony probation in the beginning, and it took approximately eight months to locate all the probationers. They were scattered from Florida to California. The court's policy was to have the probationers report to the Judge every six months and if the Judge was not available, then to the Sheriff. Just prior to the project, a new Judge, Paul T. Huser, was appointed and found the prior system of probation very unsatisfactory. The County Attorney in Austin County had tried to develop a system by which an accounting of reporting could be

made which proved useful in locating some probationers. Neither the 22nd or the 155th District Courts had ever had pre-sentence reports available prior to the project.

Thus, in a State with inadequate to non-existent probation services, the need for action and experimentation led to the formulation of the proposal for the Texas Adult Probation Project. The project area described was selected partially on the basis of its representative nature and partially because of the receptivity and enthusiasm of those who would be most affected by the project.

PROJECT PROPOSAL

The individuals and groups concerned with the formulation and implementation of the Texas Adult Probation Project were acutely aware of the magnitude of the problem faced: to discover means by which adult probation services might realistically be provided throughout the State. Necessity impelled experimentation.

While the project is an experiment, it is primarily action oriented. The experiment has been conducted in a laboratory area where the urgency of immediate problems, such as non-existence or inadequacy of probation services, has been great. The impetus for action and results during the short time available and with limited financial resources has frequently strained and sometimes adversely affected the objective of conducting a controlled experiment in which data would be carefully collected and assessed. The result of these sometimes conflicting demands for immediate action and objective experimentation is that the evaluation is necessarily tentative and often based upon subjective assessment of what progress has been made.

The project had four major purposes and objectives: (1) to demonstrate the use and value of probation; (2) to seek new manpower resources; (3) to develop an organizational structure for the utilization of new manpower; and (4) to develop more effective methods to involve the community with problems in the criminal justice system.

To Demonstrate Probation

Certain considerations supported the need for the demonstration phase of the project. The absence of probation services was testimony to the lack of understanding of the need for probation. To gain support for probation, it was necessary to demonstrate how probation provided reasonable alternatives between prison sentences and suspended sentences without control. It had to be demonstrated how offenders could be rehabilitated and the community protected in other than the traditional reactions of punishment alone. The value of the pre-sentence report to sentencing had to be demonstrated to gain an acceptance of its use, and the economics and justice of probation required demonstration.

To Seek New Manpower Resources

The discovery and development of manpower resources was another major objective. Trained correctional manpower is insufficient and costly. The need for new manpower resources has been widely acknowledged. Thus the use of non-professionals, volunteers and ex-offenders was proposed as a possible answer to the manpower shortage.

The non-professional would be recruited from poverty and minority groups and employed as probation aides or technicians. The utilization of this paid personnel would be to determine what contributions, if any, technicians could make to the assessment and treatment functions of probation.

As another manpower resource, it was proposed that volunteers would be utilized in all phases of probation. They would be recruited, trained and supervised to help them make a maximum contribution. This proposal was based on the experiences of others³ and volunteers were viewed as having much expertise and special skills potentially possessing the total ability of the community for assessment and treatment of the probationers.

An important function of volunteer participation is community involvement and education.

Aware of the success of self-help groups, such as alcoholic anonymous, it was believed that the ex-offender could make a unique contribution to probation services as a technician. The mere presence of a successful ex-offender could give hope to the despairing, and the professional's knowledge and understanding of the offender could be enhanced.

An equally important consideration given to new manpower resources was a different utilization of the professional probation officer's training and skill. If the probation officer worked with non-professional assistants and volunteers, new uses of his time would occur and more management and supervisory functions would be entailed in accomplishing his responsibilities to the court.

Therefore, new manpower would be recruited and trained and an expanded utilization of the professional's skills and training was proposed as a solution to the critical manpower shortage.

³Judge Keith Leenhouts, Royal Oaks, Michigan.

To Formulate Organizational Structure

A third major consideration and objective was to formulate an organizational structure that would best utilize the inclusion of the talents of the new personnel. A determination would be made as to the most effective working relationships the officer should develop with the new personnel. How the total organization could best function to facilitate this personnel integration would be examined. Defining jobs, fixing responsibilities and developing processes to maintain and improve treatment group communication had to be tried and evaluated.

To Involve the Community

The isolation of the criminal justice system from the public and each process within the system from each other has created confusion, indifference and a milieu unsupportive to innovation and change. As a result, it was proposed that efforts to effectuate community involvement and community support was a necessary goal for the project. There was an awareness also that the traditional methods of publicity for public education would not alone accomplish this objective. The use of the service volunteer was initially proposed to accomplish this aspect of the project.

Other Concerns For Attention and Assessment

As energies would be mobilized to accomplish the attainment of the four major purposes through the project proposal, other concerns would need attention and assessment. How the project develops would be recorded. All phases would be described and the rationales given for the priorities selected.

How the organizational structure was formulated would be described and suggestions for a model organization based on our experience would be developed. This would include recommended staff positions, job definitions and requirements, personnel recruitment and selection procedures, recommended wage and salary standards, costs of such a model as compared to costs of recommended traditional services. The amount and kind of training required to insure reasonable job success for each position in the model would be described.

An evaluation of supervision and personnel relations would be made. A criteria for evaluating work units and minimum standards suggested, and the relationship between professional, non-professional and volunteer workers would be evaluated. An

effort to determine the optimum caseload would be made while developing better methods for caseload management.

THE IMPLEMENTATION OF PROJECT PROPOSAL

The purpose of this chapter is to describe the action taken and the decisions made in the implementation of the project. It will further present the sequential stages that had to be followed as the project developed. Evaluations and conclusions will be reserved to Chapter IV.

The Law School Foundation, University of Texas at Austin, was made the recipient of O.L.E.A. Grant #300. In turn, the Travis County Adult Probation Department provided the administration for the project. The Chief Adult Probation Officer became the Operational Project Director for the Texas Adult Probation Project. On February 1, 1968, the project began.

Employment of Personnel

Two probation officers, a project coordinator, and three secretaries were the first personnel employed, and with the Travis County staff, increased the project staff to eleven professional and nine clerical positions.

The initial plan was to assign two veteran probation officers the task of implementing probation services in the 22nd and 155th Judicial Districts but due to personnel changes only one veteran officer, Mr. Charles Lucas, was available. Due to the greater crime problem, he was assigned to the 22nd Judicial District. Mr. Joe Marshall, a new officer, was assigned to the 155th Judicial District.

Providing probation services to these areas took first priority. It related to the first goal of demonstration and helped the courts with their pressing needs. Judge Terry Jacks of the 22nd was very eager for this assistance. The new officers and clerical staff were hired in February, 1968, and began the task of establishing services in the 22nd and 155th Districts.

Prior to the project, the court in the 147th District used pre-trial investigations. An investigation was made before the plea, and at the trial, a declaration of plea, judgment and sentence, with the use of the investigative report, was completed at one court appearance in many cases.

With the advent of the project, the courts changed their docket procedures to adjust to the use of the pre-sentence report on all felony cases, other than jury trials. Four distinct procedural steps were agreed on by the courts.

The first step in the court process was to determine if the defendant had an attorney, and if not, one was appointed. On the next appearance, the defendant was arraigned, plea determined and date set for trial. After judgment following the trial, the defendant was referred for a pre-sentence investigation. And on his fourth appearance before the court, the defendant was sentenced.

Attention is drawn to the above process as these changes affected the total systems and caused adjustments by all concerned by focusing attention on these new experiences with probation.

The project-coordinator, Mrs. Lorena Coates, was employed in March of 1968. The coordinator's first task was to develop an operational plan to be submitted to Washington in one month after employment. Although Mrs. Coates had extensive experience in community organization, social work supervision, and volunteer involvement with agencies, it was necessary to use time to orient her to the correctional field, the project goals, its background and area, and a study of the organizational structure.

Staff Reorganization

The first organizational structure had the project under the line of authority of the coordinator with the position being responsible for supervision of probation services as well as total project development. Due to project development, it became necessary to shift the planner-coordinator to a position in which the primary responsibilities were coordination, community organization and evaluation. The administrative assistant was given an educator role. However, his later resignation necessitated the development of educational coordinator role to be filled by a probation officer who also carried a caseload. A Director of Service and Assistant Director of Service completed the paid administrative supervisory staff. The Assistant Director of Service also had a caseload in conjunction with his other duties.

Staff Involvement

A considerable amount of apprehension existed about the use of new personnel, and a great deal of tension developed from anticipated increase in the work load. During discussions about the plans before funding, there was no voiced opposition or serious critique offered. However, when the project became a reality and new personnel employed, apprehensions and doubts on the part of staff became more apparent, and it was obvious that before staff support could be attained, it would be necessary to allocate time and effort to achieve staff commitment to the project.

In order to gain more staff cohesiveness and proficiency in the decision making process, professional consultants were hired to conduct a two-day workshop. In addition to the above goals, the results of this educational experience were increased staff-awareness, improved interpersonal relations and staff understanding and increased commitment to the project.

Advisory Councils

Following the above educational phase, attention was given to the major goals of finding and developing new manpower resources and gaining community involvement. The idea of a County Advisory Council was suggested by the planner-coordinator for meeting these goals simultaneously. With an advisory council, being truly representative of all groups within the county, a meaningful partnership between the criminal justice system and the community could be developed. The advisory council could recruit paid and volunteer probation staff and participate in their selection with the final authority being retained by the administration. While involved in these endeavors, the problems of criminal justice could also be studied and public education could be carried out. The council could help develop the climate for change and ultimately have an effect in achieving necessary changes. It could build support for experimentation in searching for better solutions for helping the offender, and promoting efforts to solve the social problems associated with crime causation. The advisory councils' potential for community involvement and as a problem solving system was considered extremely important.

With this concept thoroughly agreed to, plans were formulated and rough guidelines developed for organizing the councils.

It was decided that the councils would form their own organizational structure and the memberships should be representative of total community. They would be informed of the purposes of the project and told how the project staff viewed the need for their assistance in reaching those objectives, while being given some immediate tasks to perform.

Theoretically, it was believed better participation would result from group-decision making. In theory it was believed that the group would be more motivated and committed to the business of the council if the members were allowed the opportunity to develop the councils' structure and participate in the establishment of objectives. Many times over-organized and predetermined objectives prevent motivation and commitment. It was viewed as essential that the process of organization and functions be an unstructured, open-ended, flexible effort. This was a principal very closely followed in organizing and working with the councils.

The first step in this effort at community organization was to receive permission from the District Judges to organize the community groups. A willingness by the court to reach out to the community seemed paramount to success.

Sources were sought for information about the different communities relative to their social and power structures. There was need to locate people who would and could be influential in serving and recruiting members for the councils. This information came from the judges, state agencies with knowledge about the area, individuals who had personal knowledge of the areas, and professional, social and welfare people in the areas.

To establish advisory councils, it was necessary to contact certain selected individuals to form small groups to discuss the project and its objectives. This would usually necessitate two or three meetings before a large group would assemble for further discussion of the project and a council was formed. At the large meeting, we tried to have the group appoint a chairman, vice-chairman and secretary. This was not followed in all cases, but this was the general plan for the beginning discussion and formation of the advisory councils.

As soon as the councils were formed, they were asked to appoint recruitment committees to give publicity to the project and recruit candidates for the probation technician jobs. The councils were asked to be prepared to participate in the recruitment of volunteers at a later date. The achievement of these tasks along with maintaining organization took most of the councils' time. However, in each advisory councils' growth, there was a great amount of interest and activity in the first months of its existence while recruiting technicians and volunteers. As the project progressed and the uncertainty of the project continuation haunted everyone involved, there were lags in enthusiasm and activity in all the councils.

Recruitment of Technicians

The decision was made to ask the advisory councils to assist the project by recruiting and helping to select the probation technicians. Each advisory council was asked to appoint a committee to give publicity to the job to explain the type of qualifications needed and where to make application for the job. Various means were used to disseminate the information. In all the counties, radio and newspaper advertisements were made. Social agencies such as community councils and OEO neighborhood representatives were contacted as well as employment commissions. Some printed leaflets advertising the job were placed in pool halls, barber shops, washaterias and other places where people congregate in the poverty and minority areas of the cities and towns. Some recruiting was done by word of mouth.

Standards for the selection of probation technicians were furnished the recruitment committees, and were adhered to in the selection process. The standards set the age between 23 and 55, minimum 9th grade education required, either sex, with personalities that were emotionally mature and a capacity for and interest in the welfare of others. The technicians were to be selected from poverty and minority groups and those persons interested in making this work a profession. It was emphasized that past violations of the law would not exclude the applicant from consideration.

It had been decided to pay the technicians \$375 to \$400 monthly. However, there was some objections since this would be an inflationary salary for some of the counties in which the project would be operating. It was believed that a technician, coming from a minority group and untrained, would suffer undue resentment and lack of cooperation if he were making more money than some of the policemen and deputy sheriffs with whom he would have to work. Therefore, it was decided that the technicians would be recruited at a salary of \$325.00 monthly.

After the applications were gathered, following a cut-off date, each technician recruitment committee reviewed all of the applications for each county and selected a number to be interviewed by the committee. After they were interviewed by the committee, a number were selected to be interviewed for the final selection by the committee and members of the probation staff. The final authority for the selection of the technicians rested with the Project Director.

In these final committee meetings where the decision to hire was made, the director and the staff would not make their positions known to the committee members until the task of rating the candidates by each member of the committee was completed. In better than 90% of the cases, there was usually 100% agreement on the top candidate. The professional staff's ratings were 100% in agreement with the group consensus or majority in the selection of the candidates. True group decision-making afforded the committee members a meaningful experience in the recruitment and selection process.

Profile of Applicants for the Position of Probation Technician

Detailed biographical information on technician applicants was collected and the information is summarized in the appendix (see appendix, Profile of Applicants for the Position of Probation Technician).

Information on applicants in Travis County was summarized according to a three category breakdown: regular applicants, senior citizens and ex-offenders. Eighty-nine persons were in the regular group, fourteen in the senior citizens group and 43 were ex-offenders. Of the 146 applicants in Travis County, 80 were members of minority groups i. e., 55 Negroes and 25 Latins. The majority of regular applicants were females, whereas the majority of senior citizens and ex-offenders were males. Seventy percent of the regular applicants and ex-offenders were under 40 years of age, and in fact, 58 in these two groups were under 30. Most applicants were Texas born, married and had children. The majority in each group had a high school degree and many had been to college. Applicants were on the whole better educated than one might expect considering the salaries being offered. The job had appeal for minority group members who were better educated relative to others in their minority group. Many of the applicants were "underemployed" and had been working for rather low incomes (mean previous income for the regular group \$3,610, senior citizens \$4,085 and ex-offenders \$3,550).

Applicants in the rural counties, Hays, Comal, Austin and Caldwell, were similar to those in Travis County on the variables of age, education, job and salary levels, birthplace, sex, marital status and number of dependents. However, there were fewer Negro applicants proportionally in the rural counties (of the 33 applicants only two were Negro). About half of the rural applicants were females. Many were either previously unemployed or made less than \$4,000 per year (26 of the 33). Those who were employed previously were in semi-skilled (N=5) or unskilled (N=16) jobs.

After the initial selection of eight technicians, a two week training workshop was conducted for technicians in the central office in Travis County. Since the role of the technician had not been defined by any experience and there seemed to be a lack of consensus as to the tasks they would be able to perform, the staff of the Travis County Adult Probation Department was asked to participate in the development of the training program. Each staff member was given specific assignments during the two weeks training so that each could personally have knowledge of the technicians and given experience in being a part of the effort of the department to reach out to the technicians in acceptance and sharing.

By the end of the training period, the staff had become so impressed with the quality, interest, motivation and general caliber of the people being trained as technicians, they were willing to experiment and allow the technician to function in all areas of the probation officer's work. It was decided that the abilities of each individual should be determined through trial, and the areas, if any, in which the technician could make a contribution. Of the eleven technicians that were finally hired, seven were on salaries provided by the OLEA Grant, three by the New Careers Program, and one in the Mainstream Program. New Careers and Mainstream are Labor Department Programs for assisting poverty-level people to develop skills for employment.

Technicians Hired

Of the eleven technicians hired, five were Latin and four were Negro. Six were males and 5 were females. Most were under 40 with families and previously low incomes. All had at least 8 years of education and four of the eleven had been to college. The average education of those hired was 13.5 years compared to 12.9 for all applicants for the job. The average previous income of those hired was \$3,400, lower than that for the applicants as a whole (\$3,600). Three of the eleven technicians hired were ex-offenders. All three were Latins, born in Texas, married and had four or more children. The ex-offenders had higher previous mean incomes (\$3,995 annually) than others hired or the applicant groups as a whole. They were previously in semi-skilled occupations. All of those hired were still employed by Texas Adult Probation Project as of August 31, 1969. Technicians were aware of the tenuous nature of the position and knew that they were taking a job with no long term security. Many were interested in "helping others" and "self-fulfillment". This job seemingly provided what many had not experienced before, status in the community and a chance to contribute to the well being of others.

Volunteer Coordinators and Teachers

The problem of inadequate staff coupled with the firm belief of the Project Director and Planning Coordinator that volunteers could be utilized in all areas of project work, led to the decision that volunteer coordinators were needed. They would coordinate the service volunteers participation on the team. Also needed were volunteer teachers who would conduct training programs for service volunteers.

Each advisory council was asked to appoint a coordinator of volunteers and a teacher of volunteers. After their selection and appointment, training for them was arranged in Travis County. This training period lasted for two weeks, three days a week, and was conducted by staff and volunteers.

The volunteer consultants, experienced volunteers who agreed to help as consultants, had the same training as the technicians and were well grounded in the general operation and philosophy of the Probation Department, and were able to participate in the training of the volunteer coordinators and teachers from the various counties.

Service Volunteers

During the time that the volunteer coordinators and teachers were taking their training and the technicians were beginning their jobs, the volunteer recruitment committees of the various councils had begun to recruit persons for volunteer case work. Persons were sought who wanted to give their time either in a one-to-one service relationship, the development of pre-sentence investigation, group counseling or using other specific talents which would be of assistance in helping the probationers.

The administration of the Texas Adult Probation Project viewed volunteers as unpaid staff members. Although their time was limited and they were free in their relationship with the Department, an expectation to fulfill their commitment was demonstrated to them as if they were paid staff. It is our belief, that volunteers will be more interested and make a greater contribution to the Department if they are treated with respect and interest while expecting them to function as agreed.

Service volunteers in the various counties were recruited, trained and incorporated into the treatment team. Various methods of training were used for the volunteer. In some areas the educational effort was extensive and fairly formalized. In others it was less formal and a quicker involvement of the volunteer into the work in which he had expressed an interest was tried. The volunteers' needs for training were recognized, and plans were made for incorporating their training into an on-coming staff development program.

It was difficult to decide what screening techniques would be used for service volunteers. The staff and volunteer recruitment committees decided that training and job experience would select those volunteers that were qualified. This process helped many to screen themselves out of the program. It afforded the staff flexibility in screening and evaluating the volunteers. In Travis County, police checks were made on all applicants. This was done for evaluative purposes and not to necessarily eliminate the ex-offenders.

Profile of Volunteer Applicants

Information from application forms regarding sex, age, ethnic group, marital status, number of children, income, education, occupation, special skills, employment background, organizational affiliation and motivation to volunteer was summarized and is contained in the appendix to this report (see Appendix, Profile of Volunteer Applicants). Volunteers in Travis County tended to be young and middle aged, middle class, married males with college degrees and moderate incomes. Those in the rural counties were typically older men, long time county residents, married, with some college or graduate degrees and moderate incomes.

Most applicants learned of the program by newspaper, television, through friends and acquaintances, from advisory council members or church and service organizations. Most were motivated to volunteer in order to help others and better the community.

Treatment Team

While new manpower resources in the technicians and volunteers were being sought and found, a structure for the utilization of their services developed. The advent of this new personnel into the processes of treatment and assessment changed the probation officers' functions to one of being primarily a team manager. This necessitated a new orientation and the assimilation of new skills by the probation officer. It was found that the probation officer's talent and experience can be better utilized and he becomes a better professional by working on a team rather than working independently with occasional supervisor intrusion.

The caseloads assigned an officer are generally classified into maximum, medium and minimum categories of supervision. With this type of classification and a team made up of the officer, technician and twenty to forty service volunteers, it is believed the increased man-to-man, person-to-person contacts can provide more help and is superior to the traditional casework ratios. However, the optimum size of the caseload that each team could successfully supervise was not definitely established.

Education and Training

The educational design for the project was not of the traditional type and even though there was special efforts and special construction of information and process, the general education design can be described

as one that continued as responsibility was shared, where everyone taught and contributed to the training process and everyone learned from their experiences.

As Miss Lyons, the Educational Coordinator, stated, "A training program cannot be limited to a two weeks intensive orientation period. Service training is continual and necessary. However, considerable thought and effort was invested in some specialized education and training for the officers, technicians, service volunteers, volunteer coordinators and volunteer teachers. The content and the process for training all of these people was considered.

The officers participated in training sessions designed to help the officer in his self-awareness as it related to the agency, to learn the goals of the project and to help discover the methods for best achieving these goals. The officer was given training and experience in group process to assist him to improve his understanding of the group and how to best help it function. This experience in group decision-making was intended to assist the officer in his work with his team as well as in participating in the agency decision-making process.

The training program for the initial orientation of the technician was designed by the total staff. It was determined that this orientation should be complete as it related to all facets and elements of a probation officer's job. In the beginning, a major purpose for the hiring of technicians, as well as the ex-offender as a technician, was the belief that a person from the poverty and minority groups could contribute to the understanding and acceptance of the probation office's function and purposes. This was a mutual education process that is continual.

The training for the volunteers was designed to increase self-awareness relative to personal attitudes and to teach those approaches that would be most effective in motivating another person to change. Instruction on interviewing and counseling methods was provided in addition to training in assessing the causes and reactions of behavior. This educational program was designed to prepare the teachers and volunteer coordinators to teach the service volunteers when they had been recruited. It was planned to have two three-hour sessions for the service volunteer, then to give the volunteer an assignment. After supervision by the probation officer, he would be brought back for two more three-hour sessions. The original schedule had to be modified to fit the existing situations as they developed in the recruiting and training process.

In an early training session for service volunteers in Comal County, the training methods used to teach the volunteer teachers and volunteer coordinators was soundly rejected by this group. Their criticisms were direct. They suggested that the material was much too formal, much too pedantic in its presentation. Initially, we found that this was not appropriate for an early involvement of a volunteer or really preparing him to work in the system.

Therefore, we were forced to try other methods for orienting and training the service volunteer. In Hays County the training of volunteers was conducted by volunteers. It was quite extensive and formalized, covering six two hour sessions. Various other approaches were used in orienting the volunteer and introducing him into the work situation. The general procedure tried constituted a short orientation, a conference with the officer in which the volunteer was assigned an introductory conference with the officer, technician and the probationer discussed. Later the volunteer would meet the probationer in a similar conference. Then through supervision and follow-up educational experiences, the volunteer is trained. This process has not been totally firmed up, and it needs further assessment.

Empirical Data

Some empirical data was gathered in an effort to give more effective assessment of some of the processes and factors effecting the utilization of new manpower. However, sufficient time has not elapsed to allow thorough analysis of data since its collection in July and the need to write the report by the end of August. Dr. Williams, our research consultant, warns that "These summary statements should be read as only suggestive and it should not be assumed that the differences between groups or any questions are statistically significant."

One of the first efforts of assessment was to determine the philosophies about corrections held by the people involved in the work. This questionnaire was given to probation officers, technicians, volunteers and advisory council members.

The next questionnaire is entitled Technician Role Questionnaire which had the following major hypothesis to be tested: (1) the technicians will resolve his role conflict by moving into closer identification with the agency; (2) his perception of his base point will be closer to the system and further away from "the neighborhood" than the probation officers' and the screening committee's perceptions were of where he was at the time of entry; (3) his self-perception of where he is "now" will be close to where the probation officer sees him; (4) the perception shift will be greater in the

eyes of the observer (probation officer) than in the technicians' self-perception; (5) while the degree of change toward the system will be seen as greater than the technician sees his asserted change, there will actually be a move toward the middle; (6) the movement will start when staff becomes involved with their use of the technicians, and this involvement will hopefully pull in volunteer help from the technicians own community.

A questionnaire entitled " A Volunteer Opinion Questionnaire, " was designed to determine how the volunteers, probation officers, and technicians viewed the volunteers' identification in the project. Through the use of a questionnaire entitled, " Common Fears of Volunteers, " we wanted to ascertain the areas of confidence and apprehension.

The questionnaire entitled, " Volunteer Role Assessment", was designed to ascertain in which areas of probation work the volunteer has been or might be most effectively used.

The task of service volunteers' questionnaire was designed to gauge team perceptions as the effectiveness of service volunteers on the treatment team.

A questionnaire was designed to determine the behavior of team members. This questionnaire was given on three different occasions with time spans between each completion of questionnaire. It was designed to see if there was any change in the use of time of the various members of the team and how this related to team operation.

The final set of empirical information was a study on factors for prediction. The purpose of this study was to determine if certain variables have significant indications as to the probable success for probation. With these factors in mind, caseload management could be improved and staff time could be betterutilized.

Organizational Development

During the development and implementation of the project, the lack of administrative manpower became acute and the organizational design had to be supplemented by the use of volunteer assistance in vital administrative areas. It soon became apparent that we needed a full-time staff member to assist in volunteer coordination. These functions were largely unfulfilled because of lack of manpower.

The research component of this project has enough possibilities to employ a full time research program evaluator. This role was carried by the Planner-Coordinator in conjunction with hired consultants and volunteers. Supervisors and administrative staff had to assume additional roles in addition to being involved in casework as probation officers.

However, much was learned about the administrative structure that will be necessary support the treatment team and gain the community involvement which is so essential to the success of the treatment team.

Growth of Service-Caseload

In the 147th Judicial District of Travis County there was an increase of 222 cases from February 1, 1968 to July 31, 1969. One hundred and seventy-three of these were felony and forty-nine were misdemeanants. The sheer amount of defendants coming before the District Court in Travis County constituted a tremendous workload increase upon the probation staff. Providing pre-sentence investigations in all felony cases and continuing to provide pre-sentence investigations for those misdemeanor cases referred to us by the courts, proved to be a discouraging task without sufficient manpower to develop adequate treatment teams. This constituted approximately 45% increase in the amount of pre-sentences in felony court. The increase in staff in Travis County was six technicians and a part-time probation officer from the project funds and an additional probation officer position provided by the County in the 1969 budget. However, due to the uncertainty of project continuation, it was impossible for the Department to fill this position until September, 1969.

In the 155th Judicial District, forty-five people were on probation at the beginning of the project. The whereabouts of these people were unknown and supervision and probation services were non-existent. On July 31, 1969, there were sixty-five people on probation and their location and supervision was established. Pre-sentence investigations had been made in the 155th Judicial District by one officer and one technician. Prior to the project, 25% of convictions were placed on probation in Austin County and 62% of cases were probated in Fayette County. However, since the providing of probation services, there has been an increase to 60% of cases probated in Austin County and 80% in Fayette County.

In the 22nd Judicial District, there were 220 people on probation without any supervision at the initiation of the project. As of July 31, 1969, the 22nd Judicial District had under probation supervision 352 individuals. The service of providing pre-sentence investigations for the court and supervising this number of probationers is accomplished by one probation officer, four technicians and 50 to 55 of service volunteers.

Phases of Implementation of Proposal

The implementation and development of the project can be divided into four phases for sequentially descriptive purposes.

Phase I - February 1, 1968 to June 30, 1968

Probation services were started in the 22nd and 155th Judicial Districts. Administrative changes were made by taking the project coordinator out of line authority for probation assessment and supervision. Responsibilities for planning, coordinating, community development and evaluation were assigned this position. Other staff changes were made. The functions of Director of Service, Assistant Director of Service and Educational Coordinator, were developed and filled.

The Project Director and Coordinator developed operational plans, and traveled to all project counties to become familiar with the area and to contact key people.

Advisory Councils were established in Hays, Comal and Austin counties. Special training was conducted for staff development and commitment.

Phase II - July, August, September 1968

Advisory councils were organized in Caldwell and Travis Counties and initial efforts to form a council in Fayette County were begun.

The technicians were recruited by advisory councils and selection and employment of most of the technicians was completed by the end of September. The total staff participated in the technicians' initial two-weeks training.

Judge Keith Leehouts of Royal Oaks, Michigan was the speaker at a dinner given for county officials, advisory council members and special guests to launch and give publicity to service-volunteer recruitment.

Volunteer consultants participated with staff in planning a workshop for county volunteer-coordinators and teachers, while writing job descriptions for volunteers.

Phase III - October 1968 through January 1969

During this period, volunteer teachers and county volunteer coordinators were trained. The selection and training of service volunteers was begun.

The utilization of the officer, technician and volunteers for treatment teams was started.

An effort to develop an advisory council for Fayette County was abandoned due to lack of staff and other pressing problems. This decision was made after a number of meetings in Fayette County with interested citizens. The technician in Austin County was assigned to work in Austin and Fayette counties. The paucity of felony crime was one factor contributing to these decisions.

Phase IV - February 1969 through July 1969

During this phase, the morale of the project staff, paid and volunteer, suffered. All concerned believed project could be successful and each had caught the promise of the potential which this model possessed for developing new approaches for community-based correctional efforts. Uncertainty as to whether the project would be continued was the major discouraging factor.

The Project Director's time was further divided by seeking funds for continuation of project. The community organizational services were curtailed due to the evaluation effort by planner-coordinator, and growing workloads continued to frustrate staff efforts.

Despite these serious problems, all elements continue to function, and continuation of project from January 31, 1969 to July 31, 1969 was made possible by grants made by the Hogg Foundation for Mental Health of the University of Texas at Austin and The Moody Foundation of Galveston, Texas.

PROJECT EVALUATION

There were two methods used to assess the project proposals as effective solutions to the problems that were outlined: (1) the co-ordinator recorded interviews with groups and individuals to evaluate the project through the eyes of project personnel, both paid and volunteer; (2) questionnaires were completed to objectively assess attitudes toward relationships and task accomplishments of the team (technicians, officers and volunteers). At the end of this chapter, the results of the questionnaire will be attached.

Objectives of Demonstration Evaluation

The increased awareness of probation services produced favorable reactions to the use of probation. An acceptance and utilization of probation services by all the District Judges was very encouraging. They unanimously agreed to the value of the pre-sentence investigation and the ability of the non-professionals and volunteers to serve the court under professional supervision and management. The value to the criminal justice system of involving the total community was recognized. In the final analysis, the reactions of the police, sheriffs, prosecuting and defense attorneys toward probation services, the use of technicians and volunteers and community involvement were generally positive. These conclusions were based on the staffs' personal observations and interviews and are further substantiated by the increased use of probation as an alternative when sentencing. The public exposure to probation was greatly increased by involvement and publicity through the newspaper, radio and television.

The most negative attitude was indication of suspicion by commissioners courts. This suspicion was primarily in the rural areas due to the commissioners' concern relative to costs. This same problem has prevented, in the past, the development of many services that might have been effective in crime control and prevention. However, experience has shown that advisory councils and public opinion influenced the courts in a positive way and demonstrated the need for advisory councils and citizen involvement in the criminal justice system. To achieve the goals of this project and to promote future positive changes in the criminal justice field.

Development of New Man-Power Resources Evaluated

One of the most successful aspects of this project was the recruitment, selection and utilization of the probation technician (non-professional). The non-professionals were chosen from poverty or minority groups, all were under employed, and all performed so successfully that the value of their contribution has been recognized and their services accepted by the profes-

sional staff, members of the criminal justice system and the informed public within the project areas.

The acceptance of technicians' value as an integral part of the staff was confirmed by personal interviews, group seminars and individual questionnaires. The technicians, citizen volunteers, probation officers, advisory council members, and District Judges evaluated the role of the technician as being one of the most successful aspects of the project. This positive evaluation was primarily due to the increased cross-cultural communication, their direct and frequent contact with the probationers and the assistance they gave to the officers with the increased number of persons placed on probation due to the project.

The utilization of the technician services was not limited by specified, restrictive tasks but under professional staff supervision, the technician participated in all aspects of the probation officers job. Pre-sentence investigations and staffings, individual counseling and supervisory interviews, groups counseling, and direct community involvement are examples of the areas in which the technician successfully participated.

It was further demonstrated that the selections and utilization of the ex-offender can be successful and very beneficial. It is the consensus of staff that the ex-offender can make special contributions to staff understanding as well as serve as a model to probationers to show that criminal behavior can be changed.

Service volunteers were viewed by the courts and staff as having a valuable contribution to make in directly helping the probationers as well as the court. As a source of man-power, volunteer potentials and skills have not been adequately assessed. Experience and questionnaires support the belief that volunteers constitute a vast untapped reservoir for assessment and treatment of the offender. The questionnaires enumerated many of the tasks the staff believed a volunteer could perform successfully.

The disadvantages of the volunteer is the sometimes temporary involvement with the agency. However, as the training and the utilization of their services are refined and with more experience in recruitment, this negative can be overcome.

Evaluation of Treatment Teams

Treatment Teams were conceived as the organizational structure to utilize the talents of the new personnel. A technician and twenty to forty volunteers would be placed under the supervision and management of a probation officer. The evaluation of the treatment team indicated general

success as an organizational arrangement. Experience, times studies of officers and technicians utilization of their time, and the team assessment questionnaire suggested that the team approaches holds much promise for assessment and treatment. However, the evaluation indicated more time was needed to improve its organization and to make an evaluation of the optimum size caseload most effective for team operation.

Due to the fast development of the project with limited time and staff, a thorough development of this concept was impossible, but the obvious resultant successes inspires efforts to further refine the process and organization of team concept. The Adult Probation Department of Travis County plans to utilize the treatment team concept in all further developments. It is firmly believed by those with experience with this system that its potential for assessment and treatment is superior to the traditional standards of casework practices in corrections.

Team Evaluation- Time Study

A time study of work performed by probation officers and technicians was made for three 10-day periods.

Time 1- July 15-26, 1968. Probation officers providing services without a team.

Time 2- November 21-December 11, 1968. Technicians added to staff and paired with probation officer to form nucleus of a team.

Time 3- May 12-23, 1969. Volunteers added to teams.

The percentage of time spent by probation officers and technicians in various activities are summarized in tables in the appendix (results of Time Study). Probation officers and technicians spent the greatest percentage of time on administrative duties (particularly dictation). Technicians and probation officers spent their time in a similar manner. With the addition of technicians and volunteers there seemed to be a lessening of proportion of time spent in pre-sentence investigation by probation officers and more time devoted to "upper level" administrative functions.

Technicians performed many duties and work specialization did not seem to occur to any extent. Teams made most of their own decisions regarding division of labor and, therefore, these results seem to indicate that technicians were useful and were used in all phases of probation work. On some teams, more specialization occurred than on others. It seems that the experience of this project to date indicates

that such decisions are best left to the teams themselves. The skills and personalities of team members will vary and thus job duties and tasks of various team members should vary accordingly. In this project, to date, it seems that teams did not define the roles of technicians in a narrow way. The technicians worked in pre-sentence investigations, supervision and treatment, administration, staff and community development and approximated probation officers in the proportion of time devoted to each with slight variations (see tables in Appendix). Technicians did seem to spend more time on home visits and less on the telephone than did probation officers in the treatment process.

The time study supports the contention that technicians can quantitatively match and fulfill the functions of probation officers. Other than subjective evaluations, there is no evaluation of quality of work. It can probably be assumed, however, that if performance was far below acceptable level in a particular task either the technicians would have been dismissed or would have shown a uniform drop in percentage of time in the particular category of poor performance. Probation officers did not think that variations in time devoted to various tasks in Times II and III were due to poor work on part of technicians (i.e., in the 22nd Judicial District technicians spent less time in staff development, and more on pre-sentence and treatment). Rather they felt changes in work demands were responsible.

Evaluation of Community Involvement

At least of equal importance to the development of new manpower resources and the team concept was the success of efforts to involve the community.

The development of advisory councils as the basic concept for community involvement proved sound and its potential for assistance exceeded expectations. The achievement of the objectives of the project are, to a great extent, attributable to the advisory councils. The personnel recruitment and selection function of the councils proved invaluable to project success, as well being a two-way mirror for reflecting community attitudes and exposing the system to the community. Its potential as a social problem-solving group has not begun to be realized. Again, limited time and man-power adversely affected a fuller development of this potential.

It was learned that the success of council formation and operation rested upon the willingness of the courts and system to bridge the gap of isolation and reach out and encourage this citizen participation. Coupled with this willingness was the need for a full-time person to assist the councils in their formation and organization.

Also, it was learned that groups organizing to assist the system cannot be expected to completely organize on their own without assistance. The unique relation and independence of the council can be preserved and a flexible, group process encouraged, but the groups must have assistance in orientation to the system and in task formulation. Without this orientation and assistance, much time is lost and resentment incurred. Also, overorganized direction from the system would also produce resentment and prevent involvement. A key to success in this effort is adequate manpower and positive, flexible system attitudes.

Additional community involvement is reflected in the awareness of community councils and other agencies of our efforts. In the publication, Priorities in Health, Welfare and Recreation, 1969, the Austin Community Council commended the Travis County Adult Probation Project and gave it "A" priority for assistance and development. The commendation and support by the Austin Community Council was prompted by the Project's innovative methods and its efforts towards community involvement.

The Texas Legislature and other government agencies were familiarized with our program through the introduction of bills, personal contacts and publicity. The students and faculty of three universities, The University of Texas, Sam Houston State and Southwest Texas State have participated in the project. Many civic clubs have been informed through lectures and some of their members became involved.

The total criminal justice system in the project area is aware of the project and we have received the support and endorsement of two professional correctional groups: the Professional Advisory Council to the Texas Council on Crime and Delinquency, and a state convention resolution of the Texas Probation, Parole and Correctional Association. Also, the Director of the Texas Department of Correction supported the idea of the project both in private and in meetings of the Criminal Justice Council.

Organizational Structure Evaluated

Necessity has been called the mother of invention. This phrase was never more applicable than to the organizational structure of the Texas Adult Probation Project. The magnitude of the undertaking with such a limited staff and the absence of planned flexibility in providing new personnel created problems for the project.

When the decision to develop county advisory council to assist in community involvement was made, new roles had to be developed.

Some of the organizational manpower needs were filled with volunteers, such as consultants, co-ordinator of volunteers and volunteer teachers for training.

Also, the result of an ever increasing number of probated cases reflected the success of the project. Yet funds were not available to have sufficient staff to supervise the larger caseloads.

The project had need for the following positions:

- (1) Director
- (2) Assistant Director for Administration
- (3) Organizational Planner-Coordinator
- (4) Assistant Director for Evaluation and Research
- (5) Assistant Director for Education and Staff Development
- (6) Assistant Director for Advisory Council Affairs
- (7) Assistant Director for Volunteer Coordination
- (8) Office Manager
- (9) Assistant Director for Services
- (10) Supervisors,
plus an adequate number of officers and technicians.

In fact, most project staff personnel were obliged to handle multiple roles.

We had a Director, a Planner-Coordinator, an Office Manager and a Director of Service without caseloads. All of the others were probation officers in addition to their other duties. One served as assistant to Director of Service, and another as Educational Director.

All unmanned roles were performed by the staff by multiplying their efforts.

The Planner-Coordinator had the additional and primary responsibility for evaluation and community organization.

With such a limited staff, time for joint planning and the resultant communication interference had a retarding effect upon the project. However, it is generally agreed, the staff positions outlined were needed to support the community involvement, training, recruitment, and evaluation to support the treatment team approach to probation assessment and treatment.

Personnel Recruitment and Selection Evaluated

The project experience in recruiting technicians and volunteers through committees of advisory councils proved to be a very effective process while further involving the community through meaningful participation.

By participating in this very important phase of new manpower development, the community had an opportunity to convince applicants of the importance of the work by sincerely showing concern about crime and probation. This community effort convinced minority and poverty groups that the call for recruits was sincere and their help was genuinely sought.

This method of recruitment also allowed the community to have a voice in approving employees for such an important work. The new individuals hired were not merely employees of the probation department but the community expressed and maintained a continued concern for them.

It is believed that through this method of recruitment applicants with greater potential than formerly envisioned were hired. The hiring of this superior group was due to the publicity, community concern, and the reduction of the natural suspicions by minority members for the legal system.

The authority of the system to make the final decision was not challenged since the groups' decision-making process was operative.

It has been demonstrated by the fine selection process utilized by the Advisory Council that the court system has little to fear in having volunteer citizens recruit and select new personnel.

Wages of Technicians Evaluated

Wages and salaries are relative to area and time, but to attract and retain trained personnel, salaries must be sufficiently high to afford a reasonable degree of financial satisfaction and security.

The salary of \$3900 annually was accepted by the technicians and as of August 31, 1969, all technicians were still employed. Some had been offered more money for welfare or recreational positions and some resorted to "moon lighting" to have sufficient income to support their families. Dedication alone, however, cannot ultimately keep these people. It is not unrealistic to predict that the low-salaries will cause a loss of most valuable employees.

All project personnel, paid and volunteer, are aware of the inadequacy of the technicians' salaries, especially in considering the quality of these technicians and their contributions to the community. A salary of \$4800 annually with \$400 a year increase to \$6000 annually seems to be a salary more commensurate with their abilities, tasks and needs. This new salary would follow three months of training at \$375 monthly.

The value of the volunteers' contribution viewed in terms of salary or wage estimates is very great. The quality of talents of the volunteers would average a cost of \$3.00 or \$4.00 an hour. The system's gain in service is great and would be worth about \$1500. annually per volunteer.

Costs of Operating TAPP - August 1969

A determination of the daily cost for service per probationer during the last six months of TAPP, February 1, 1969 through July 31, 1969, was found to be thirty five cents per day per probationer. If applied only to felonies the cost was sixty six cents a day per probationer. These calculations are based on the following considerations.

Travis County Adult Probation Budget	\$ 56,739.00
OLEA and Foundation Funds	45,855.00
In kind estimates (utilities, rent and services)	10,000.00
	<hr/>
	\$112,594.00

184 days -

Average 1570 probationers a day

Average 930 felony probationers a day

However, this is not considered adequate by any means, but illustrates the possible economy in such a system.

From February 1, 1969 to July 31, 1969 the total money expended on TAPP was \$259,618.99.

OLEA Grant	\$ 74,651.37
Moody Foundation Grant	10,000.00
Hogg Foundation Grant	15,000.00
Travis County Adult Probation Budget 1968	93,599.00
Travis County Adult Probation Budget seven months of 1969	66,255.00
	<hr/>
	\$259,505.37
Refunds	113.62
	<hr/>
Total	\$259,618.99

Comparative Cost of this System to Incarceration Cost

A random sample of case-load in Travis County, Texas revealed this limited profile about Mr. Average Probationer.

Mr. Average Probationer

1. He is male.
2. He earns \$378.00 monthly or \$4,536.00 annually.

3. He is married.
4. He has 1.6 children.
5. He rents his home.
6. He owns an automobile.
7. Taxes:
 - a. Sales- \$35.00 annually
 - b. Property tax- \$10.00 annually
 - c. Court Costs and fines- \$37.00
 - d. Restitution- \$193.00

COST OF SENTENCE

Probation (Estimates Developed March 1969)	Prison
Theroretical TAPP .69@ day 254. a year TAPP .42 @ day \$153. a year	\$1,066.00 per year for prisoner (2.92 day) 4,536.00 loss of income to community 1,032.00 cost of welfare to dependents <hr style="width: 50%; margin: 5px auto;"/> \$6,634.00

Training

The training of officers, technicians, and volunteers was adequate when generally considered. Initially, an orientation to the project philosophy and procedures was about all that could be accomplished. Ongoing training was emphasized. It is through continuous staff development programs and supervision that the educational needs of staff, both paid and volunteer, will be met.

Caseload Management

To best utilize the time and talents of the members of the treatment team, efforts to develop means for faster and more accurate assessment of offender must be made.

By establishing statistically significant variables, faster classification could be made. Better investigation and treatment plans developed on "high risk" or very "needy" cases.

Preliminary research indicate the possibilities for this approach to improvements in caseload management.

Team Evaluations- Opinion Questionnaires

As part of the evaluation of the project, several questionnaires were administered to probation officers, technicians, volunteers and advisory council members. These questionnaires were administered in order to get an estimate of opinion regarding team member attitudes toward one another, corrections and probation, and their assessment of TAPP as well as to obtain recommendations and suggestions for the future. The questionnaires and mean responses are contained in the Supplementary Appendix to this report (see Appendix, Summary of Responses to Opinion Questionnaires). A brief summary of the responses to each questionnaire is given below.

(1) Correctional Philosophy Questionnaire

Probation Officers, technicians and volunteers valued rehabilitation, protecting society and changing community attitudes as goals that should be emphasized by TAPP. Punishment was seen as of less value. Volunteers and technicians in the rural areas, 22nd Judicial District, seemed to place more stress on punishment than did their probation officers or volunteers, technicians and probation officers in the urban area. In general, the groups rated alcohol and drugs as factors most contributing to crime of the 15 factors listed. There was a difference of opinion regarding whether "personality problems" or "social conditions" were more important as causes of crime and whether counseling or influencing community attitudes was a better interventive strategy. All felt that much use should be made of probation and parole and many felt that punishment had little influence as a rehabilitative tool. No group felt that there was therapy value in incarceration but all groups felt that there was therapy value in supervision in the community.

In terms of interpreting these "philosophies" about corrections on the part of probation officers, technicians and volunteers at least three points should be noted.

- (a) These individuals seemed to be less punitive in attitudes than the community at large. (See Appendix, Merrill-Wirthlen Survey results for the 10th District)
- (b) Attitudes may have changed and become less punitive as a result of experience in Texas Adult Probation Project.

- (c) These conclusions are based on means and scanning of all individual questionnaires. Further analysis including tests of significance would no doubt be more definitive. Because of limited time and resources this was not possible but could be done at a later date. This third point applies to the other questionnaires as well which are summarized below.

(2) Team Assessment Questionnaire

Volunteers, probation officers and technicians who rated this form indicated confidence in each others judgment. They seemed to feel a need for more planning time although all felt that plans were a product of the whole team and that team members would back each other in court. Volunteers, more than other team members, seemed to experience some role ambiguity. Generally, team relations appeared to be good. The appendix contains detailed suggestions by respondents regarding needs for training and some suggestions for improving Texas Adult Probation Project. The suggestions for improvement mainly involved needs for more training, community involvement, team communications and organization.

(3) Technician Role Questionnaire

It was intended that the technician be a bridge between agency and poverty-minority community. Technicians were paired with probation officers to form the nucleus of a treatment team. The rationale for the technician role questionnaire is summarized in the appendix. The results seem to suggest the following:

- (a) Technicians in Travis County became less neighborhood and more agency oriented over a time in the view of the technicians themselves and in the view of their probation officers.
- (b) In the 22nd Judicial District the opposite was true. The technicians and probation officer perceived them to be more neighborhood and less agency oriented over a time.

Evidently the management of treatment teams as well as some differences in characteristics of the work demands in the two areas seemed to be a factor here.

The urban technician had more daily contacts with the officer and system than the rural officer and technicians. Also the greater anonymity of the city and the impact of a large office, may have made it easier to identify with office and be more agency oriented.

(4) Volunteer Opinion Questionnaire

Volunteers were viewed as playing a relatively community oriented role by probation officers, technicians, and volunteers themselves. They were viewed as being moderately creative and independent, yet received help and support from probation officers and technicians. They were seen as serving offenders who really needed them.

(5) Common Fears of Volunteers Questionnaire

This short questionnaire was administered to determine whether volunteers, mostly middle class and approximately 39 percent female, had any fears or anxieties about working in probation. The results indicate that they had relatively little fear of inability to communicate with offenders or probation officers and little worry regarding acceptance, involvement, personal safety or inadequacy and failure. Only "lack of experience" was rated as some concern.

(6) Volunteer Role Assessment Questionnaire

On this questionnaire were listed various tasks that volunteers had performed or could perform. The intent was to determine on what tasks probation officers, technicians and volunteers themselves felt volunteers could be most effective. On the other hand, were there tasks that volunteers could not perform effectively? The general opinion seemed to be that volunteers were moderately to very effective in most areas (providing personal relationships, tutoring and education, recreation work, pre-release preparation, broadening understanding of community, job assistance, providing transportation. In doing routine or clerical work and in providing religious counseling some rated them as only average (particularly probation officers in Travis County and the 155th Judicial District). It seems that volunteers were seen as valuable and effective in providing needed services, enthusiasm and a fresh outlook.

(7) Tasks of Service Volunteers Questionnaire

Responses to this questionnaire, particularly designed for team members to rate the effectiveness of Service Volunteers, support the above conclusions. Overall ratings were quite high. Probation Officers, technicians and volunteers rated service volunteers as moderately to very effective in personal counseling, home visits, working with families, providing help with special problems, providing liaison with community resources, alcohol education, public relations, evaluation, training, community organization, pre-sentence investigation, job placement and providing transportation. They were seen as relatively less effective in group work, clerical work and providing vocational help by some, although others rated them high on these tasks also. There was really no task where team members rated the service volunteers as ineffective.

Summary

The responses of team members to the above questionnaires seem to indicate that team members had a high regard for one another. The treatment teams developed into cohesive work units and there was mutual support and cooperation. Volunteers were perceived as effective on the teams in performing many tasks. The training which was provided probably was necessary in order to strengthen team operations and more training in several areas was perceived by team members to be needed. It is doubtful that these teams would have developed as effective instruments without this preparation or orientation phase embodied in the training or educational component of the project. The philosophies of team members concerning corrections seemed to be what one would hope for in probation work - a rehabilitation and community change orientation rather than a punitive one. This was possibly the result of a combination of factors i.e., selection, training, attitude change as a result of experience in contacting offenders and staff norms present in the agency.

Study of Factors Which Predict Successful Probation in Travis County

A study of the records of 200 probationers was conducted and information on 42 variables was analyzed in order to determine whether certain kinds of information will help predict successful completion of probation. The results of the multiple regression analysis identified several factors, which were:

- (1) Age at conviction
- (2) Marital Status
- (3) Number of children

- (4) Juvenile crime
- (5) Nature of offense
- (6) Drinking self-report
- (7) Sentence
- (8) Number of parole violations

The significance level selected was $P .0001$. Thus, the following general statement summarizes the findings. Those who did not complete probation successfully tended to be younger, more often unmarried with no (or fewer) children. They more often had been in trouble with the law as juveniles, tended not to report, had a drinking problem, more often committed certain kinds of crimes such as burglary and more often violated probation in the past.

A more definitive study is being planned on a larger number of probationers in order to further develop a way of identifying the "high risk" type of client in Travis County so to better management of case-loads through earlier classification can be made. Also, better investigations and plans developed on "high risk" cases through quick and early temporary assessment at intake.

CONCLUSIONS AND RECOMMENDATIONS

The Texas Adult Probation Project as initially conceived and implemented achieved its goals far beyond original expectations as set forth in the report proper.

In addition to the aforementioned results, there were two most significant and unexpected achievements: the creation of the treatment team and establishment of advisory councils.

Treatment Team

The treatment team (officer, technician and volunteers) success gives promise that a superior method for assessment and treatment of offenders may have been discovered. The treatment team is conceived as the basic unit for treatment. In the past the probation officer alone, through his skills and the help of community agencies, attempted to provide assessment and treatment of probationers. Utilizing the assistance and knowledge of the technician and the volunteers, the probation officer's effectiveness in assessment and treatment is greatly increased.

The changing role of the probation officer and the need of improved skills to work with optimal effectiveness with technicians and volunteers will necessitate additional training. As the primary value of the treatment team is the sharing of information, insights and direct supervision, the training would address itself to the improvement of team process.

It is our firm belief that people change in contact with other people. The model we propose would have more person-to-person contacts, individually and in groups, than the traditional methods. With an officer, technician, and 20 to 40 volunteers on a team, the degree of interest, concern and contacts demonstrated is bound to be superior to the traditional methods. With the professional acting in the capacity of team manager and bearing responsibility for its effectiveness and decisions, the quality of service should be improved with the utilization of the talents of volunteers and technicians. In rural areas, or in areas where probation services are non-existent, we propose that the treatment team approach be instituted to provide total probation services, juvenile probation and felony and misdemeanor adult probation. With the expertise of the professional, the skills and insights of the technician and volunteers and the inclusion on the team of minority races as well as women, it is believed that the team possesses the flexibility and resources to deal more effectively with the problems of supervision.

The Advisory Councils

The advisory councils serve as the basic organizational structure for community involvement and participation.

The project thus far has demonstrated the effectiveness and potential of the advisory councils.

The advisory councils recruited technicians for the treatment team. It has been shown that through advisory councils the isolation of the field of corrections is diminished. Further, the educational potential, not only in terms of increased understanding of criminal rehabilitation programs, but the positive effect that the council would have in crime prevention has yet to be totally assessed. Little has been done in the area of crime prevention other than increased police activity. It is believed that advisory councils would be influential in recognizing and implementing prevention programs of a positive nature inasmuch as council members represent the community which ultimately has the responsibility to correct the courses of crime.

Another vital contribution of the advisory councils would be to provide the link between local communities and state government under a state probation system.

The system proposed would combine the best of a state system and community involvement. The best features of a state system would be: uniform recruitment and selection of personnel, staff development, research and total service both to the courts and the offenders. But without community involvement and assistance, the isolation that plagues other state systems would still prevail and the point of origin where crime occurs, namely the local community, would not be greatly affected.

Further, the myth that the criminal justice system alone is totally responsible for the prevention, treatment and control of crime, would be destroyed.

Enclosed is a recommended organizational structure and a definition of the duties of the positions suggested. It is believed that this administrative structure is necessary to support the most effective operation of the treatment team and maintain the very vital community involvement aspects of our probation model.

JOB DEFINITIONS FOR THE NEW COMMUNITY CORRECTIONAL SYSTEM

Staff Positions

Where budgetary requirements are to be met, it should be insured that the staff positions remain intact. The old concept of omitting staff positions when meeting funding allocation is archaic. It is usually these positions in the past that bore the brunt of cuts. These positions should be sustained as they are necessary to further the program.

The following definition is from an article, Dalton, M., "Staff and Line Relations, a Study of Conflicts," Human Relations in Administration, 3rd Edition, R. Dubin, Ed., Prentice-Hall, Englewood Cliffs, New Jersey., 1968, pp. 204-218, and are given to illustrate project thinking in following organizational arrangement.

Line officers are defined as those personnel making up line organization have authority over production processes.

"Staff functions are to increase and apply specialized knowledge in problem areas and to advise those officers who make up the line organization."

"Inside their particular organization, staff officers also may have authority over their subordinates but not over production personnel. Staff are assumed to be specialists trained to aid and advise management in a particular function."

In an industry, examples of staff would be production planning, auditing, research and development, industrial engineers, industrial relations, etc.

In this project, the shaded positions are essentially staff positions.

Director or Chief Probation Officer

The Director or Chief Probation Officer's responsibility is for the administrative management aspects which would include all line authority relationships and delegation of responsibility in broad and specific areas. He is responsible for the functioning of the overall system and its effectiveness in accomplishing its objectives as they relate to the community, the criminal justice system and staff.

It is believed the best way to accomplish his responsibility is through staff group decision making.

Assistant Director for Administration or Assistant Chief Probation Officer

To assist the Director or Chief Probation Officer in the above tasks in whatever areas and manner that seem germane to the growing organization.

Organizational Coordinator-Planner

The organization coordinator-planner's role is to synthesize, coordinate and integrate all parts of the organization. The position has the basic responsibility for clearing lines of communication and assuring the cooperation, coordination and teamwork of the system through staff group decision making. There would be the responsibility for seeing that the divergent streams of professional knowledge, identifications, and views of man that are due to differing professional-business-ideological orientations are considered, and integrated.

There needs to be specific focus upon the careful integration of the newer programs and roles of community organization, staff development, coordination of volunteers, evaluation and research. He would focus on communication channels, processes, trouble spots, and help keep the system as open ended as possible.

Office Manager

The Office Manager is responsible for gathering and coordinating statistical and basic data collection and fiscal accounting. The manager will need to work closely with all staff while supervising clerical personnel in their work. He should help the staff maintain an outward attitude toward the community and develop sound office procedures.

The manager carries the administrative responsibility for all clerical accounting, accounting and statistical operations such as records management, bookkeeping, purchasing, personnel records, budget records, and collection of restitution.

Assistant Director for Evaluation and Research

The Assistant Director for Evaluation and Research would coordinate with the other Assistant Directors to build a positive attitude toward research as a part of an every day approach to work. This skeptical-evaluative attitude toward problems, successes, and failures must be achieved.

He would work with the staff development director to build a research program based on staff concerns.

It would be a duty to assist advisory councils in the formulation of procedures for problem identification and solution and the gathering of data related to the councils' interests in public education.

He would develop special research projects, hire consultants, coordinate empirical methods throughout the system and integrate all aspects of evaluation and research into the organizational process. He would assist educational personnel and students with special interest

in research, and maintain a liaison with University and private business research personnel.

Assistant Director for Services

The Assistant Director for Services would be administratively responsible to coordinate and supervise all direct service. He would have the responsibility for case assignments, pre-sentence development, maintain and supervise quality of treatment, assure treatment team function and caseload management. He would be a member of the overall planning team.

Supervisor

The supervisor would be responsible to help the Director of Services fulfill his duties. The supervisor would also assist the treatment teams through supervision, in the accomplishment of their tasks and help develop the potential for professional growth of each team member. In this education role, he would work closely with Assistant Director for Education.

Assistant Director for Education and Staff Development

This position would be responsible for all staff development, both paid and volunteer, with the usual functions for all on-going staff educational aspects such as special training and workshops. The Director would be responsible to work with volunteer teachers and co-ordinators in developing the educational components of their job. There would be a responsibility for the specialized "on the job" training programs such as New Careers, Mainstream, Neighborhood Youth Corps, etc.

This position would be responsible for the educational program for all students coming to the organization. In co-operation with the director of services and other supervisory personnel, he would be responsible for the integration of any special student units and their field supervisors. This means responsibility for helping to formulate and integrate the students educational experiences to insure maximum learning.

Assistant Director for Advisory Council Affairs

The Assistant Director for Advisory Council Affairs would have the responsibility for helping to develop advisory councils and to serve as a catalyst and consultant in aiding the councils in the evolution of their structure, goals and program. Responsible to assist councils in delineating community needs and gaps in services in the area of crime and delinquency. The Director would have the major responsibility in helping the agency to relate to the community as a whole, facilitation of intergroups and intragroup communication.

The community organization role requires special knowledge and skills. These cluster in the area of group and community dynamics understanding the roles, functions and relationships of formal and informal organizations, the

various kinds of leadership, the operation of social power and influence, organizational structures and patterns of change and resistances to change are needed to be successful. This means that the community organizations, should have diagnostic and coordination skills of the level of community process so that the correctional system can become well integrated into the community and provide skilled services within sound programs.

Assistant Director for Volunteer Coordination

Rationale

There are occupational hazards in running a volunteer program in an agency with a demanding workload. A volunteer, being part-time means the danger of being lost in the crowd due to staff demands to cover the workloads. It is difficult for the part-time person to identify with the agency, understand what is going on and see the total picture. In addition, the part-time person takes more assistance on the part of the supervisor to keep them informed.

In addition where the program is initiated in an agency deficient in staff positions, the above dangers are increased due to the workload and to the fact that the staff finds it difficult to not exclude anything that interferes with the immediate task at hand. Effort should be made to develop management structure to prevent separate unit and this in turn to isolate the part-time volunteer.

Role of the Assistant Director for Volunteer Coordination

The Assistant Director of Volunteer Coordination should be a staff person and this director should have a small advisory committee or consultants on volunteers to help accomplish the purposes and tasks of the role, while keeping the program integrated and handle personnel problems related to part-time volunteer staff.

The Assistant Director is responsible for the integration and synthesis of the total volunteer program throughout the total geographical system. The role is to protect the overall purpose of a volunteer program and to inject new ideas and blood into the organization. The Assistant Director should help provide personnel to meet client needs, while protecting the interests and place of the volunteer in the busy day-to-day life of the probation office. The Assistant Director and his volunteer consultants are responsible for the coordination of the volunteer program with professional activity, to also carry the responsibility for helping to supply volunteer consultants to the system as needed. He would be responsible to assist the on-going work of the volunteer coordinators of each treatment team. Volunteer teachers are directly responsible to the Educational Coordinator who will work closely with the Assistant Director for Volunteer Coordination.

His main objective is to secure total staff cooperation and acceptance of the volunteer program.

Treatment Team

The purpose of the treatment team is to assist the courts and the community in the evaluation, supervision and treatment of people convicted by the court and to rehabilitate in the community. Both the technician and the service volunteer would be assistants to the Probation Officer in the carrying out of the orders of the court. The team would aid in the rehabilitation and reintegration of the probationer, into his community.

All members may do like tasks. The probation officer may assign team members different tasks depending on the needs of the workload and the individual skills of the technician and the volunteer. The probation officer carries the legal responsibility for the cases and the management of the team.

The team generally makes an evaluation and treatment plan. The volunteer coordinator serves as a member of the team in order to know the team's need for volunteers. Changes that are major in the planning in any given case are shared with the team mates.

Probation Officer

The role of the probation officer would be to assist the courts in the evaluation and treatment of convicted offenders. His role would be one of overseeing the services of his assigned workload and that they are coordinated and implemented by his team. Through the medium of team discussion and group decision making, as well as individual conferences, the evaluation, treatment goals, and steps for their achievement are established. As such, the probation officer carries the legal responsibility to the court for the clients served by his team.

This role of managing the team is an administrative and supervisory one. This varies as to the needs of the clientele and the skills of the team members. Tasks of the workload include making pre-sentence investigations and implementing the treatment plan through the team approach.

Technician

Duties

The technician would have the function of interpreting to the treatment team his community's feelings and thinking and in this role his function is unique and different from the probation officer's function.

His duties would be to assist the probation officer and other team members, and the amount and quality of work will depend on his ability and education.

While evaluation and treatment plans are made within the team, the technician would use his own judgement in following the treatment plan and goals, while sharing his experiences with the managing officer and volunteers, and any basic changes in plan would first be cleared with the team. The degree of latitude allowed in the use of his own judgement would vary with the technician's experience, level of skill in the particular area of focus, and client's problem.

The degree of latitude in decision making and the tasks and work the technician would be assigned to do would vary as it does with probation officers and volunteers, depending on experience, skill, personal interest, and personality attributes.

Service Volunteer

The service volunteer role would be to serve as a bridge between the larger community and the probation office, assist the probationer as needed, and assist the team in needed tasks.

The service volunteer's duties would be much like those of the probation officer's and technician's. Like the technician he lacks decision making authority where he would be exercising the authority granted by the Court. Because his time is limited and he is volunteering out of interest, case matching is done on the individual client's needs and the individual service volunteers interests and skills rather than on the needs of a whole caseload. Consequently, the volunteer's work is liable to be one of a more specialized nature than that of the paid staff though the tasks can be the same.

Volunteer Treatment Team Coordinator

The volunteer treatment team coordinator serves as the supply officer for volunteers and administrative arm to the probation officer and technician in integrating volunteers into their workload treatment needs. Volunteers flow in and out of agencies, clients come with varying needs, the volunteer team coordinator has to be aware of total caseload needs, and work with others who would have the job of recruiting personnel.

Advisory Councils

The function of the advisory council is to help the Adult Probation Office to accomplish its goals. It serves as a liaison body between the agency and community, helping to interpret problems and needs of each to the other.

The councils role lies in planning with the staff on agency goals, programs, services, and evaluation and research. Through its structure it should provide specific channels for the provision of voluntary personnel replacement, and

assistance in interpretation and public information.

Another advisory council role should be to plan with staff methods of assessing the size of the community's correctional problems and needs for resources to meet these problems. In order to do this, the make-up of the council should include representation from all geographic areas and economic and social groups as well as professionals involved with correctional change problems.

Personnel Committee

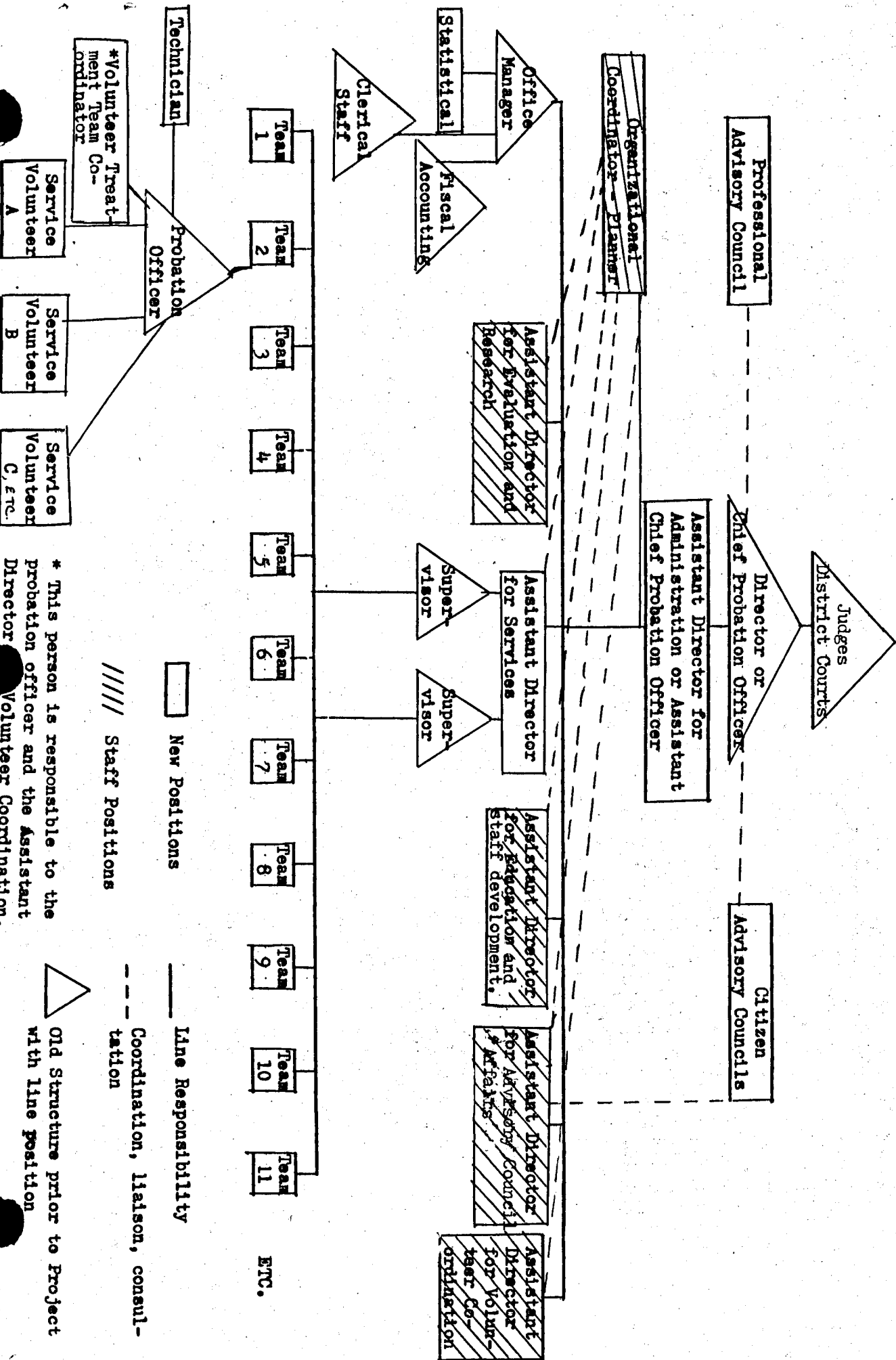
The advisory council should have a personnel committee to assist the administration in recruiting and screening of personnel for the probation system.

To attract, train, hire, competent personnel, and obtain new management skills, needs active recruitment techniques. Volunteers from business and professionals in the community can help provide these skills. Volunteers from the community can help recruit and provide the staff functions and personnel that are needed to achieve these goals.

Each advisory council should be free to formulate its own structure to accomplish its purposes and goals, but project experience seems to indicate the necessity for the correctional system to look out and provide staff to assist the advisory councils. Through this assistance communications are much better maintained and this responsibility seems to rest with the system.

The full significance and the application of our model has not been realized. It is believed that the project should be expanded, both geographically and in personnel, to further test its potential while providing juvenile probation services along with the adult probation services.

Recommended Organizational Chart for Geographical Expansion of Project



* This person is responsible to the Probation officer and the Assistant Director

Old Structure prior to Project with line position