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The Ohio Parole Officer Aide Program



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AN EXEMPLARY PROJECT

THE OHIO PAROLE OFFICER AIDE PROGRAM

BY

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with the assistance of

Paul Chernoff,
Chairman, Massachusetts Parole Board

NCJRS

AUG 31 1978

ACQUISITIONS

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FOREWORD

The National Advisory Commission on Criminal Justice Standards and Goals urged correctional agencies to take "immediate and affirmative action to employ capable and qualified ex-offenders in correctional roles." The Parole Officer Aide Program of Ohio carries out the spirit of the recommendation and demonstrates its practical value.

The benefits are decidedly mutual. Ex-offenders are allowed to attain paid professional positions — careers which they, their families and the communities can respect. The empathy and special perspective which the Aides bring to their work have added a positive new dimension to Ohio's parole services.

Gerald M. Caplan
Director
National Institute of Law Enforcement
and Criminal Justice

June 1976

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CHAPTER 1 PROJECT SUMMARY

Typically, parole officers and parolees represent two widely divergent cultural and economic worlds. The parole officer speaks the language of the middle-class professional. The parolee speaks the language of the city block and the cell block. Often, the distance between the two worlds may impose an additional barrier to the difficult objective of parole supervision--that of easing an individual's adjustment from institutional dependency to self-sufficiency on the outside.

The Ohio Adult Parole Authority has confronted this problem by establishing a program of parole supervision using ex-offenders as Parole Officer Aides (POAs). Carefully screened and trained ex-offenders work under the supervision of a Senior Parole Officer, handling their own caseloads and developing job opportunities for parolees. Since the Aides are former parolees themselves, they are particularly aware of the attitudes, needs and potential problems of parolees. And at the same time, the POA program creates viable employment opportunities for ex-offenders. Developed in 1972 by the Adult Parole Authority of the Ohio Department of Rehabilitation and Correction, the program has successfully integrated the ex-offender Aides into the state's existing parole organization and provided them with real opportunities for career development.

Recognizing the importance of employing qualified ex-offenders in responsible jobs within the correctional system, LEAA's National Institute of Law Enforcement and Criminal Justice has designated the Ohio Parole Officer Aide Program an Exemplary Project. This manual documents Ohio's experience with the selection, training, employment, and evaluation of its Parole Officer Aides. Though based on the organization of parole services in a single state, the effort described here will hopefully stimulate further development and adaptation of the concept in other parole jurisdictions.

1.1 Overview

The Adult Parole Authority (APA) believes that using ex-offenders as Parole Officer Aides benefits the correctional system in a number of ways:

- From the ex-offender's point of view, the program provides solid career opportunities, a worthwhile and prestigious job and a tremendous motivation to remain "straight."
- From the parolee's point of view, the program means that parole can be a period of comradeship as well as supervision. When your parole supervisor could, in theory, have lived in the same cell as you, there is reason to trust him. Through the POA, ex-offenders get a fresh view of the Parole Authority--a view that shakes up stereotypes.
- From the Adult Parole Authority's point of view, the program opens up new and more candid channels of communications. Based on his own experience as inmate and parolee, the Aide is able to serve as a counseling resource to Parole Officers. Since Aides are generally employed in their local communities, they are knowledgeable about local services and more importantly "streetwise" regarding people and places to be avoided by parolees.

In spirit and substance, the Ohio program is fulfilling the recommendations of the National Advisory Commission on Criminal Justice Standards and Goals:

Correctional agencies should take immediate and affirmative action to recruit and employ capable and qualified ex-offenders in correctional roles.

1. Policies and practices restricting the hiring of ex-offenders should be reviewed, and, where found unreasonable, eliminated or changed.
2. Agencies not only should open their doors to the recruitment of ex-offenders, but also should actively seek qualified applicants.

3. Training programs should be developed to prepare ex-offenders to work in various correctional positions, and career development should be extended to them so they can advance in the system.*

Consistent with these standards, the Parole Officer Aide Program was designed and implemented to integrate the ex-offender as a professional staff person within the correctional system. The POA project currently employs 26 Aides in parole units throughout the state.** In anticipation of LEAA grant termination in 1977, the APA has converted 12 Aide positions to civil service funding and plans to gradually phase all 26 slots onto the state payroll. *The intention of APA is to make the position of Parole Officer Aide a legitimate step in the career ladder of a professional Parole Officer.*

A study conducted in 1974*** showed that 16 states had programs which utilized ex-offenders as parole officer aides. However, unlike many programs which employ the ex-offender as an aide with limited caseload responsibilities, the POAs in Ohio are assigned a caseload of roughly 30 parolees and are required to provide "supervision comparable to the supervision of professional officers." The Ohio POA, therefore, is given the kind of responsibility which elevates his or her status within the correctional system to more than that of a paraprofessional aide. Ohio POAs are given parole supervision responsibilities and the opportunity to advance their own careers within the Department of Rehabilitation and Corrections.

The Ohio POAs come from diverse backgrounds, although almost all have had blue collar jobs. Their previous occupations range from

* National Advisory Commission on Criminal Justice Standards and Goals, *Corrections* (Washington, D.C.: U.S. Government Printing Office, 1973), p. 478.

** Thirteen Aides were hired in 1972, twelve in 1973 and twelve in 1974. Due to promotions, turnovers, and attrition, the current total stands at 26.

*** Joseph E. Scott, Ramon R. Priestino, and Harry E. Allen, "The Parole Officer Aide Program in Ohio: An Exemplary Project," *The Program for the Study of Crime and Delinquency*, The Ohio State University, December, 1975, p. 9.

welder, roofer or landscaper, to less skilled jobs such as porter and gas station attendant. The Aides' formal education is considerably less than that of the average Parole Officer; only one has a college degree and 15 have completed high school. (The APA encourages the Aides to further their education by allowing 10 hours of paid educational leave a week.) Four of the current Aides are women and 13 are Black. In terms of previous criminal conduct, the experience of Aides proves that they are not just token ex-offenders. The number of arrests ranges from one to 21, with an average of 6.2 arrests per Aide. The number of convictions varies from one to 21, with an average of 4.2 convictions for offenses including murder, manslaughter, robbery, assault and battery, bad checks, auto theft, burglary, and receiving stolen goods. The actual time Aides have spent in prison ranges from 11 months to 10 years, with an average incarceration time of 51.3 months.*

Despite the severity of their prior records, Ohio POAs have been extremely well received within the correctional system and have proven to be effective parolee supervisors and counselors.

1.2 Accomplishments

Compared to regular Parole Officers, how well do Parole Officer Aides perform their job? To find out, the APA contracted with the Program for the Study of Crime and Delinquency of the Ohio State University to conduct a three-year evaluation of the Parole Officer Aide project. The study examined the effectiveness of the Aides by comparing their performance with a group of Ohio Parole Officers. A number of evaluative techniques were used, including an attitudinal questionnaire, in-depth interviews, field workers' reports, unit supervisors' ratings, a survey of inmates, and a survey of parolees supervised by Aides and Parole Officers.

Student observers assisting with the evaluation ranked the Aides' ability to relate to and aid parolees higher than that of Parole Officers. Moreover, parolees indicated that Aides were generally more concerned and sensitive about the types of problems they face on release than were the Parole Officers. Additionally, parolees felt that the Aides maintained a higher level of contact--whether in person or by phone--than did Parole Officers. Although the higher level of contact may be due simply to the fact that Aides

* Scott, Priestino, and Allen, op.cit., p. 36.



are often assigned parolees who need a higher level of assistance, the Aides have clearly proven themselves adept at establishing rapport and communicating with parolees.

In addition to reducing the social distance between parolee and parole supervisor, by providing meaningful and responsible jobs for ex-offenders, the Ohio APA has set an example for other state agencies and private businesses to follow. The success of the POA program is the success of its ex-offender Aides. Even if POAs choose not to pursue a career within the Department of Corrections in Ohio, the experience may place them in a better competitive position for other jobs.

Finally, by working with a former offender as a co-worker, many of Ohio's Parole Officers have acquired a new understanding of ex-offenders. This point is best illustrated by the experience of a Senior Parole Officer assigned to supervise an Aide:

Initially, I was totally opposed to this program. I saw it as a high-risk venture with no returns. I was sure we were asking for big trouble by hiring our former clients. But, I guess, I've had to take it all back. The Aide in our office has helped me understand why parolees act like they do sometimes. It makes sense when an Aide explains why a parolee of mine can't seem to get his act together--to cope with day-to-day living. Also, the Aide helps the parolees understand why we have some of the rules we do.

Working as peers, the POAs and the Parole Officers are sharing knowledge and information which ultimately benefits both the correctional system and the parolees it serves.

Needless to say, Ohio POAs are expected to share the APA's ultimate goal of maintaining community safety by providing supervision sufficient to minimize the rate of recidivism and parole violations among the state's parolee population. And, though precisely comparable statistics are not available, the evidence suggests that parolees under POA supervision present no greater risk to the community than their counterparts on regular PO caseloads. (For detailed results and costs see Chapter 6.)

And what about the POAs themselves? Do they backslide? According to the APA, POAs have proven to be no more of an employment risk than regularly recruited Parole Officers. The key issue, of course, is overall quality of service. And the APA feels that, if anything, their POAs have improved the quality of services available to parolees.

1.3 Guide to the Manual

In the remaining chapters of this manual, the organization and operations of the Ohio POA program are discussed in detail. Chapter 2 describes the organization of Ohio's corrections system, noting the receptivity and commitment which has had a significant impact on POAs' ability to succeed within the Ohio system. Chapter 2 also discusses the specific organization of the parole units where POAs are situated, and the administrative and supervisory responsibility for the work of the POA.

Chapter 3 explains the recruitment and selection process established for POAs. Some of the critical issues related to the career potential of the POA position are explored. Because Ohio's Department of Rehabilitation and Corrections falls within the purview of civil service regulations, the promotion of Aides to regular Parole Officers was a major accomplishment. Ohio's solution to the integration of Aides within the civil service system and, ultimately, the Department of Rehabilitation and Corrections, is also discussed in this chapter.

Chapter 4 describes the formal training program developed by APA for the POA recruits. The design, content, and methods of the pre-service formal instruction are detailed along with the requirements of the POAs' six-month on-the-job training period.

Chapter 5, Operations, provides a discussion of the activities and responsibilities of POAs. Beginning with the assignment of cases, the POA program's system for case supervision is described. In addition, this chapter explores the four principal duties of the POA: case management, job development, speaking engagements, and other parolee support activities.

Chapter 6 presents the results of the Ohio State University study of the POA project and explains the major cost factors associated with operating a program of this type.

In Chapter 7, attention is given to the issues which may affect the degree to which the operations and approach of the Ohio POA project can be replicated in other communities.

Finally, Chapter 8 discusses future research needs and prescribes an appropriate evaluation design for monitoring the performance of Parole Officer Aides.

CHAPTER 2 THE PAROLE OFFICER AIDE PROGRAM ADMINISTRATION

The Parole Officer Aide position has been completely institutionalized within the structure of Ohio's Department of Rehabilitation and Correction. POAs are part of the regular structure of parole units. With only limited exceptions they perform tasks similar to Parole Officers and are subject to the same supervisory guidelines. By placing Aides within the existing parole organization, fellow workers accepted them as peers more easily and the Aides accepted the seriousness of their jobs more readily. This chapter describes the organization of corrections services in Ohio and the position of the Parole Officer Aide within that system.

2.1 Organization of Parole Administration and Supervision

Formerly a division of the Department of Mental Hygiene and Correction, the Ohio Department of Rehabilitation and Correction was established in 1972. The legislated reorganization plan was implemented to achieve stronger and more effective operational linkages between the services available to offenders confined in the institutions and those provided after their release. The Department is organized into five major divisions:

1. Institutional Services, which operates Ohio's eight penal institutions;
2. Parole and Community Services, which governs parole and probation services;
3. Administrative and Fiscal Operations, which is responsible for planning, programming and related administrative operations;
4. Planning and Research, which controls research, program and facilities planning; and

5. Personnel, which performs personnel administrative functions.

Figure 1 on the following page depicts the overall organization of the Department.

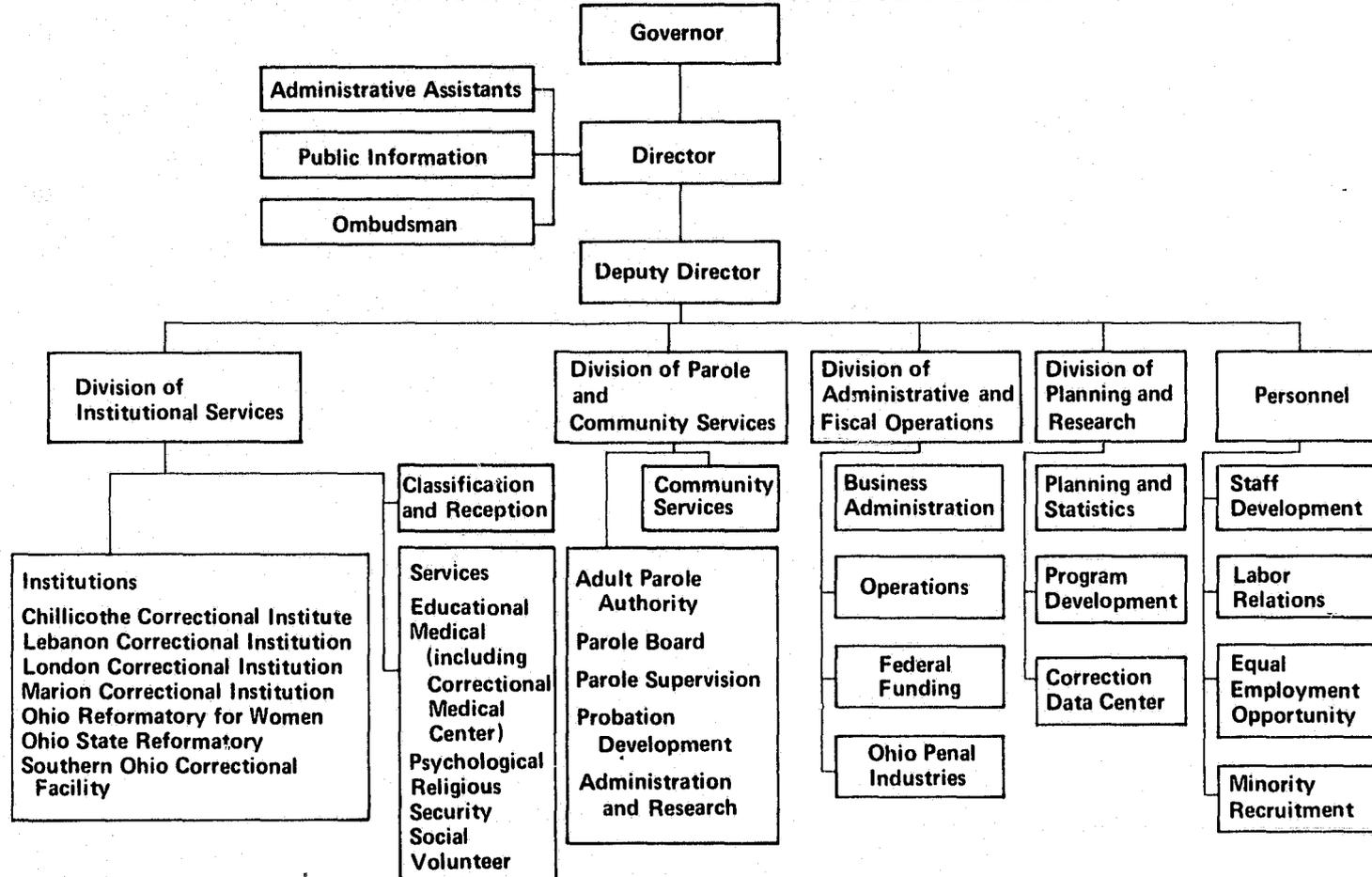
The Division of Parole and Community Services was created to place a greater emphasis on those aspects of the correctional system that relate directly to the community. The Division includes the Adult Parole Authority, established by the legislature in 1965, and the recently created Community Services Bureau. The Community Services Bureau is responsible for the operation of community-based correctional programs, which were previously operated by the Adult Parole Authority.

Responsible for providing parole and probation services across the state, the Adult Parole Authority employs approximately 200 Parole and Probation Officers. In urban areas, parole and probation services are provided through separate units. However, in small towns and rural areas, officers will often be asked to supervise both probationers and parolees. Each year a total of 10,000 offenders are under supervision. Usually no more than 4,500 cases will be under supervision at any one time.

The principal agency responsible for the Parole Officer Aide Program, the APA, consists of four divisions and has a total of 496 employees. The Authority is administered by a Chief appointed by the Director of the Department of Rehabilitation and Correction. Each of the four divisions described below is headed by a Superintendent:

- Parole Board. The Parole Board consists of seven members, including a chairman designated by the Chief of the Adult Parole Authority. The Board visits each institution on a monthly schedule to review and consider individual cases for parole.
- Parole Supervision. This division has the direct responsibility for supervising persons paroled or conditionally paroled, guided by the goals of rehabilitation as well as public protection.

**Figure 1
ORGANIZATIONAL CHART
DEPARTMENT OF REHABILITATION AND CORRECTION**



- Probation Development. Probation Development was created in 1965 to provide state-level assistance to local counties in developing and expanding probation services. (Prior to Probation Development, all probation services were county responsibilities.) Currently, 55 of Ohio's 88 counties receive state probation services. State assistance is expected to continue to grow.
- Administration and Research. This division is responsible for developing and monitoring new program services, especially those involving Federal grants. Additional functions include record-keeping and fiscal planning.

Figure 2 shows the organizational structure of the APA.

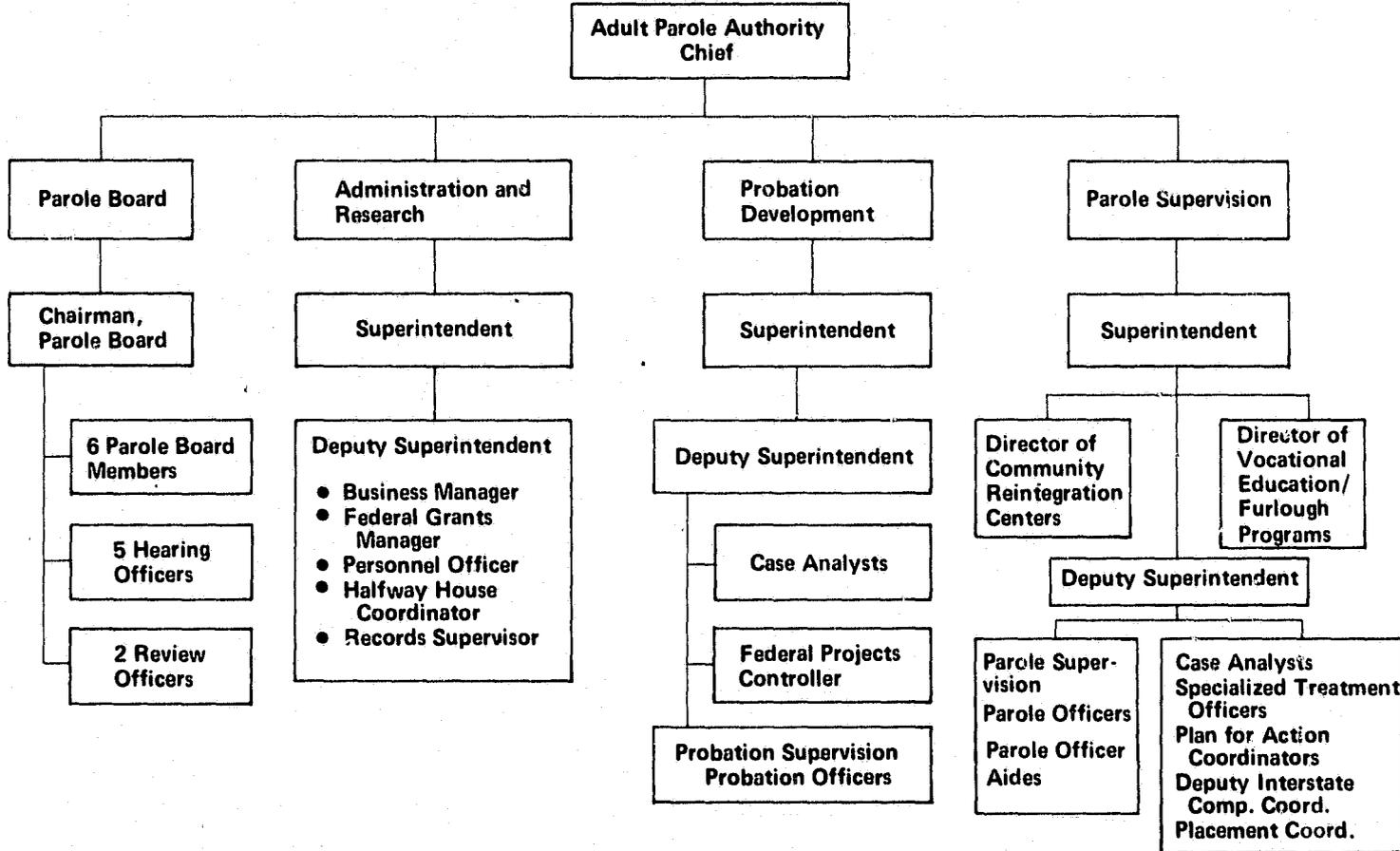
Ohio has a decentralized parole supervision network consisting of five large geographical regions. Boundary lines for regions parallel the appropriate county lines of Ohio's eighty-eight counties. Each region is divided into districts which represent major population centers. The regions are then further subdivided into thirty-one parole units.

Each region is administered by a Regional Supervisor. The Regional Supervisors have previously served as Parole Unit Supervisors and are former Parole Officers. All Regional Supervisors are appointed by the Chief of the Adult Parole Authority. The duties of a Regional Supervisor include general management of units within the region, hiring and firing personnel, and determining fiscal needs. Final decisions on regional funding and staff requirements are made by the Parole Supervision Superintendent. The Regional Supervisor is responsible for insuring that parolee caseloads are evenly distributed among units and within units in the region, but is not involved in the actual caseload assignment process.*

Each parole unit, responsible for either a designated geographical area or for a specialized caseload (e.g., alcohol or drugs), is directed by a Unit Supervisor. The unit is typically staffed by a Senior Parole Officer, several Parole Officers and, in 17 of the 31 parole units, by Parole Officer Aides. Parole caseloads are

* Caseload assignment is discussed in further detail in Chapter 4: Operations.

Figure 2
ORGANIZATIONAL CHART
ADULT PAROLE AUTHORITY



divided among the unit staff according to geographical area or specialty of service. In counties where state probation services are present, some Parole Units handle caseloads of probationers. However, Parole Officer Aides are generally not assigned probationers.

2.2 Project Development

It's no accident that a worthwhile and sensible use of ex-offender skills was established in the Ohio Parole System. The Adult Parole Authority has consistently displayed a strong commitment to providing the ex-offender with a range of supportive services. One APA program, organized in conjunction with local Lions' Clubs, provides counseling and emergency loans to parolees. Recognizing the difficulties parolees face in finding jobs, the APA also created a program to provide parolees vocational training and assistance in securing employment. Still another program, "Operation Prevention," paved the way for the APA's use of Parole Officer Aides. This program utilized ex-parolees as speakers before high school and civic audiences to describe the consequences of criminal activity. Enthusiastic audience reception and strong ex-parolee participation led the APA to consider the possibility of employing ex-offenders on a full-time basis.

In developing the concept of a Parole Officer Aide Program, the APA wished to capitalize on the experiences of former parolees, providing another means of effectively assisting parolees with their post-release adjustment problems. In addition, the program would serve two other equally important agency priorities. First, the APA felt that it was important and necessary to take the lead among state agencies in hiring the ex-offender. Realizing the contradiction of encouraging other agencies and private business to employ former offenders when few worked for the Department of Corrections, the APA decided to demonstrate its commitment and willingness to employ ex-offenders. As Ray Giannetta, Chief of the Division of Parole and Community Services, explains:

It troubled us that we were forced to rely so heavily on community agencies and local businesses to take the first step in giving the ex-offenders a chance. We decided that it was a natural and appropriate step for us to take.

Secondly, the program was viewed as a vehicle for reducing parole caseloads--in 1972 some Parole Officers were managing caseloads of 75 parolees. Currently, Parole Officers manage caseloads ranging from 50 to 60 parolees.

In 1971, Ray Giannetta, then Chief of Parole Supervision, and Nick Gatz, the Superintendent of Administration and Research, developed the initial concepts and format of the program. Both had previously been Parole Officers for many years and were convinced that such a program could succeed. However, recognizing that line staff might resist the idea of working side by side and sharing responsibilities with former parolees, the Parole Superintendent sought to create an interest on the part of Parole Officers in the program's success. Stimulating this interest involved three important actions by the APA:

- Unit Supervisors were requested to submit the names of former parolees for Aide positions. By involving Unit Supervisors in the hiring process, it was hoped that they would have a stake in their candidates and their successful development as Parole Officer Aides.
- The Superintendent of Parole Supervision addressed Regional and Unit Supervisors explaining that the Ohio APA was attempting to create an innovative, pilot program. Giannetta emphasized the uniqueness and experimental nature of the program, stressing that the support of management would be important if the program were to succeed. Resentment was voiced by a minority who felt that "... now they're giving cons our jobs." However, Giannetta countered by touting the potential Aide as a resource for crisis situations and particularly difficult cases--a staff position that would assist regular Parole Officers in managing their own caseloads more efficiently and effectively.
- The Project Director was chosen from existing APA staff. By choosing a Parole Unit Supervisor as Project Director the planners believed that the program would be viewed by staff as a part of the organization, not as a special project with alien management.

This strategy succeeded. Initial resistance quickly faded as parole units began to realize that they were participating in a unique project, providing professional responsibilities to ex-offenders who also had much to offer the APA.

2.3 Project Administration

The Parole Officer Aide Program is administered by a Regional Supervisor in Columbus, Nick Sanborn, who, as a Unit Supervisor in 1972, was chosen for the position because of a strong interest and involvement in "Operation Prevention." Functioning as the Project Director, he is responsible for overall program supervision, including hiring and training new Aides and developing all regulations and guidelines for the program. However, the direct supervision of Aides is handled by the Unit Supervisors and Senior Parole Officers in the units. The Superintendents of Parole Supervision and Administration and Research, and the Chief of the Adult Parole Authority consult with the Project Director on any key policy or personnel problems.

The Project Director exercises a flexible management control over the Aides, preferring that any problems or grievances be resolved at the unit level as they would be for any other Parole Officer. As Sanborn explains:

The reason we have POAs is to make the parole unit sharper, stronger, and more responsive. We want them to be loyal to the unit and vice versa. They should be loyal to the unit, not to me.

Aides are required to submit a monthly report on their activities and indicate any problems they are encountering.* This allows the Project Director to maintain some contact with the Aides and to be aware of their general activities. Additionally, the Project Director periodically contacts Unit Supervisors and Senior Parole Officers supervising Aides to obtain feedback on the Aides' work. Their feedback serves as valuable input for the selection and training of new Aides.

In the assignment of responsibilities to POAs, the program has developed a flexible policy which permits Unit Supervisors to exercise some degree of discretion. Some of the Aides perform a job development function full-time for the entire unit, while others do it only for their caseloads. Some of the Aides are engaged in speaking assignments on a limited basis, while others are not.

* A copy of this monthly reporting form is contained in Appendix A.



The Aides are not expected to, and in fact do not, perform any distinguishing role in the supervision of clients. That is, they do not necessarily see themselves as special advocates within the units for the parolees. On a spectrum of advocate to "enforcement-type" Parole Officer, the Aides are distributed as a group in a manner similar to that of a group of regular Parole Officers. The only area where the Aides seemingly may be more advocate-oriented than Parole Officers is in securing employment for their clients.

The POA is required to attend a weekly staffing meeting with the Senior Parole Officer to review all assigned cases. The cases of Parole Officers are also reviewed weekly, but by the Unit Supervisor. However, unlike cases supervised by POs, the Senior Parole Officer is required to visit the homes of POA clients at least once a month in order to corroborate information provided by the POA at the weekly meeting. In all other respects, the administration of the POA Program parallels the style and operations of the individual parole units to which each Aide is assigned. *Once POAs are selected, trained, and assigned, the policies and procedures of the parole unit dominate the activities and responsibilities of the POA.*

CHAPTER 3 POA RECRUITMENT, SELECTION, AND CAREER DEVELOPMENT

Parole Officer Aides not only perform tasks similar to regular Parole Officers, but can actually become Parole Officers. The APA realizes that to have a career, a career ladder must be established. Almost half of the project's current positions have been converted to civil service status within a classification scheme which permits promotion to regular Parole Officer positions or other positions inside the Department of Corrections. And ex-offenders employed as Aides are clearly in a good position to obtain employment on the outside. This chapter describes the process APA has used in recruiting, selecting, and establishing a career ladder for POAs.

3.1 Recruitment

- *James A. is 27 years old and has spent one third of his life in prisons and reformatories. He is now a Parole Officer Aide and has been one since 1973. Paroled in 1972 from the Ohio Penitentiary, James was referred by his Parole Officer to a self-help therapy group at a local Y. James enjoyed the give and take discussions of the therapy group. It became a focal point in his life. He liked talking to people--hearing their experiences and sharing his troubles and successes. James often talked to his Parole Officer about his enthusiasm for this activity. His Parole Officer suggested that he might be interested in becoming an Aide. James was. Now he counsels others with similar problems and helps them deal with life outside the walls.*

- *John L. specialized in burglary. Released on parole several years ago, his Parole Officer helped him find a well paid construction job. It was the first time John had ever made more money in an honest job and enjoyed it. Walking home from work at night, John noticed the neighborhood kids standing around, looking for something to do. He sensed they were heading for the same path he was trying to leave. He talked to his Parole Officer about where these kids were going. His Parole Officer suggested that he become involved in "Operation Prevention"--an APA speaking program to high school audiences about the consequences of crime. Soon John was spending almost every spare moment he could talking to high school audiences. John successfully completed Parole and a few months later, at his Parole Officer's suggestion, decided to become a Parole Officer Aide.*

In recruiting candidates for Aide positions, the Parole Officer Aide Program looks for ex-offenders who exhibit an interest in the work of the Parole Authority, who have worked in community programs which use ex-offenders, and who are identified as "naturals" for the supportive counseling role they will play in supervising a parolee caseload. At the present time, the program is experiencing no difficulty in recruiting interested and qualified applicants. Although there are no vacancies due to a state budget freeze, there is currently a backlog of approximately 200 candidates.

James A. and John L. were both referred to the program by their Parole Officers. This kind of support from regular Parole Officers has been vital to the program's success. However, this support was not immediate; it had to be won.

The initial recruitment of Aides for the first 13 positions was complicated by the "newness" of the idea that ex-offenders would be supervising parolees. Parole Officers in many of the Units were skeptical about the suitability of former parolees as parole supervisors. The Project Director traveled to the parole district offices to explain the project to parole units in the area and attempted to create an environment of understanding and enthusiasm for the project. As a result of this effort, and the favorable

reputation established by the first group of Aides, parole units have consistently furnished the APA with an ample supply of POA candidates.

As new POA prospects are identified within the individual parole units, recommendations are sent to the Regional Supervisors and to the Project Director for approval. Qualified applicants are screened at the unit level, the Regional Supervisor level, and finally by the POA Project Director and other top administrators of the Adult Parole Authority.

3.2 Selection

Since the inception of the Parole Officer Aide Program, the following eight criteria have been used as general guidelines in selecting interested applicants. Devised by the Project Director, these criteria are viewed as helpful but not exclusive determinants of an individual's capability to function as an effective Aide.

- Age and maturity. Although no particular age requirements are specified, candidates in their 20's or older are generally preferred. It is believed that these individuals tend to be more mature and stable. At the present time, the Aides range from 22 to 55 years, with an average age of 30.
- Former parolee. Although parole units in Ohio do handle probation caseloads, the focus of the POA Program is on having ex-parolees supervise parolees.
- Not on parole previous six months and steadily employed. By requiring that individuals demonstrate their ability to secure or hold a job after parole termination, the program hoped to deter former parolees who were merely seeking a job and to attract individuals with a strong commitment to this type of work. Furthermore, the ability of a parolee to maintain steady employment was seen as a significant mark of stability.

- No major history of assaultive crimes. Individuals with a long history of assaultive offenses and generally antisocial behavior are excluded from consideration. (Although a number of current POAs were convicted of assaultive-type crimes, their total criminal history did not warrant their exclusion.)
- No pending charges. Anyone facing legal charges is not eligible for program consideration until after disposition of charges.
- Intelligence and communicative abilities. Recognizing that parole counseling skills are not necessarily learned in the classroom and that most offenders typically possess a low level of educational attainment, the program chose not to establish educational requirements. However, applicants must demonstrate average intelligence and communicative abilities in the personal interviews.
- Free of psychopathology. Although no psychological tests are administered to applicants, institutional and parole files are examined to see if the individual has previously displayed abnormal or deviant behavior.
- Credit check. Applicants are not considered if they have major outstanding debts or are in arrears in child-support payments. Lack of debts is felt to be an important indicator of an individual's responsibility and stability.

Interested applicants are required to complete a standard Ohio Civil Service Application Form which requests information on age, health, marital status, employment history, educational background, and other standard personnel information. The applicant also must provide three references. Each applicant is then carefully considered in a progression of interviews conducted by a Parole Officer (either the one who supervised the applicant when he or she was a parolee or another Parole Officer from the same unit), the Unit Supervisor, the Regional Supervisor, and the Project Director.

Typically, the interviewer is the applicant's former Parole Officer, a person who knows him well. The Parole Officer probes for motivations, tests whether the applicant can take the responsibility and conflict involved in parole supervision. After the interview, the Parole Officer submits a detailed recommendation which encompasses the past--the term in prison--as well as the present. The recommendation is forwarded to the Unit Supervisor and discusses the applicant in relation to the following:

- prison and parole records;
- screening criteria;
- nature of current employment; and
- general interpersonal and coping skills.

Upon favorable recommendation, and if a vacancy exists, the POA candidate proceeds to additional interviews with the Unit Supervisor and the Regional Supervisor, each of whom may disapprove the candidate, thus terminating the application procedure. These two interviewers focus on the applicant's capability to serve as a professional counselor to parolees. Specifically, they look for a number of attributes desirable for any Parole Officer position, including the following:

- a common-sense understanding of the objectives and rationale for parole supervision;
- general communicative skills;
- knowledge of community resources and the ability to use them appropriately; and
- an understanding of how to develop a helping relationship.

POA applicants approved by the Unit Supervisor and Regional Supervisor are finally interviewed by the Project Director. (In some cases, other APA administrators with a special interest in or knowledge of an applicant may also conduct an interview.) The Project Director, who travels to the regional offices to interview candidates, serves as the final and decisive screener. At this stage, primary attention is focused on determining whether the candidate can successfully negotiate the transition from parolee to parole supervisor.

Since one of the goals of the Parole Officer Aide Program is the assignment of Aides to their local neighborhoods, the Project Director also attempts to assess the candidate's status in the community. For example, individuals who are perceived as exceedingly passive or overbearing and authoritarian within their community are not considered suitable for the role of counseling and supervising peers. Additionally, the Project Director explores the applicant's prison reputation. Individuals with unfavorable reputations (e.g., a "snitch" or a "punk") will not be respected by former inmates and are not likely to develop a successful relationship with parolees. Finally, the applicant's general stability and maturity are also considered. Clearly, individuals who have been incarcerated for a long period face problems in adjusting to community and family living. However, if the individual seems concerned about his or her family and has been able to hold some type of employment during and after parole, the Project Director will favor such an applicant.

In defining appropriate selection procedures, a conscious decision was made not to use psychological or intelligence tests for screening purposes. The Project Director was simply not convinced that such tests would adequately predict a former parolee's ability to function as a parole counselor and supervisor. Rather, the project chose to rely on the judgments of parole officials familiar with both the parolees under consideration and the general skills necessary to serve as an effective Parole Officer. The Project Director believes that this has proven to be a successful strategy and points to the fact that only four terminations have been necessary and one Aide has received a Governor's Commendation for his action in finding and returning a stolen bank envelope containing \$37,000.

Since the inception of the Ohio program, 37 ex-offenders have been hired as Parole Officer Aides. Over time, 11 Aides have terminated. Four were asked to terminate voluntarily because it was felt they were unsuited for the job (excess absenteeism, discourteous to clients, and one felony arrest); three Aides were promoted (two to Parole Officers and one to Case Aide in a Community Reintegration Center); and four Aides resigned to accept other jobs outside the civil service or to enroll as full-time college students.

3.3 Career Development

In designing the Parole Officer Aide project, the Adult Parole Authority was sensitive to prevailing criticism concerning the lack of real job advancement opportunities within many positions created for the ex-offender. Consequently, steps were taken to assure at least a minimum of job security and a modest career development program for the Aides. The original LEAA grant for the establishment of the POA program provided funds for 13 Aide positions. Though continuing funds would permit the program to hire a total of 27 Aides, program planners realized that LEAA funding would terminate in 1977, possibly eliminating all of these positions. To minimize this risk, APA officials worked with the State Department of Personnel to ensure the conversion of Aide slots from grant funding to civil service status within the Department of Corrections. During the first three years of LEAA funding, 12 POA positions were converted to permanent civil service status. Currently, 16 of the 27 positions have been approved by the state; the remaining 11 may be approved once the current state hiring freeze is lifted.

Job Classification

Initially, to facilitate the transition from grant funding to state support, an existing civil service position was selected to provide a job classification and salary level for Parole Officer Aides. This position--Caseworker--did not require a college degree: previously the series had been used exclusively for case aides in the Department of Welfare and Mental Health.

For POAs, the Caseworker series contained two levels. Aides were hired at the Caseworker I level at a salary of \$7,238. Upon completion of formal training, Aides who passed the Caseworker civil service examination* were promoted to Caseworker II receiving certification and a starting salary of \$7,696.** As an entry-level

* This examination was not administered to the first 13 Aides, since prior to the POA Program no such requirement was placed on Caseworkers.

** Certification provides an employee with permanent status in the civil service. Certification is obtained by passing the examination for a desired position or serving two years in the same position. Since there was no existing examination for the

position, the Aides were able to qualify for status as Caseworker II when no other civil service category within the Department of Corrections would have been possible given their previous work and educational experiences.

In 1975 the position of Parole Officer I, the entry-level position in the Parole Officer series, required a minimum of 30 college credits and offered a beginning salary of \$8,694. As vacancies for Parole Officers become available, preferential consideration is given to applicants with appropriate qualifications who have passed the state civil service Parole Officer examination. Applicants are ranked according to a combination of test scores, education and experience. The Department of Personnel is required to contact applicants for vacant positions in order of their scored rank. Because of their lack of formal credentials, Aides were often hampered in competing for promotions to Parole Officer status. In addition, many of the Aides hired at the start of the program had not received certification (i.e., had not yet passed the Caseworker civil service examination) which further impeded efforts to promote those Aides who were deemed eligible. To succeed in promoting an Aide required an elaborate amount of paperwork and labor on the part of the Project Director for what would normally be a simple procedure in the civil service system.

Since an increasing number of POAs demonstrated an ability and interest in correctional work, the APA looked for a more effective and speedy method for enabling POA promotions. To eliminate one barrier to the promotion of Aides--their placement in a non-correctional civil service series--in January 1976 the APA established a special Parole Officer Aide series with four steps. Under this classification, POAs receive a starting salary of \$8,195 with annual 5 percent increases for four years. The new series falls directly under the normal Parole Officer classification. In addition, the job description and requirements for Parole Officer I have been reclassified to expedite the promotion of eligible Aides at any point in time. A college background is no longer required. Instead, experience and knowledge in counseling, completing forms, and governmental organizations may be substituted.

Caseworker series, the Adult Parole Authority in conjunction with the Department of Administrative Services created a Caseworker examination designed especially for the Parole Officer Aides.

Since an Aide will obviously possess this knowledge, promotions may now occur at any time after completion of the required civil service probationary period. *The generation of this new civil service series not only provides the Aides with a greater degree of credibility within the Department of Corrections but places them in a position to be considered as qualified competitors with other certified candidates awaiting Parole Officer vacancies.*

Educational Leave

The Ohio civil service system allows employees ten hours of paid educational leave a week. The APA has strongly encouraged Aides to take advantage of this educational policy. This commitment to the career development of the POAs has been well used during the past three years. APA records indicate that of the 37 persons in the program to date, 26 have made some educational gain after their employment. Five have finished high school, 18 have worked on college degrees, one has received a college degree while in the program and two are working toward graduate degrees.

The Parole Officer Aide Program's strategy of encouraging paid educational leave and establishing a separate Parole Officer Aide series to facilitate career advancement for Aides is clearly an important accomplishment. In the final analysis the establishment of an effective career ladder system depends solely on the type of system defining the Parole Officer position and the goals of the agency sponsoring the POAs. Even in a system which employs the method of direct appointments, a career ladder can be realistic as long as the appointing authority is sympathetic to the goals of the program.



CHAPTER 4 TRAINING

The training provided to Parole Officer Aides consists of both formal training and a period of on-the-job training and supervision. The project has encouraged Unit Supervisors and other Parole Officers to assist in developing the skills of Aides and in promoting the interests and abilities of those Aides who demonstrate an interest in pursuing careers within the field of corrections. This commitment to the needs and interests of individual Aides has governed the development and implementation of the Parole Officer Aide training program.

4.1 Training Program Development and Design

Currently the training provided to new recruits in Ohio's Parole Officer Aide Program has two major components. First, newly-hired Aides participate in a 40-hour formal instructional sequence offered to new Parole Officers at Ohio's Correctional Training Academy. Secondly, Aides must complete a 6-month probationary period (a standard requirement for all Ohio Civil servants) of on-the-job training within the Unit to which they are assigned.

Though formal POA training is currently restricted to the same pre-service program offered to regular Parole Officers, in the early stages of the project, two special programs were implemented to introduce POA recruits to the parole system. In August, 1972, the first 13 Aides recruited by the APA were involved, prior to their deployment in the field, in a two-week (80-hour) seminar together with their future supervisors. During the first week, speakers from the Adult Parole Authority discussed the philosophy, goals and objectives of the POA Program, the use of community resources, and parole theory as it relates to the com-

munity. The second week was devoted to discussions of various models of communications with an emphasis on team building and practical planning.

Based on this initial training experience, the APA found that a broad, theoretical training approach was not entirely appropriate for the POA position. Rather, POAs appeared to need more rigorous, tailored instruction in four primary areas:

- the policies, procedures and philosophy of parole supervision and of the POA Program itself;
- the relationship between the Unit Supervisor and the POA, and between the Aide and his or her client;
- the fundamentals of interviewing and counseling; and
- the basic skills of reading and writing.

In response to these needs, the APA designed a revised and expanded (160-hour) training course. This course, administered in 1973 to the second wave of 12 POA recruits, was based on two key considerations. First, it was recognized that a group of POAs is likely to contain persons with broader differences in experience and skills than a comparable group of newly hired Parole Officers. To accommodate these individual differences, the new POA training program emphasized individualized learning.

Second, the 160-hour course design recognized that the average POA was not accustomed to academic-style instruction. Hence the new program became more sensitive to the problems of pacing and format by encouraging trainee participation through exercises involving "learning-by-doing."

The final goals established for the revised POA training program were comparable to the objectives which might be set for any parole officer training effort:

- to develop the communication skills necessary to work effectively with the parolee, the Parole Officers, the Unit Supervisor, other personnel within the criminal justice system, and outside resources and programs;

- to establish a productive "team relationship" with the Unit Supervisor, allowing the Aide to function independently with normal supervisory support; and
- to develop a thorough knowledge of the policies and procedures of the Department and the APA's philosophy of parole supervision.

To meet these objectives, Aides were also expected to acquire the same specific skills and knowledge required of a Parole Officer. In addition to developing the ability to complete various required reports (Placement Reports, Progress Reports, etc.), each trainee was expected to become thoroughly familiar with the following subjects:

- the structure and function of the Department of Rehabilitation and Correction, including the Adult Parole Authority;
- an overview of the criminal justice system;
- the state personnel benefits applicable to POA needs;
- the community resources in the POA's assigned area, and the entrance requirements of each organization;
- different counseling approaches appropriate for dealing with probationers or parolees;
- issues to consider in supervising parolees of a different racial group; and
- the substantive points of law as covered in H.B. 511 (the Ohio code governing the operation of the Department of Corrections and, subsequently, the Adult Parole Authority).

In establishing a clear notion of what specific activities might be included in POA training that are not taken into consideration when training regular Parole Officers, the APA conducted a careful needs assessment among staff who could best define the expectations which would be placed on POAs. The assessment--which involved interviews with APA administrators as well as regular POs--resulted in the specification of a number of activities and personal attributes important to the POA function. These included

the following:

- conducting meaningful counseling interviews;
- establishing rapport with the parolee and members of the community;
- identifying and developing community resources;
- writing and speaking clearly;
- handling authority and saying "no" when necessary;
- making decisions, developing treatment plans, and communicating with the client;
- maintaining objectivity; and
- dealing with law enforcement officials and other criminal justice personnel.

Specific training activities related to each of these requirements were incorporated in the training curriculum described below.

4.2 Curriculum and Training Approach

Personnel training for the Department of Rehabilitation and Correction is mainly provided by the Ohio Correctional Academy. Opened in 1970, and staffed by two full-time professionals, the Academy is the site for a wide range of regular programs as well as special sessions and workshops. APA's own full-time training coordinator developed the training program for the second wave of POA recruits and arranged their 4 weeks of residence at the Academy. The APA coordinator also assumed primary teaching responsibilities, although special guest lecturers and seminars were arranged.

Since the previous 80-hour course had demonstrated the inadequacy of an academic teaching approach, methods for the 160-hour course included a combination of "learning-by-doing" exercises, large group discussions, field trip observations, and lectures. And, consistent with the results of the needs assessment, the curriculum, summarized in Figure 3, reflected a substantial concern for developing Aides' basic communication and basic education skills.

Figure 3

160-HOUR CORRECTIONAL ACADEMY
PAROLE OFFICER AIDE TRAINING

| | Monday | Tuesday | Wednesday | Thursday | Friday |
|------------|--|---|---|--|---|
| WEEK ONE | <p>Registration, Introduction, Room Assignments</p> <p>Public Service Careers Orientation</p> <p>Explanation of Training Program</p> <p>Administration of Standardized Achievement Tests</p> | <p>Overview of Criminal Justice System</p> <p>Duties of Parole Officer (PO) and Parole Officer Aide (POA)</p> <p>Films and Videotapes related to Attica Prison Riot and Goals of Ohio's Correctional Department</p> | <p>Correctional Policies</p> <p>Tour of Correctional Institute</p> <p>Exploring a Communications Model</p> | <p>Merit System, Civil Service, Benefits</p> <p>Inmate Behavior</p> <p>Community Resources</p> <p>Review Duties and Responsibilities of POAs</p> | <p>Black History, Culture and Awareness</p> <p>Personal Health</p> <p>Nutrition</p> |
| WEEK TWO | <p>Basic Communication Skills (Interviewing and Group Meetings)</p> <p>Basic Communication Skills (Report Writing)</p> | <p>Basic Communication (Counseling Techniques)</p> <p>Counseling Alternatives</p> | <p>Tour of Correctional Facility. Introduction to different institutional Models</p> <p>POA's Case Load Management</p> <p>Forms Education</p> | <p>Tour (Tower Observation and Procedures)</p> <p>Observation of Control Centers Inside and Outside Security</p> <p>Jeep Patrols and Walking Posts</p> | <p>Communication Skills -- Public Speaking</p> <p>Basic Education (Math, Credit, Buying, Reading, Spelling)</p> |
| WEEK THREE | <p>Social and Psychological Factors Contributing to Criminal Behavior</p> <p>POA Group Tasks on Specific Case Studies</p> | <p>Basic Education (Reading)</p> <p>Basic Education (Spelling)</p> <p>Black History Videotape and Discussion Group</p> | <p>Drug Identification</p> | <p>Drug Identification</p> | <p>Adult Education (Spelling and Remedial Work)</p> <p>Film: Criminal Justice on Trial Review</p> |
| WEEK FOUR | <p>Free Day</p> | <p>Correctional Policy Inventory and Objectives</p> <p>Empathy Lab</p> | <p>Emergency First Aid</p> | <p>Review Civil Service Test</p> <p>Basic Education Review</p> <p>Film: Security, Custody, and Control</p> | <p>Civil Service Examination</p> <p>Feedback, Review and Dismissal</p> |

Since one of the primary functions of parole personnel is to counsel the newly-released offender, familiarizing POAs with various counseling techniques was considered a major function of the Aide training program. The Ohio Adult Parole Authority generally draws on four basic counseling approaches: Rogers' *Client-Center Approach*, Williamson's *Directive Approach*, Glasser's *Reality Therapy (Rational Authority) Approach*, and Carkhuff's *Facilitative Approach*. An Eclectic Model (selecting a mixed approach based on need) is also considered as a method of dealing with various types of clients and situations.

In the Aides' training program, the facilitative approach received primary emphasis. Briefly, this technique stresses the need for the parole supervisor to open channels of communication by encouraging the parolee to express emotions and by responding with understanding.* The major strength of teaching this approach to POAs is that it relies on their innate empathy for the feelings of the parolee. Since the APA realized that it was unrealistic to expect the POA to emerge from the training course with more than a rudimentary knowledge of counseling techniques, emphasis on this approach allowed the POAs simply to build upon their existing understanding of the parolee's situation.

The following outline summarizes the major topics covered in the counseling section of the POA training program. Additional detail on the contents of each of these topics is contained in Appendix B.

- I. Introduction: What do you know about counseling?
 - A. Communication Skills
 - B. Attending, Responding, Initiating Skills

- II. Approaches and Theoretical Background
 - A. Client-centered, Rogers
 - B. Directive, Williamson
 - C. Facilitative, Carkhuff
 - D. Reality Therapy, Glasser (Rational Authority)

* See R.R. Carkhuff, *Helping and Human Relations: A Primer for Lay and Professional Helpers*. New York: Holt, Rinehart, and Winston, 1969.

III. An Eclectic Model of Counseling

Focus on alternative methods of dealing with various types of clients and situations.

IV. Group Counseling

A. Mutual Concern Groups

1. Job seeking skills
2. Living skills

B. Personal-Social Skills Groups

1. Forming groups
2. Establishing rules for groups
3. Group leadership
4. Open-ended groups

C. Therapy Groups

V. Questions and Open Discussion

To date, the four-week program described here has been administered only once--to the second wave of POA recruits. Since that time, only two new Aides have been hired to fill vacancies due to turnover and promotion. Though these recruits were placed in the standard one-week Parole Officer program, the basic goals of the four-week training sequence have been retained in a six-month in-service training program. This training period, described in the following section, applies to all new Parole Officer Aides.

4.3 On-the-Job Training

According to the APA, the most valuable learning period for the POA consists of on-the-job training (OJT). Each POA operates under the close supervision of a Unit Supervisor for a full six months. This period also constitutes a probationary period for the Aide. During the six months of on-the-job training, Aides are introduced to local police, court and social service personnel, and gradually assume caseload assignments and other responsibilities. The POA must exhibit a grasp of a number of skill and knowledge areas. Each POA and Unit Supervisor is guided in the OJT effort by a checklist of "Established Training Needs at the Unit Level" (Figure 4). The checklist not only covers basic



knowledge areas (e.g., philosophy of corrections, the criminal justice system, legal aspects of probation and parole) but also specifies skill areas that the POA must master. Such skill areas include investigative techniques, counseling, and basic public relations with the community and other criminal justice agencies. In addition, each POA is required to perform a limited literature review and keep up with two or three nationally recognized periodicals in the field of corrections. The structure of the on-the-job training program varies from parole unit to parole unit. In some instances, the Unit Supervisor may choose to establish specific goals for the POA. In other instances, training activities may be defined by needs mutually arrived at by the Supervisor and the Aide during weekly staff meetings. The availability of the checklist, however, insures that the on-the-job training experience will not collapse into a period of "technical probation," where the Aide really performs regular job responsibilities with no special supervision and simply waits for the probationary period to end.

The training coordinator for the APA follows up on each of the Unit Supervisors who have been assigned POAs. At the end of the probationary period, the Unit Supervisor is required to review the checklist with the POA, define any training needs which have been unmet, and take positive steps to correct deficiencies in the POA's on-the-job training program. To date, no POA has failed to complete the probationary period. Like the APA, Aides consider this period critical to their understanding of their job requirements.

Figure 4
Checklist for Establishing Training Needs
at the Unit Level

- I. Philosophy of Corrections: Explain the difference between these four types.
 - A. Reintegration
 - B. Rehabilitation
 - C. Reform
 - D. Restraint

- II. Overview of Criminal Justice System: Explain court system, functions, and jurisdictions of the following: Emphasize how a case normally flows from arrest through convictions.
 - A. Municipal Court
 - B. Grand Juries
 - C. Common Pleas Courts
 - D. Appellate Courts
 - E. State Supreme Court
 - F. Federal Court System
 - G. Legal Terminology, i.e. bonds, Nolle Prosequi, Bound-over, various writs, affidavits, etc.

- III. Overview of the Department of Rehabilitation and Corrections:
 - A. Discuss the new structure of the Adult Parole Authority.
 - B. Explain the duties and responsibilities of line and management staff.

- IV. Legal Aspects of Probation and Parole:
 - A. Arrest Procedures
 1. Show how to correctly handcuff, or place restraints on a subject.
 2. Transportation of prisoners
 3. Follow-up reports
 4. State the Department's policy on gun control and its use.
 - B. Review the New Criminal Code, H.B. 511 and drug statutes.

- C. Explain the duties and functions of
 - 1. Parole Board
 - 2. Review Officers
 - 3. Furlough
- D. Explain the Morrissey Case, and the Gagnon vs. Scarpelli Discussion.

V. Investigative Techniques:

- A. Identify methods of obtaining information.
- B. Review methods of interviewing witnesses and recording information.
- C. Articulate methods of interviewing defendants or suspects.
- D. Plan an investigation.
- E. Court Records:
 - 1. Explain where and how to find various information pertaining to affidavits, warrants, dispositions, indictments, journal entries, etc., i.e., prosecutor's office, grand-jury secretaries, court clerks, etc.
 - 2. Use juvenile court records when available.
- F. Law Enforcement Agency Records:
 - 1. Explain how to locate information pertaining to past records (I.D. Bureaus), warrants, N.C. I.C., confidential arrest reports, etc.
- G. Personal Conduct:
 - 1. Stress proper conduct with regard to interpersonal relationships with clients, clients' families, agency staff members, etc., stressing courtesy, judgment and emotional control.

VI. Community Resources

- A. Identify the Community Resources in your area. Include State and Private agencies.
- B. Find out the qualifications necessary for entry into a Community Resource.
- C. Emphasize the importance of a follow-up placement procedure for a Community Resource.
 - 1. List procedures necessary for this follow-up.

VII. Parole and Probation Officers Manual: Review the pertinent information for daily procedures. Such procedures include:

- A. Daily activity sheets
- B. Daily supervision plan

1. Caseload management
2. Block supervision
- C. Expense reports
- D. Field Officer book
- E. Case card controls
 1. Explain the use and purpose of master cards, officer cards, and follow-up cards.
- F. Inter-officer regulation
- G. Statistics
 1. Define the terms "movement in" and "movement out" categories.
 2. Explain how to prepare monthly statistical sheet.
 3. Emphasize the importance of recording incoming and outgoing cases when they occur.
- H. Dictating Procedures
 1. Preparedness
 - a. Explain why case staffing is necessary and what will be expected.
 - b. Emphasize the importance of dictating a case before the day the report is due.
 2. Dictating to a secretary or dictating machine
 - a. Explain how to prepare notes, information, etc.
 - b. Explain the necessity for spelling out long words, names, etc. and indicate how many copies are needed at beginning of report.

VIII. Explain Purpose, Format, and Follow-up Procedures for:

- A. Probation
 1. Presentence reports
 2. First visit reports
 3. Arrest reports
 4. Progress reports
 5. Transfer reports
 6. Transfer acceptance reports
 7. Close of interest reports
 8. Special investigative reports
 9. Probation violation reports
 10. PV supplement reports
 11. Arrest supplement reports
 12. Partial presentence reports
- B. Parole Reports
 1. Parole violation
 2. Parole/Probation supplements

- a. short form
- b. narrative
- 3. Transfer
- 4. Transfer investigation
- 5. Arrest
- 6. Arrest supplements
- 7. Progress
- 8. First visit
- 9. Release
- 10. Special
- 11. Investigation
- 12. Pre parole hearing
- 13. Placement investigation
- 14. Communication investigation reports
- C. Out of State report for Parole:
 - 1. Placement
 - 2. Transfer
 - 3. Transfer rejection
 - 4. Progress
- D. Explain prescription Parole, emphasizing the following points:
 - 1. Diagnosis
 - 2. Planning
 - 3. Case consultant
 - 4. Team planning
 - 5. Contract supervision
 - 6. Surveillance
- E. Explain Contract Parole, and the value of:
 - 1. Developing realistic goals
 - 2. Setting short and long range goals

IX. Emphasize Basic Public Relations:

- A. Courts
- B. Law enforcement agencies
- C. Community agencies
- D. Use of the APA public relations manual

X. Explain the Following Counseling Approaches:

- A. Direct
- B. Indirect
- C. Group
- D. Individual
- E. Eclectic

XI. Review the Department of Personnel Procedures for:

- A. Vacation, sick leave, general benefits

- B. Probationary period
- C. Educational program
- D. Other pertinent information

XII. Review New Policies, Procedures, or Guidelines Necessary for Adequate Completion of Assigned Duties.

XIII. Review of Current Literature in the Criminal Justice System

- 1. List 2 or 3 national standard setting organizations, their periodicals and journals and other leading periodicals.

Officer _____, has successfully completed all
(name)
these objectives on _____.
(date)

Signature of Parole/Probation
Officer

Signature of Unit
Supervisor

CHAPTER 5 OPERATIONS

The primary function of Parole Officer Aides is caseload supervision. This includes a range of activities normally expected of any Parole Officer--maintaining the necessary supervisory contacts with parolees, locating any required social services, conducting home visits and assisting parolees with their employment needs. In fact, since POAs are more often assigned multiple problem cases, the proportion of their time allocated to case management functions generally exceeds that of the regular Parole Officer. This chapter describes the various roles of the POA, noting the major distinctions between the responsibilities of Parole Officers and Aides.

5.1 APA Philosophy of Parole Supervision

Parole Officer Aides are required to provide "supervision comparable to the supervision of professional officers."* In Ohio, this means becoming involved in the parolee's life. It means getting to know the parolee's family, becoming friends with his friends, and winning the support and confidence of the parolee's boss.

The Adult Parole Authority provides four basic supervisory guidelines for Parole Officers:

- Parole supervision requires that the parolee make every effort to seek and maintain regular employment.

* Operational Guidelines for Parole Officer Aides, Ohio Adult Parole Authority, August 15, 1972.

When necessary, the Parole Officer should help the parolee to obtain and hold a job. In cases where a parolee is placed in a position of trust in handling an employer's funds, the employer must be notified of the parolee's parole status.

- Parole supervision requires that every Parole Officer provide all assistance possible to develop harmonious family and interpersonal relationships.
- Each Parole Officer should assist in the control of the parolee's behavior in order to reduce conflict with the community and its law.
- Parole supervision requires that the Parole Officer be available for consultation on personal problems as they arise and attempt to arrange medical and psychological treatment when required.

The Adult Parole Authority has developed an additional unwritten set of guidelines governing parole supervision. Essentially, these informal rules represent the organization's philosophical approach toward effecting successful parole termination. The Parole Officer is encouraged to establish extensive contacts with the family, friends and employer of the parolee. Awareness and sensitivity to the parolee's daily environment allow the Parole Officer to anticipate and cope effectively with any problems that may arise during the parole period. Moreover, field contacts are intended to enable the Officer to understand and appreciate the difficulties a parolee may confront in re-entering the community. Parole Officer Aides are expected to perform their duties in a similar fashion.

5.2 Restrictions on Parole Officer Aides

In designing the POA Program, the Adult Parole Authority was constrained in the assignment of duties to Aides by certain State and Federal laws. Ohio has found, however, that restrictions on ex-felons do not hinder Aides from performing equivalent supervision to Parole Officers. For example, Parole Officers may carry guns, POAs may not. But supervision at gunpoint is hardly the idea. So in practice this Federal restriction is immaterial. In

addition, Aides cannot make arrests or transport arrested offenders. Again, from the viewpoint of personally and positively intervening in a client's life, these powers are beside the point. If arrests must be made, the POA can easily get help. These program restrictions are based on the following statutory limitations:

- *Aides are not permitted to own or carry firearms.* Federal law prohibits ex-felons from possessing a firearm unless a special license is obtained. Parole Officers in Ohio may carry firearms "... in the discharge of their duties in apprehending, taking into custody, or transporting to a place of confinement" parole violators.* Since Parole Officer Aides are not permitted to carry firearms, they are also not involved in the normal law enforcement activities of the Parole Officer. This prohibition is relatively unimportant in Ohio, since many of the Parole Officers also refrain from carrying firearms and rely on the assistance of regular law enforcement agencies.
- *Aides are not permitted to make an arrest.* The enabling legislation for the Adult Parole Authority specifies that only regular Parole Officers may "...arrest any person who may have violated the conditions of parole."** Consistent with the above prohibition, the Aides rely on the assistance of other Parole Officers or law enforcement officers in instances where an arrest must be made.
- *Aides have no authority to transport an arrested offender.* As cited previously, the enabling legislation prohibits the Aides from becoming involved in the transport of parole violators. Again, this poses no difficulty for the Aides since assistance is always available.

In addition to the statutory limitations, the Parole Officer Aide Program has made one further restriction on the activities of the

* Ohio State Code 5149.05.

** Ohio State Code 5149.05.



Aides: Aides are not permitted to sign a technical parole violation report. This rule was imposed in response to two factors. First, technically (under Ohio law) only Parole Officers can supervise parolees.* Hence, Parole Officer Aides should not have the power to complete violation reports on parolees. Second, a decision was made by the POA Project Director to involve Aides as little as possible in the investigatory aspects of parole supervision. Not only was it felt that the Aides' time should be spent in counseling and related activities, but since Aides were prohibited from participating in violation arrests there was little point in allowing them to conduct investigations or sign technical parole violation reports. Currently, Aides may be involved in drafting portions of the parole violation report if the parolee is on their caseload and they have intimate knowledge of the case. However, Aides do not sign the document.

Aside from these limitations, the Aides are truly perceived as professional parole officials by their co-workers. A Regional Supervisor once needed to have the payroll for several units hand-delivered because of a mailing delay and asked a "Parole Officer" who had just finished meeting with him to deliver it. It was not until the "Parole Officer" had left that the Regional Supervisor bemusedly recalled that he was an Aide who had a long history of check forgery! However, as the Regional Supervisor explained: "Administrators and Parole Officers alike see Aides as equal professionals with equal skills. There's no difference in what we can do versus what they can do."

5.3 Assignment of Cases

The assignment of parolee cases to an Aide occurs in the same manner as cases assigned to Parole Officers. Upon a positive decision by the Parole Board for an inmate's release, a Parole Placement Request is mailed from the institution to the appropriate Unit Supervisor. After careful consideration by the Unit Supervisor, the placement investigation is assigned to a Parole

* Ohio State code 5149.04 states that "Persons paroled or conditionally pardoned shall be under jurisdiction of the adult parole authority and shall be supervised by the parole supervision section through its staff of parole and its officers..."

Officer on the basis of geographical territory (e.g., a particular block or section of town), caseload, and speciality. Once a Parole Officer is given a placement investigation it usually constitutes assignment of the case. The cases assigned to Aides for supervision are technically assigned to a Senior Parole Officer, since Aides are restricted by statute from supervising parolees.

Procedurally, there is no difference in the way POAs and Parole Officers are assigned cases. Substantively, there's an important shade of difference. Unit Supervisors follow a policy of channeling heavier loads of multiple problem cases to the POA team. Multiple problem cases are those parolees with chronic social and/or behavioral difficulties--usually evidenced by prior failures to readjust to life outside prison. The classification of multiple problem is a term developed by the Adult Parole Authority to distinguish those cases that require intensive supervision and services. Generally, these cases would be assigned to Parole Officers with several years experience. However, Parole Officer Aides are given these cases in part because traditional parole service has been or is likely to be unsuccessful, in the judgment of the Unit Supervisor. The Superintendent of Parole Supervision has encouraged Unit Supervisors to assign multiple problem parolees to Aides based on the belief that an Aide possesses "more insight and compassion--he's probably experienced hunger, rejection and loneliness which a middle-class, educated Parole Officer has not and cannot cross that barrier."

Once an Aide has received a Parole Placement Request, he must conduct an investigation of the inmate's proposed living plan in relation to the following criteria:

- physical facilities of the home;
- family relationship and attitudes;
- adverse factors in the home;
- willingness, sincerity and financial resources of relatives or benefactors;
- type of home environment;
- potential (in the home and neighborhood) for re-establishing criminal conduct;
- availability of employment or employment prospects;
- proximity to other ex-offenders or former peers;

- criminal and police records of persons living in home; and
- attitudes of law-enforcement authorities and others.

A placement plan report is subsequently submitted to the Senior Parole Officer and Unit Supervisor for final approval.* Once the POA's evaluation is approved by the Senior Parole Officer and Unit Supervisor, the inmate is released to become a client of the Aide.

5.4 Job Responsibilities of Parole Officer Aides

Based on Ohio Civil Service job descriptions, Figure 5 illustrates the relative distribution of Parole Officer and Parole Officer Aide time by major job functions. As the exhibit indicates, a significant amount of a regular Parole Officer's time is spent in investigatory and law enforcement-related activities. Though POAs do not perform these functions, they are more extensively involved in public appearances and support activities (seeking out specific social services for the parolee, providing transportation to job interviews, responding to parolees' emergency medical needs).

It is important to note that each parole unit maintains a flexible policy regarding the assignment of duties to the Parole Officer Aides; thus the chart provides only a general indication of specific time allocations. In fact, a study conducted in 1974 by the Ohio Civil Service Commission noted that Aides estimated they spent fully 60% of their time in caseload supervision. The specific activities associated with each of the POA's defined functions are described below.

* A sample placement plan is included in Appendix C.

Figure 5
PO and POA Time by Function

| JOB TITLE FUNCTIONS | PAROLE OFFICER I | PAROLE OFFICER AIDE |
|---|------------------|------------------------|
| Caseload Supervision | 30% | 30% |
| Job Development and Related Activities | 10% | 15% |
| Speaking Engagements and Public Relations | 8% | 20% |
| Support Activities | -- | 25% |
| Investigative and Law Enforcement Activities | 42% | -- |
| Miscellaneous | 10% | 10% |
| TOTAL | 100% | 100% |

Case Supervision

Soon after his release, the parolee is visited by the POA, who has several objectives in his mind. He explains the rules and conditions of parole and probes to discover what special services the parolee needs. These may range from financial help or job-finding assistance to participation in Alcoholics Anonymous. The Aide then reviews the facts with the Senior Parole Officer and they classify the case into one of four supervision categories:

1. Maximum. According to the definitions of the APA, a parolee placed in this classification is known to show little or no respect for the law, is unwilling to work, has a poor self-concept, is emotionally weak, and possesses a hostile disposition. Such a person requires close supervision in order to detect, as early as possible, improper conduct or the need for assistance.

An Aide assigned a maximum supervision case must engage in a minimum of three personal contacts a month with the parolee, two of which must be in the home. In addition, other collateral field contacts are necessary. These contacts include visits by the Aide to the parolee's employer, relatives and friends to gain other perspectives on the parolee's behavior. Because the maximum supervision client usually is a multiple problem case as well, counseling and assistance by the POA is often supplemented by the services of other agencies in the community, such as psychiatric agencies, drug or alcoholism services and intensive job counseling. Thus, the POA takes on the role of advocate and service broker.

2. Medium. Medium supervision is for parolees no longer needing maximum supervision and for parolees who have been under minimum supervision but are deemed to be in need of more intensive guidance. Typical attributes of medium cases include an extensive criminal history, low income, unstable family situation and unsatisfactory re-adjustment to life outside the institution and excessive dependence on others.

The Aide supervising a medium case is not dealing with someone possessing an overt, defiant criminal attitude, but rather one who needs the counsel and close support of the Aide in order to become better adjusted. This

type of parolee requires a minimum of two home visits by the Aide per month, as well as a good deal of lobbying by the Aide on the parolee's behalf in the community. With help, the medium supervision case is likely to adjust satisfactorily. Thus the Aide will discourage the parolee from going back to old hang-outs, from associating with former friends who might be negative influences. As the parolee shows evidence of improvement, the intensity of the POA's intervention may decline.

3. Minimum. Minimum supervision parolees are those who have achieved a measure of stability in their family and personal lives, have a good work record, are law-abiding, have only a minor or brief criminal history, and who have a good self-concept. Such parolees will have proven by their conduct and performance that they will not violate parole. Aides supervising such cases conduct an office visit once a month and a home visit every other month. However, few POAs in Ohio have been assigned to many minimum supervision cases.
4. Extended. Extended supervision cases are those involving life sentences. After two years of satisfactory adjustment in one of the above categories (usually minimum), parolees are considered for quarterly supervision. After three years, home visits are reduced to once every six months. Five years of satisfactory conduct entitles them to final release.

Again, few Aides have been assigned with any frequency to extended supervision cases.

Each Parole Officer Aide handles an average of 30 parolees at any one time. In the first year of program operation, the initial ten cases assigned to each Aide were taken from existing Parole Officer caseloads in the same unit. These ten cases were multiple problem cases, in need of intensive care and supervision. The other 20 cases were, for the most part, typical "maximum" and "medium" cases. *In the two subsequent years of operation, Aides have been receiving parolees with more extensive criminal records and commitment histories, as well as more previous adult convictions.* Thus, although POAs do not carry the regular PO caseload of 50 or more parolees, their cases often require a greater expenditure of time and effort.

In Ohio, POAs spend roughly four days per week in the field, visiting clients, broadening job contacts, soliciting help from other community agencies, and so forth. The fifth, "dictation day," is spent at the unit office, where the Aide together with the Senior Parole Officer reviews cases and discusses problems. (Parole Officers follow a similar schedule except that their cases are reviewed by the Unit Supervisor). In addition, Aides are responsible for submitting quarterly client progress reports to the Unit Supervisor, countersigned by the Senior Parole Officer. The Aide is also expected to report all violations of parole, and, when necessary, to help write the parole violation report. In the event of a parole violation hearing involving his or her client, the POA is present as a witness.

Job Development

Despite the fact that employment is generally considered crucial to an inmate's successful transition from institution to community, parole agencies are often ill-equipped to provide employment services.

Recognizing the difficulties an ex-offender faces in securing employment, the Adult Parole Authority has encouraged parole units to maintain job development as well as job referral functions. As the City Commission on Human Rights, City of New York, recommended in its 1972 report on "The Employment Problems of Ex-Offenders":

It is questionable whether any referral system alone will suffice. Job development appears to be essential. And this would probably be best operated by a staff with a high commitment to and understanding of the ex-offender and his particular problems. Ex-offenders need advocates who can cut through the layers of prejudice and suspicion, and here is a logical role for ex-offenders themselves, as well as those trained in criminology and manpower problems.

Typically, a Parole Officer performs the following kinds of services to aid clients seeking employment:

- solicits potential employers to hire ex-offenders;
- maintains a list of employers who hire or indicate

a willingness to hire ex-offenders; and

- maintains contact with local employment agencies.

Through these functions, the Parole Officer is generally able to match employee needs to known job possibilities or available slots in vocational training programs. But the POA goes further because he is a living example of a productively-employed ex-offender. For a prospective employer, there are no more convincing arguments for the parolee than the personal history of the POA. As far as job counseling goes, the POA knows what it takes to overcome the prejudice of the "straight" world, and he can spell it out in terms the ex-offender understands.

Since the Aides supervise a smaller number of parolees, they are available to spend more time actively soliciting potential employers, and often act as informal job developers for an entire unit. The Adult Parole Authority believes that Aides can be particularly effective in convincing employers that an ex-offender can perform a job as well as any other individual. Employers who display reluctance to consider hiring ex-offenders may be impressed by the fact that a corrections agency representative is an ex-offender.

Aides will often serve as general job counselors to parolees under that unit's supervision. For example, Aides may interview parolees concerning their vocational aspirations and provide general guidance regarding interview appearance and manner. Additionally, Aides will drive parolees to interviews and sometimes assist them in the first few days of adjusting to a new job.

Parole units maintain extensive contacts with the Bureau of Employment Service (BES). In the urban areas, one Parole Officer or Aide is designated to serve as a formal contact. This individual will work with the ex-offender division of BES in sharing knowledge about job opportunities and training programs. A few parole units have one officer who serves as a full-time employment specialist, working with the BES and other agencies.

Another means the APA has used to publicize the hiring of ex-offenders has been meetings with local business clubs and labor groups. Generally, a Parole Officer and Aide will attend to explain the benefits of hiring ex-offenders and to dispel any pre-

judices that employers may hold. Again, the APA feels that Aides can be particularly effective in a presentation of this kind.

To facilitate the task of developing jobs and maintaining community contacts, the APA has made an effort to place Aides in parole units in their home communities. In 1974, the APA reported that POAs were directly responsible for the employment of 275 parolees. Although comparable figures are not available for Parole Officers, the Ohio State evaluation indicated that Aide supervisors consistently ranked POAs better at placing their clients in jobs than were their Parole Officer counterparts.

Speaking Engagements

Part of the original program design called for Parole Officer Aides to perform both crime preventive and public relations functions by speaking to inmates at pre-release meetings, and to school students and civic groups. Ohio correctional institutions hold monthly meetings for those inmates about to be released on parole. The active participation by POAs has proved to be an effective means of stimulating the inmates' attention and providing a tangible demonstration that not all parole personnel come from radically different backgrounds than those of the inmates.

A subsidiary POA function has been to give talks to high school assemblies and civic groups. These generally include three components:

- introduction by a Parole Officer and explanation of the purposes of parole supervision;
- presentation by a Parole Officer Aide, discussing his criminal experiences, the consequences of criminal activity; rehabilitation; and the goals of the POA project; and
- question and answer session.

These talks--delivered by most Aides several times a month--are intended to increase program visibility and credibility. Depending on the audience reached, they also serve to provide guidance to youth, or to help break down employer resistance to hiring ex-offenders.



Support Activities

A fourth job responsibility of Parole Officer Aides is to provide internal support in each of the units. This responsibility involves a number of formal and informal tasks. Since the project's inception, for example, Aides have been considered an indispensable special resource at the unit level. They are now utilized at staff meetings to lead discussions on a range of topics related to parolee services and casework. Acting essentially as counselors to Parole Officers, POAs can provide first-hand insights into parolee problems, apprehensions, and occupational capabilities.

Parole Officer Aides are also expected to be more sensitive to actual or potential criminal activities in their territory or neighborhood. Aides also develop contacts with community organizations providing services in their areas. Thus they can provide a rather unique form of feedback to the Unit Supervisor, sharing information on places for parolees to avoid as well as those which parolees should seek out.

CHAPTER 6 RESULTS AND COSTS

6.1 Results

How do the services provided by Ohio's POAs compare with traditional parole services? At the outset, the APA knew that this question should be addressed through a formal independent assessment. As a result, when the project began, the Adult Parole Authority contracted with the Ohio State University Program for the Study of Crime and Delinquency to conduct a three year evaluation. The primary goal of the evaluation was to determine the effectiveness of the ex-offenders employed as Parole Officer Aides. Since the Aides were not performing tasks identical to those of Parole Officers, the evaluators decided to focus only on tasks that both groups would be performing. A comparison group of Parole Officers was selected from the same parole units which employed Aides. The Parole Officers selected for study had minimal work experience with the Adult Parole Authority and would thus represent a generally equivalent group in terms of experience and knowledge of parole supervision.

Aides and Parole Officers were evaluated each year along a number of dimensions designed to measure attitudes, work performance and effectiveness. Six areas of activity were evaluated. The findings summarized below present a partial picture of the feasibility and adaptability of the Parole Aide to a parole system.

Attitudinal Questionnaire

The primary focus of this aspect of the evaluation was to determine the attitudes and orientations of Aides compared to Parole Officers.

The evaluators were unable to find significant differences on the following psychometric scales:*

- achievement motivation;
- self-esteem;
- focal concerns (assimilation of middle-class norms);
- anomia;
- conservatism; and
- dogmatism.

Achievement motivation, self-esteem, anomia, and dogmatism are designed to measure traits associated with successful social workers, while the focal concerns scale is intended to reflect the degree of articulated commitment to norms of middle-class propriety.

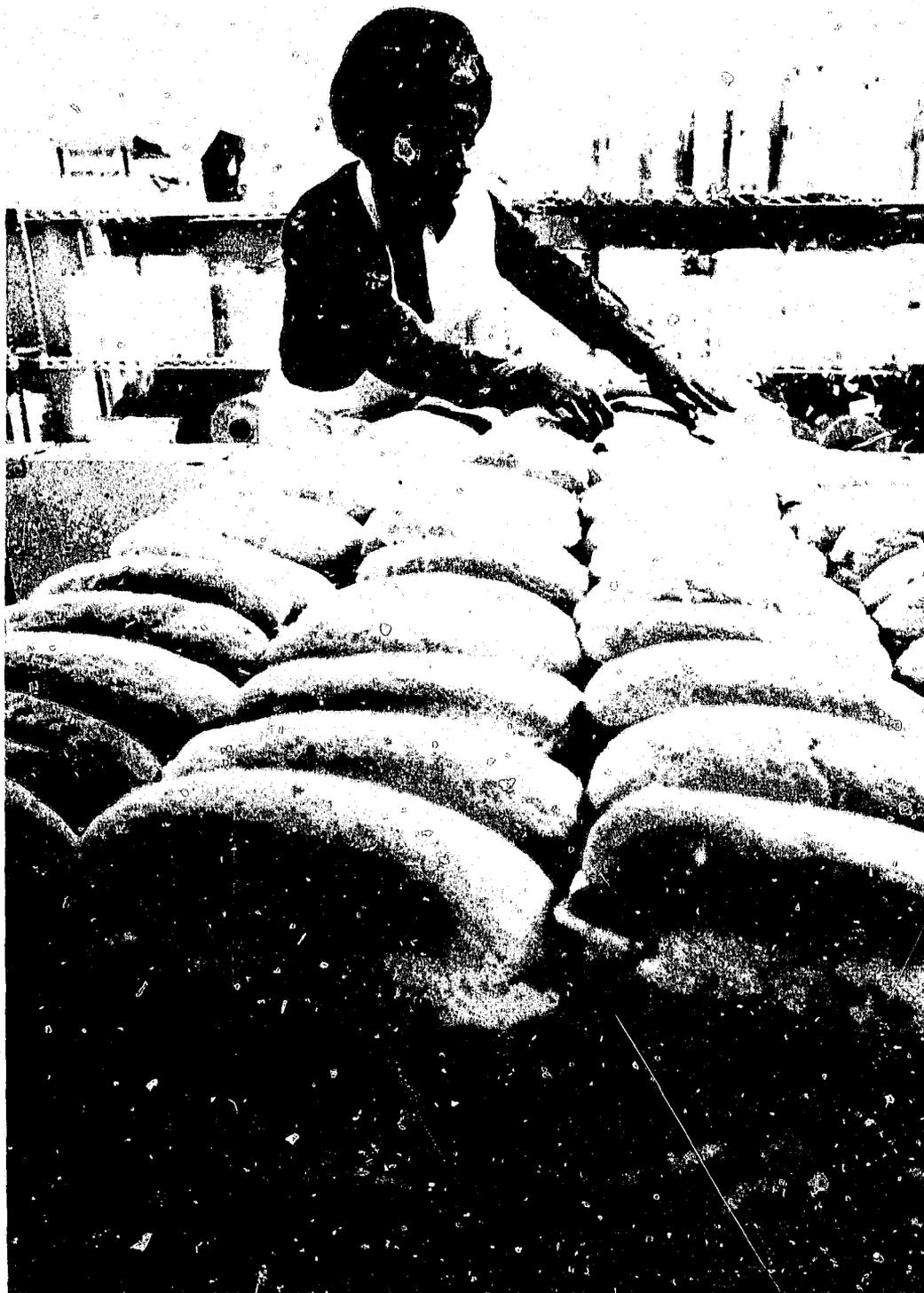
The two groups did differ on a scale designed to measure powerlessness: Aides felt less powerless to change things in the world and in their lives than did professional parole staff.** Further study revealed that POAs did not differ in this respect from recently hired Parole Officers, but that traditional staff seemed to acquire a greater sense of this type of powerlessness with increasing tenure.

The groups also exhibited predictably different scores on a specially-designed scale measuring attitude toward the POA Program, but during the second year of program operation the traditional Parole Officers showed a significant drift in the direction of more favorable attitudes toward the program, corresponding more closely to the attitudes of POAs.

The final portion of the attitudinal questionnaire focussed on possible differences between Parole Officers' and Aides' attitudes

* References corresponding to the scales appear at the end of this chapter.

** Rotter, Julian B., Melvin Leeman, and Shepard Liverant, "Internal vs. External Control of Reinforcement: A Major Variable in Behavior Theory," in Washburne, Norman F. (ed.), *Decisions, Values, and Groups*, Vol. 2 (London: Pergamon Press 1962).



toward crime and punishment. It was felt that these attitudes might affect an Aide's or Officer's approach in dealing with parolees. The attitudes of Aides were for the most part similar to those of Parole Officers. However, Aides tended to emphasize deterrence and punishment as goals of corrections while Parole Officers appeared less committed to any one goal.

Job Satisfaction Interviews

A series of in-depth interviews conducted with Parole Officer Aides in 1974 and again in 1975 indicated that Aides had achieved a high level of job satisfaction and were committed to their work. The sole indicator used in evaluating job satisfaction was the following question: "Do you plan to make a career of correctional work?" All of the Aides responded positively, while 78% of the Parole Officers answered, "yes." Most Aides also expressed satisfaction with their fellow workers and supervisors.

A majority of the Aides thought they could function more efficiently if the Adult Parole Authority granted them more authority, specifically, to expedite parolee violation investigations or parole revocations. Although efficiency was the prime concern, some Aides indicated more authority would simply represent an indication that the APA trusted them as much as Parole Officers.

All of the Aides felt the initial training seminars provided by the program were not only very helpful but essential. Training in report writing was deemed crucial by Aides who also felt subsequent training in this should be available. Despite a recurring complaint of the Aides that their salary was lower than that of a Parole Officer, the majority did concede that this was justified by Parole Officers' more extensive training.

In response to the question, "Why do you continue to work for the APA?", almost all Aides responded with positive reasons. Typical answers were: "I like the work;" "I like meeting and helping people;" "It makes me feel good."

Work Patterns of Parole Officers and Parole Officer Aides

A third evaluation approach entailed the use of student field observers. In 1973, ten Aides and ten Parole Officers and in 1974 twenty-three Aides and twenty-three Parole Officers were evaluated on job performance by four types of functions: number and type of contact with parolees, estimate of time spent engaged in various activities, ability to work with parolees, and the quality of relationships maintained with parolees and fellow workers.

The students reported little difference in the average number of parolees seen daily by Officers and Aides despite larger Officer caseloads. No differences were found in the percentage of time spent with clients. Aides were ranked slightly higher than Parole Officers on the quality of relationships with parolees and on the ability to relate to and work with parolees. However, no differences were found by the students in their overall evaluation of Aides' and Officers' relationships with fellow workers.

Inmate Attitudes Toward the Parole Officer Aide Program

In 1973 and 1974, the pre-release inmate populations were surveyed concerning the concept of utilizing ex-offenders as Parole Officer Aides. In both years, the overwhelming majority of inmates indicated they would prefer to be supervised by an Aide. Eighty-five percent of the inmates agreed or strongly agreed with the assertion that Aides would be "better able to help parolees avoid problems" than regular Parole Officers, while 68% felt parolees supervised by an Aide would be "more likely to succeed" on parole.

Unit Supervisor's Evaluations

Each year, Unit Supervisors were asked to rank Aides and Parole Officers on a number of job performance characteristics using a scale of 1-100. The mean scores for these attributes are presented in the table on the following page. Comparing scores between Officers and Aides in the three years reveals some interesting patterns. Aides compare most favorably with Officers in 1975. Part of the reason for this is that a number of the Aides in this group were entering their second, or possibly third year of service in the program. The year in which Aides compared least favorably with officers is 1974. Apparently eligibility criteria for Aides were weakened in this year (after initial success in

Figure 6 *

UNIT SUPERVISORS MEAN RANKINGS OF PAROLE OFFICERS AND
PAROLE OFFICER AIDES ON SEVERAL DIMENSIONS PRESENTED AS MEANS SCORES

| | 1973 Respondents (n=10) | | 1974 Respondents (n=20) | | 1975 Respondents | |
|--|-------------------------|----------|-------------------------|----------|------------------|----------|
| | P.O's. | P.O.A's. | P.O's. | P.O.A's. | P.O's. | P.O.A's. |
| Ability to Motivate | 69 | 63 | 66 | 61 | 62 | 65 |
| Ability to Relate to Parolees | 73 | 71 | 70 | 65 | 61 | 64 |
| Willingness to put himself out | 81 | 85 | 76 | 72 | 73 | 76 |
| Obtaining jobs or job training for parolees | 69 | 73 | 69 | 66 | 62 | 71 |
| Relating or getting along with fellow workers | 86 | 86 | 80 | 73 | 72 | 78 |
| Relating and getting along with representa- tives of community programs or agencies | 80 | 77 | 78 | 72 | 72 | 70 |
| Report Writing | 75 | 53 | 74 | 52 | 72 | 61 |
| As an overall employee of the Adult Parole Authority | 78 | 65 | 76 | 63 | 72 | 70 |

* Scott, Priestino and Allen, op.cit., p. 107.

1973), resulting in a group of Aides whose performance was far below that of regular Officers on all seven dimensions.

It is interesting to note that scores for regular Parole Officers declined in every dimension in each successive year. However, the evaluators provided no explanation for the occurrence of this phenomenon. The one dimension on which regular Parole Officers scored consistently higher than Aides is Report Writing, probably due to the Officers' greater amount of training for the job.

Unit Supervisors cited the Aides' function as a source of knowledge for regular Parole Officers as the major advantage of the POA Program. The second most frequently cited advantage was that the Aides teach Parole Officers how to relate to parolees. Several supervisors stated that, in the event the Program were ever terminated, the APA should retain the Aides as consultants. Other benefits of the Program as seen by the supervisors were the Aides' "knack" for finding employment for parolees, and the examples POAs set for their clients. In the first and second years in which supervisors were interviewed, over 90% were "very pleased" with the Program, believing it to be one of the best innovations to come from the APA in some time.

Survey of Parolees

The sixth approach utilized in the evaluation was a survey of parolees supervised by Parole Officers and Parole Aides to determine their opinion of the services they were receiving. These results are reported in Figure 7. The general pattern seems to indicate that parolees under Aide supervision felt about as positively about their supervisors as did those with regular Parole Officers. Such differences as appear are not statistically significant.

Recidivism

An implicit goal of the Parole Officer Aide Program is to minimize the parole violation and recidivism rates of parolees under POA supervision. Since an analysis of Aide caseload characteristics in comparison to Parole Officers' indicated that Aides were supervising clients who had been incarcerated for more serious offenses, possessed more extensive criminal records and were younger when first arrested; it was deemed important to monitor the vio-

Figure 7*

PAROLEE'S MEAN RANKINGS OF PAROLE OFFICER AIDES
AND PAROLE OFFICERS ON SEVERAL DIMENSIONS
(Rated on scale from 0 = poor to 100 = excellent)

| | 1973 Respondents | | 1974 Respondents | |
|--|--------------------------|-----------------------------|--------------------------|-----------------------------|
| | Parole Aides X(n=105) | Parole Officers X(n=103) | Parole Aides X(n=126) | Parole Officers X(n=140) |
| Ability to Motivate Parolees | 76.2 | 73.3 | 76.7 | 78.7 |
| Ability to Relate to Parolees | 79.1 | 76.8 | 79.2 | 81.1 |
| Willingness to Put Himself Out | 78.4 | 75.9 | 72.3 | 78.0 |
| Overall Quality of Performance as a Parole Officer | 80.7 | 78.8 | 78.1 | 83.4 |

* Scott, Priestino and Allen, op.cit., p. 123.

Figure 8*

TERMINATION OF CASES
June 30, 1973 - June 30, 1974

| | POAs | | Regular Parole | |
|---------------------------|------|------|----------------|------|
| | # | % | # | % |
| Final Releases | 256 | 72% | 3443 | 67% |
| Parole Violator at Large | 35 | 10% | 446 | 9% |
| Resentences | 25 | 7% | 543 | 11% |
| Death | 2 | 1% | 72 | 1% |
| Maximum Expiration | 19 | 5% | 197 | 4% |
| Out of State Transfer | 2 | 1% | 187 | 4% |
| State Hospital Commitment | 3 | 1% | - | - |
| Parole Violators Returned | 8 | 2% | 90 | 2% |
| Reintegration Centers | 4 | 1% | 113 | 2% |
| Total Out-of-System | 354 | 100% | 5111 | 100% |
| Transfers | 79 | | 4183 | |
| Total Terminations | 433 | | 9294 | |

* Figures from Exemplary Project Application, Attachment A - Program Review Memorandum.

lations and new offenses of POA clients and to make rough comparisons with the behavior of clients under traditional parole supervision.

Summarized in Figure 8, data on clients terminated between June 30, 1973 and June 30, 1974 (the most recent included in the 1975 evaluation) suggest that Parole Officer Aides may not differ from regular staff in their influence on participant recidivism. In that twelve-month period POAs worked with 1,165 parolees, 433 of whom were terminated. Excluding terminations due to transfer, 354 clients left the system, 68 under unfavorable circumstances. Of the unsuccessful terminations, 25 clients (7%) were resentenced for new felonies; 8 clients (2%) were returned to penal institutions for new violations; and 35 (10%) were classified as parole violators at large.

By comparison, professional Parole Officers supervised 10,512 cases, of whom 9,294 were terminated, including 4,183 transfers. Of the remaining 5,111, 543 (11%) were resentenced, 90 (2%) were returned for parole violations, and there were 446 parole violators at large (9%). The total proportion of unfavorable terminations does not differ significantly between the two groups ($\chi^2 = .72$). The project defines "failure" only as those actually returned to prison (12% for regular parole, 9% for the case aides). This difference is not significant either ($\chi^2 = 2.62$). The validity of this comparison is weakened by the fact that POAs' cases were frequently selected by supervisors according to special criteria.

In short, the comparisons presented here may fail to capture some of the detail of differences between POAs and POs. The recidivism test does not permit conclusive findings, due largely to the initial differences in the two client groups. In Chapter 8 we suggest some alternative research designs which may yield stronger findings.



6.2 Costs

In Ohio Parole Officer Aides were paid \$7,696 per year at the Caseworker II range 15 level in FY '75. During the same period, regular Parole Officers (Parole Officer I) had a starting salary of \$8,694, which is 13% more than the Aide's starting salary. Regular Parole Officers supervise a caseload of up to 60 clients, while POAs are expected to serve only half as many; some of whom are to be regular clients, while the remaining are considered "multiple problem cases" for whom more intensive background and casework are appropriate. Clearly, as client groups differ, service needs will differ as well, and with them, the cost of providing the services. To form an idea of how these costs differ, we can calculate the cost per client-year of service, corresponding to regular and POA supervision. On this basis a client-year of traditional parole service by a starting Parole Officer costs \$145, while a year of POA service at starting rates is \$257, or 77% more than regular service.

A number of differences explain the higher cost of Aide supervision. First, the multiple-problem cases may be presumed responsible for a disproportionate share of the Aide's case supervision time since they are explicitly defined as clients with greater need for services. Removal of these cases from a regular Parole Officer's caseload may be an important mechanism for allowing him to provide more adequate services to his own larger caseload. Moreover, Aides are more actively involved in job development than are regular Parole Officers, leaving smaller amounts of time in their offices. Speaking engagements, educational leave, and other activities consume a larger amount of the Aide's time than they do of regular Parole Officers.

A time study of Aide and Parole Officer activities for a single day* found that time in direct contact with clients varied from 15 to 75% for POAs and from 7 to 70% for POs. The average for the two groups was about the same: 36% and 35% respectively. However, it should be pointed out that Aides were ranked considerably higher by student observers in relating and working with parolees.

* Scott, Priestino, and Allen, op.cit., p. 94.

CONTINUED

1 OF 2



6.2 Costs

In Ohio Parole Officer Aides were paid \$7,696 per year at the Caseworker II range 15 level in FY '75. During the same period, regular Parole Officers (Parole Officer I) had a starting salary of \$8,694, which is 13% more than the Aide's starting salary. Regular Parole Officers supervise a caseload of up to 60 clients, while POAs are expected to serve only half as many; some of whom are to be regular clients, while the remaining are considered "multiple problem cases" for whom more intensive background and casework are appropriate. Clearly, as client groups differ, service needs will differ as well, and with them, the cost of providing the services. To form an idea of how these costs differ, we can calculate the cost per client-year of service, corresponding to regular and POA supervision. On this basis a client-year of traditional parole service by a starting Parole Officer costs \$145, while a year of POA service at starting rates is \$257, or 77% more than regular service.

A number of differences explain the higher cost of Aide supervision. First, the multiple-problem cases may be presumed responsible for a disproportionate share of the Aide's case supervision time since they are explicitly defined as clients with greater need for services. Removal of these cases from a regular Parole Officer's caseload may be an important mechanism for allowing him to provide more adequate services to his own larger caseload. Moreover, Aides are more actively involved in job development than are regular Parole Officers, leaving smaller amounts of time in their offices. Speaking engagements, educational leave, and other activities consume a larger amount of the Aide's time than they do of regular Parole Officers.

A time study of Aide and Parole Officer activities for a single day* found that time in direct contact with clients varied from 15 to 75% for POAs and from 7 to 70% for POs. The average for the two groups was about the same: 36% and 35% respectively. However, it should be pointed out that Aides were ranked considerably higher by student observers in relating and working with parolees.

* Scott, Priestino, and Allen, op.cit., p. 94.

The most recent budget for Ohio's program allocates 81% of the project's funds to salaries and fringe benefits (@ 20%), for a total personnel cost of \$268,428 per annum, which supported 24 Aides plus project management and support staff. The project also budgeted 350,000 miles of travel to permit POAs to spend a good deal of time in the field. This amount would vary from project to project depending on the location of parole units.

The POA budget also includes an entry of \$10,588 in consultant fees for research and training. For these services the project relied heavily on members of Ohio State University. Substantial parts of the project's evaluations were conducted as part of regular University course offerings, relying on the services of graduate students and undergraduates. Thus, the amount included in the formal budget reflects only that portion of the cost for research and training not subsidized by members of the university. A project anticipating a more comprehensive evaluation would find it necessary to devote significantly greater resources to evaluation in order to answer the questions not yet addressed by the studies conducted in Ohio.

In summary, while costs per case for POA supervision are clearly higher than regular Parole supervision, the same cannot be said about costs per service. In fact it is possible that no monetary accounting can reflect fully the benefits of having ex-offender parole supervisors to provide role models, job development, and the general emotional and psychic support which the parolee may derive from knowing that his caseworker has experienced and solved the same problems he faces.

CHAPTER 7 REPLICATION ISSUES

The concept of employing ex-offenders in parole services is not unique to Ohio. In 1974, ex-offenders worked in the parole systems of 16 states. This experience certainly indicates that the Ohio effort can work on a broad scale. In considering the feasibility and practicality of implementing a Parole Officer Aide Program, correctional administrators must address four basic, local issues.

First, it must be determined whether any state legal or administrative regulations exist that impede or bar the establishment of such a program. The existence of such constraints may, in some states, prohibit the hiring of ex-offenders by criminal justice agencies or severely limit the type of work former offenders may perform.

The second issue to consider is the organization and internal mechanics of the parole system. The actual structure of the relevant parole system should not pose a significant hindrance but may, in some instances, present minor disadvantages in implementing such a program.

Thirdly, it is important that program designers decide exactly what type of Aide position is to be created and how this position can best be integrated into the existing parole service system. For example, the Ohio Parole Officer Aide Program has recently chosen to establish a position that can serve as a preliminary entry-level training slot to that of Parole Officer. However, another system may find it more feasible to institute an Aide position with a broad range of steps and commensurate salary increases that would represent a paraprofessional career ladder in and of itself.

Finally, underlying these policy issues is the assumption that a state will possess a receptive organizational and administrative environment to sufficiently commit to such a program. Clearly, this is an important and necessary requisite for the successful development of a Parole Officer Aide Program. This chapter provides a brief overview of each of these practical replication issues.

7.1 Restrictions on the Employment of Ex-Offenders

Legal Considerations

Some parole systems place an absolute bar on the employment of ex-felons in custodial or supervisory work. This is often interpreted as precluding ex-offenders from paraprofessional or professional parole work. However, states may overcome this obstacle in one of two ways. First, ex-offenders could serve as paraprofessional aides to Parole Officers. Although technically the ex-offender could not maintain primary responsibility for a caseload of parolees, he or she could serve as a resource in tasks such as job development, pre-release institutional meetings and crisis intervention assistance with a Parole Officer.

Pardon relief by the executive branch traditionally removes this legal type of civil disability imposed on ex-offenders. This could be facilitated individually by program designers by an agreement with the executive branch for the expeditious processing of pardon petitions. The state's Parole Board could prove a valuable facilitator here where they serve as the governor's advisory board of pardons. The former might be preferable since the time involvement necessitated for pardons might severely hamper the organization and implementation of a program.

One component of the Ohio State University evaluation was a national survey of state directors of corrections to collect information on the employment of ex-offenders by correctional agencies. In the survey conducted by Ohio State, eleven states indicated that legal restrictions impeded the hiring of offenders. The factors cited including the following:

- Parole officers are "peace officers" and must be licensed to carry firearms; it is against our state law for a convicted felon to carry a firearm.
- The state, county or municipality may not employ a person convicted of a felony who has not, prior to the time of filing an employment application, received a full pardon.
- Our state personnel department still refuses to hire if a potential employee has been convicted of a felony or is under felony indictment.
- Convicted felons lose their citizenship and cannot be sworn to oath of office until citizenship is restored.
- Convicted felons cannot by law be appointed to a position of trust.

Obviously, the key issue here is the hiring of an individual convicted of a felony. The ability to possess a firearm is of lesser importance as demonstrated by the Ohio model. *The Ohio program has been able to circumvent this problem by not requiring that Aides be involved in law enforcement or investigatory activities where it might be necessary to carry a firearm.*

Administrative Considerations

Nine states, according to the Ohio State survey, possess administrative restrictions limiting the employment of ex-offenders in parole supervisory work. However, in examining the constraints reported by respondents it seems more likely that restrictions reported as administrative were simply negative policies or attitudes held by correctional or personnel departments. Typical restrictions as reported by corrections heads included the following:

- Our policy is that an applicant with a criminal record must have received a pardon for each convicted offense before employment is considered.
- It is simply not done in our state. We want employees we can trust and you never know about ex-cons.

- The use of ex-offenders as parole or probation officer aides does not have the support of experienced probation and parole officer personnel but appears to be limited mostly to academic theorists. The role of the ex-offender must be limited, and he should never be allowed to exercise any supervisory control over offenders.

Where employment obstacles do exist due to administrative flats such as civil service regulations, waivers, certificates of rehabilitation, or pardons might overcome such obstacles. Nevertheless, it is clear that the simple cooperation of agency personnel will remain a key determinant in implementing a program.

The program could prove less replicable in jurisdictions with absolute veterans or disabled veterans preference for employment decisions, since ex-offenders and females in general are generally underrepresented in those classifications. However, statutory or executive affirmative action mandates could facilitate the hiring and promotion of minority and female persons who may be well represented in the ex-offender POA positions.

Figure 9 summarizes the use of ex-offenders in parole work and indicates those states with legal or administrative employment limitations. As can be noted from the table, a total of 14 states report either legal or administrative restrictions. Needless to say, these need not prohibit project development. In recognition of the fact that employment is essential to offender rehabilitation, there has been an increasing trend on the part of legislators and criminal justice officials to ease unreasonable and discriminatory restrictions. A few states have enacted statutes lifting employment barriers placed on ex-offenders solely because of a felony conviction. In 1972, Maine issued an executive order stating that ex-offenders must be considered for state jobs on an equal basis with all other candidates. Moreover, several studies have exhaustively examined the existing types of barriers and means of obtaining formal pardons, expungements and annulments. Additionally, these studies provide model statutes for eliminating unnecessary restrictions and obtaining record expungement, restoration of rights, etc.*

* See *Removing Offender Employment Restrictions*, 2nd ed., National Clearinghouse on Offender Employment Restrictions, Washington, D.C., 1973, and Herbert Miller, *The Closed Door: The Effect of a Criminal Record on Employment with State and Local Public Agencies*. Georgetown University, Washington, D.C., 1972.

THE USE OF EX-OFFENDERS IN PAROLE AND PROBATION WORK
AS REPORTED BY STATE DIRECTORS OF CORRECTIONS

| | Utilize Ex-Offender Parole/Probation Officer Aide | Ex-Offenders Employed in "Other" Correc- tional Positions | Legal Restrict- tions Exist | Administrative Restrictions Exist | Desirability of Ex-Offender Programs | Released Time for Education | Financial Aid for Education | Number of Ex- Offenders Employed as Parole/Probation Aides |
|-------------------------|---|--|--------------------------------|---|--|--------------------------------|--------------------------------|---|
| Alabama | | | X | | U | | | |
| Alaska | X | X | | | D | X | X | 12 |
| Arizona | | X | | | D | | | |
| Arkansas | | | | | D | | | |
| California | X | X | | X | D | X | | 10 |
| Colorado | | X | | | D | | | |
| Connecticut | | X | | | U | X | X | |
| Delaware | | | | | VD | | | |
| District of Columbia | | X | | X | VD | X | X | |
| Florida | X | X | | | D | X | X | 11 |
| Georgia | | X | | | | | | |
| Hawaii | | | | | D | | | |
| Idaho | X | X | X | X | U | X | X | 1 |
| Illinois | X | | | | VD | X | X | 9 |
| Indiana | | X | | | | | | |
| Iowa | X | X | | | VD | X | X | 1 |
| Kansas | | | | | D | | | |
| Kentucky | X | X | | | VD | | X | 4 |
| Louisiana | | X | X | | | | | |
| Maine | | | | | D | | | |
| Maryland | | X** | | X | D | X** | X** | |
| Massachusetts | | X | X | X | VD | | | |
| Michigan | X | X | | | D | | | 1 |
| Minnesota | | X | | | | | X | |
| Mississippi | | | | | U | | | |
| Missouri | | X | | | VD | X | | |
| Montana | | | | | | | | |
| Nebraska | | | | | D | | | |
| Nevada | | | | | U | | | |
| New Hampshire | | | | | U | | | |
| New Jersey | X | X | X | | D/VD | X | X | 7 |
| New Mexico | | | | | D | | | |
| New York | | | X | X | D | | | |
| North Caro- lina | | X | X | | D | X | X | |
| North Dakota | | | | | D | | | |
| Ohio | X | | X | X | VD | X | X | 23 |
| Oklahoma | | | X | | D | | | |
| Oregon | | | | | | | | |
| Pennsylvania | X | | | | D | X | X | 55 |
| Rhode Island | | | | | D | | | |
| South Caro- lina | | | | | U | | | |
| South Dakota | | | | | D | | | |
| Tennessee | | | | | D | | | |
| Texas | | | X | X | | | | |
| Utah | X | | | | D | X | X | 2 |
| Vermont | X | | | | D | X | X | |
| Virginia | X | X | | | D | | | 1 |
| Washington | X | | | | U | X | X | 11 |
| West Virginia | | X | | | | | | |
| Wisconsin | X | X | | | D | X | | |
| Wyoming | | | X | X | | | | |
| Total | 16 | 22 | 11 | 9 | --- | 17 | 16 | |
| Percent | 31.4 | 43.1 | 21.6 | 17.6 | --- | 33.3 | 31.4 | |

* Scott, Joseph E., Priestino, Ramon R., and Allen, Harry E. The Parole Officer Aide Program in Ohio: An Exemplary Project, p. 25

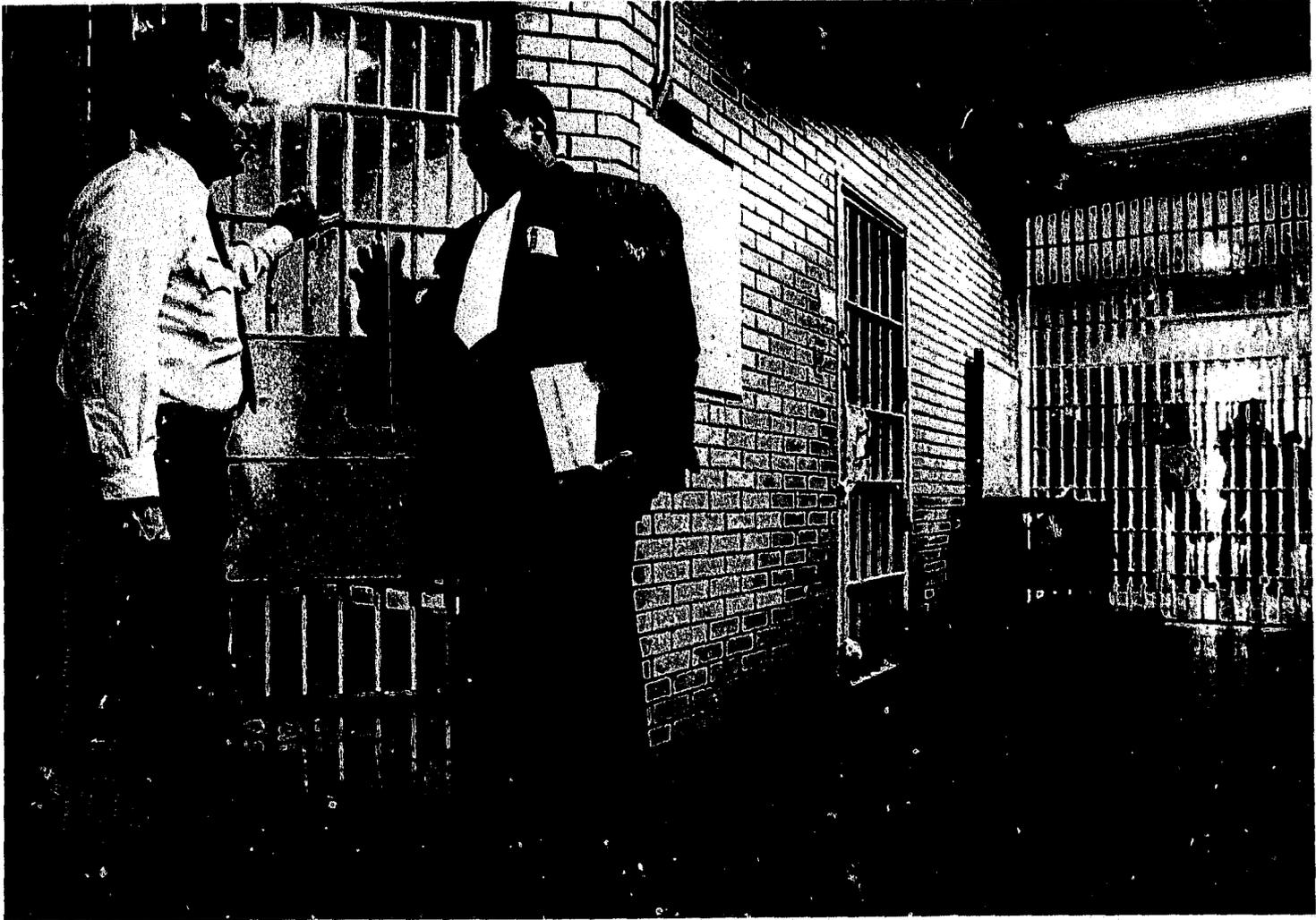
** Discontinued in 1972. Total does not include this program

7.2 The Parole System

Clearly the administrative structure and internal regulation of the Parole Board and supervisory system will influence the development of an effective Parole Officer Aide Program. For example, Ohio, like most systems, separates its parole decision-making function (Parole Board) from its supervisory or parole service function. One disadvantage of this type of system is that the Parole Board has little contact with parole services and seldom, if ever, fashions a release program around a special resource such as an indigenous POA. Since the program functions well in Ohio it would appear that it would function as well, if not better, in a system where the Board governs parole programming.

The type of release system and the rules pertaining to prison access by ex-offenders employed by a state are factors that can affect the initial contact between parolee and Aide but by no means present overwhelming obstacles. Ohio employs a type of "open reserve" parole release system where individuals receiving favorable parole decisions are released once the prospective Parole Officer or Aides approve the residential program. In systems where the Parole Officers make initial contacts with their clients prior to parole release, such as in pre-release centers, at the prison as part of inside/outside parole programming, or as part of a parole contract for release (MAP), an established relationship between the client and the parole staff exists prior to release. It would appear that the program would be very replicable in such systems providing that Parole Aides had free access to the prisons and pre-release centers.

Individual states' rule of parole or parole conditions imposed on the parolee can set the tenor of the parolee/parole staff relationship. Systems which place and attempt to enforce an absolute bar on association with any persons with a criminal record, for instance, would be less receptive to a program of this nature. A literal interpretation of an association prohibition might bar parolee contact with an ex-offender POA. Although it is unlikely that any jurisdiction would bar the program solely on these grounds, issues of this nature ought to be explored thoroughly at the outset.



7.3 Institutionalization and Development of Career Ladders

In implementing a career ladder for Parole Officer Aides, two factors are of significance:

- the *type* of Parole Officer employment system, and
- the *classification* of the Aide position as a para-professional slot only or an entry-level professional position.

The Ohio Parole Officer employment system is part of the State Civil Service System. Most other parole systems are also in state civil service systems. However, in some states Parole Officers are organized into a local Parole Officer union or association. An organized Parole Officer group or bargaining unit might affect the replicability of an Aide program and the development of a suitable career ladder *unless* the POAs were included in the bargaining unit and in the contract.

In many states the Parole Officers as civil service employees are part of a state employee's union or association and including POAs in a bargaining unit should present little difficulty. Where Parole Officers are organized in unions, assignment of parole field districts is generally subject to seniority bid, and a possessory interest for individual territories results. This could create difficulty for the Ohio model which employs a POA within a number of territories where it is not uncommon for one unit to supervise cases within the territorial limits of another unit. In addition, union contracts often provide for provisional appointments on a seniority basis so that, for example, a senior social worker may be first in line for the next temporary opening in the Parole Officer ranks. Although the program would appear less replicable in a union system, its continued existence could be bargained for, and once made part of the system it would be institutionalized far more quickly than in a non-union system.

The establishment of an effective career ladder system depends on the type of Parole Officer recruitment and selection system and the goals of the program. In a civil service system, Parole Officers are hired through open civil service examinations. As a result, the relatively uneducated, "inexperienced," and untrained POA would have to compete in the open market with college graduates

and system veterans for Parole Officer positions. As the Ohio program has demonstrated, some qualifications would generally have to be waived in such a system to create a meaningful career ladder leading to Parole Officer. In non-examination systems employing direct appointments, a career ladder is more realistic as long as the appointing authority supports the program.

The implementation of a modest career ladder within paraprofessional positions is clearly easier to effect regardless of the type of parole system. Since most systems set minimum qualifications for professional parole positions based on a balance of education and experience factors, the potential Aide is generally at a disadvantage. Thus, a paraprofessional series of titles and responsibilities could be created with a broad range of steps and commensurate salary increases to provide satisfying career advancement for Aides. Or, a system may be created similar to the Ohio program which allows entry into the Parole Officer series after acquiring experience as an Aide.

7.4 Attitudinal Considerations

Resolving the issues discussed above in favor of project development cannot insure that ex-offender Aides will be well received by colleagues or the general public. Correctional administrators must consider the general climate in which such a program may be implemented. *In Ohio, the Adult Parole Authority had utilized ex-offenders as program representatives for a number of years and in so doing created a favorable internal and external image for the concept.*

In communities without such precedents, program planners must be prepared to address a range of misperceptions that might be held by correctional personnel. The planners of the Ohio POA program were sensitive to these considerations and were careful to explain the concept thoroughly to management personnel and to point out the advantages of the ex-offender's services. Additionally, the Project Director was an "insider" and as such known and respected by line and management staff. Thus, the project was viewed not as an intrusive force but more as a resource and supplement to existing services.

A POA program might be more replicable in parole systems with little public visibility. The concept of "giving" responsible jobs to ex-offenders may be unpopular in areas of high unemployment where persons without previous criminal involvement compete for this type of work. In addition, the politics of corrections may well brand such a program as "permissive." The physical size and logistics of the parole service system are also relevant factors. When parole services are integrated with probation services and the officers have dual functions the POA would be breaking into a more diverse and less parochial system. Smaller systems are normally less formal and replicability is often dependent upon personalities rather than policies.

Information collected by Ohio State University in its study shows that in 1974 sixteen states employed ex-offenders as Parole Officers or Aides, ten employed ex-offenders in probation services and an additional twenty-two states reported that ex-offenders were employed in other types of correctional work such as counselors, teachers, aides in a drug treatment program, etc. Clearly, the use of ex-offenders in supervisory counseling services such as parole and probation has gained acceptance among correctional officials.

Figures 10 and 11 illustrate the advantages and disadvantages as perceived by survey respondents for employing or not employing ex-offenders in such positions. It is significant to note that the most frequently cited disadvantage was resistance on the part of professional staff to such a program. Since such resistance is usually engendered by a combination of job security, prejudice, and philosophical factors; program designers face a creative challenge in overcoming such opposition and creating an environment conducive to the acceptance and integration of the valuable services an ex-offender can provide.

The officials in the Ohio Adult Parole Authority recognized the negative effects that Parole Officers and other field staff could have on the POA project. The competency, trust, and motivation of the POAs had to be established early in the project's planning so that an environment of support could be established as a base to the project. APA recognized that the project would come under close scrutiny from those who questioned the advisability of permitting ex-offenders to supervise parolees. Hence, the project was introduced slowly and carefully. Once the Ohio APA established a solid reputation with the POAs, the visibility of the

Figure 10*

Major Advantages Cited by States for Employing
Ex-Offender Parole/Probation Officer Aides**

| <u>Advantages</u> | <u>Number of States</u> |
|--|-------------------------|
| Greater rapport with clients | 33 |
| Better understanding of client's problems | 19 |
| More capable of empathizing | 14 |
| Streetwise | 9 |
| Additional line of communication to the community | 9 |
| Resource and mediator | 8 |
| Unique support for professional staff | 6 |
| Stronger commitment to the job | 5 |
| Additional source of manpower | 4 |
| Other*** | 13 |
| None | 5 |
| Total | 125 |

* Scott, Joseph E., Priestino, Ramon R. and Allen, Harry E. The Parole Officer Aide Program in Ohio: An Exemplary Project
p. 20

** Frequency of responses does not add to 50 because some states gave several advantages.

*** Includes: affirmative action, opportunity for ex-offender to contribute to criminal justice field, perform public relations services, better able to avoid being "conned," provides reality-based approach to offenders from a staff position, can enter areas where officers would fear to tread.

Figure 11*

Major Disadvantages Cited by States for not Employing
Ex-Offender Parole/Probation Officer Aides **

| <u>Disadvantages</u> | <u>Number of States</u> |
|---|-------------------------|
| Professional staff's resistance | 16 |
| Possible adverse publicity | 12 |
| Possibility of them corrupting their parolees or probationers | 12 |
| Difficulty of finding suitable candidates | 10 |
| Overidentification with client | 4 |
| Lack of career ladder | 3 |
| Expense in resocializing and training | 3 |
| Lack of information and experience in running such programs | 2 |
| Lack of most ex-cons education and intelligence | 2 |
| None | 4 |
| Other *** | 13 |
| Total | 81 |

* Scott, Joseph E., Priestino, Ramon R. and Allen, Harry E. The Parole Officer Aide Program in Ohio: An Exemplary Project, p.21.

*** Frequency of responses does not add to 50 because some states gave several disadvantages.

*** Includes, generally assigned only menial tasks, possible rabble-rousing for no effective purpose, lack of effectiveness except in drug treatment programs, non-acceptance by clients, too much expected from sole factor of ex-offender status, inability to deal with strengths and weaknesses of the system, protection of confidentiality of records, high turnover rate, inclination to disregard official policy, police resistance, and ex-cons are undependable.

program was allowed to grow. Establishing credibility is obviously one of the most effective means of dealing with any prevailing negative attitudes regarding the employment of the ex-offender.

CHAPTER 8 MONITORING AND EVALUATION

In one fundamental sense, the justification for programs like the Parole Officer Aide Program does not rest on experimental results or numerical comparisons. If one accepts as a general principle that ex-offenders ought not to be excluded from jobs for which they are otherwise qualified, simply on the basis of their prior records, it becomes reasonable to apply this principle to the profession of parole supervision. There is considerable intuitive appeal to the notion that a person who has successfully faced the problems of being an ex-offender and parolee may have special qualifications for helping others confront these same problems. Such a belief is at least in part a value judgment, and not subject to confirmation or denial from experimental research.

What can be addressed by research are questions of the efficiency of program operation, the degree to which program effects are consistent with implicit or explicit goals, and the ways in which program design influences outcomes.

8.1 Design Considerations

Certainly some basic monitoring questions will be of general interest to all programs: Are parolees finding work? Are they being rearrested for new offenses? Are services being delivered at reasonable cost? As phrased below, each of these issues clearly requires continued quantitative measurement for a useful answer.

- What is the change in client employment level due to the help of his parole supervisor?
- How does the level of rearrest or parole violation

compare with that of similar clients released under different forms of supervision?

- How do Parole Officer Aide costs compare with other equally comprehensive service programs?

For proper measurement, each of these questions requires the introduction of some external standard of comparison. A natural standard in the case of POA is the experience of parolees under the supervision of professional parole officers. In drawing comparisons between POAs and POs, however, the evaluator should always bear in mind the selection procedures which may attempt to concentrate "multiple-problem" cases in the care of POAs. In Ohio, this practice has meant that Aides' clients were involved with the criminal justice system earlier and more often than other parolees, and therefore included a concentration of clients more likely to recidivate or violate the conditions of their parole.

Where there is some overlap in the kinds of caseload handled by POA and PO, an interesting comparison could be constructed by excluding those cases peculiar to only one group and randomly assigning a group of clients of the common kind to both types of supervision. In the absence of such allocation, any planned evaluation should contain statistical controls for differing client characteristics.

The role of Parole Officer Aides may introduce further confounding influences into the design. It is reasonable to suppose that parolees will find it easier to identify with and confide in Aides than they would regular officers. This could make them more vulnerable to detection if they violate the terms of their parole. Aides may also differ from regular parole officers in their decisions on reporting questionable violations by their clients. The net magnitude and direction of these role-induced biases cannot be estimated a priori. Nor is there any clear way in which the biases can be removed from the experiment. In such a situation the only course of action is for the evaluator to be aware of potential problems, to gather such anecdotal evidence as he can, and to be wary in his interpretation of data.

Data Collection

Most of the information required for evaluation can be collected in the normal course of parole supervision, since it principally involves questions of compliance with parole conditions. In particular, rearrest and violation data should be readily available on all clients. In addition, given the job development emphasis of the services delivered by aides, follow-up information on employment status should be collected during the period of parole supervision.

For all of the variables, timing information is critical, since probability of arrest or violation increases directly with length of the observation period, and since permanence of job placements is an important indicator of job quality. There are a number of alternative ways of dealing with the timing question, all about equally valid. The most straightforward method is to compare the performance of POA and PO clients per unit time (day of parole "exposure"). For example, for each quarter, the number of parolees who were arrested while under POA supervision divided by the number of client-days on parole could be compared to the same ratio for parolees under PO supervision. Alternatively, one can compare "mean time to rearrest" between parolees supervised by the two groups. If this latter method is chosen the analyst must be careful to use an appropriate time series model which reflects the dynamic nature of the situation. The underlying assumption of this model is that each group of parolees exhibits a rate of rearrest, and the comparison is made to determine whether one group as a whole stays out of further trouble for a longer period of time than the other group.

Since most of the data should be readily available on all Aides' clients, it seems most natural to collect them on all clients. If similar information is readily available on regularly treated parolees, there is again no reason to analyze anything less than the total population. If, on the other hand, there is a cost associated with comparison data collection, optimal sample size is a number of cases roughly equal to the size of the POA client group. Smaller samples can, of course, be used, but only at the expense of decreasing the power of the comparison.

8.2 Outcome Measures

In order to characterize the full range of experiences of parolees, the evaluator needs a range of outcome measures. Some (hopefully small) fraction of clients will experience failure in one form or another: resentence on new offenses, detected parole violation, abscondence, or other new problems. Another portion will meet with improved chances for personal or employment success. Some middle group may emerge unaffected in either direction by their experiences. The evaluator needs variables which will allow him to identify and describe both decreased failure and increased success attributable to the project. Three such sets of variables are outlined below:

Parole Violation

The most direct negative measure of supervision effectiveness is the number of parolees who violate the terms of their supervision. In Ohio, violators were classified in two groups:

- technical parole violators (at large or returned); and
- parole violators resentenced for new crimes.

Because parolees can be returned for either grave or minor infractions, more detailed descriptions of the exact nature of violations is probably appropriate, although in the Ohio case, the comparative infrequency of serious infractions would have made statistical treatment of such detail difficult.

The data to be collected for both POA and PO cases would include:

- number and dates of violations;
- nature of violations; and
- supervisor's response to violation.

The most serious difficulties likely to be encountered in comparing violations have already been noted. Parolee exposure to detection may be greater in the Aides' cases, and Aides may be either more or less likely to report infractions than regular officers. Beyond reporting problems, there is some difficulty in interpreting the various forms of violations, since a large number

of different behaviors can be subsumed under the same category. This can be overcome, at least to some extent by collecting more detailed descriptions of the exact nature of violations.

Recidivism

In addition to parole violation rates, parole supervision must account for its impact on the community at large through the risks of additional crimes committed by released parolees. Since parolees vary in the time spent under parole supervision, the most generally acceptable measure of recidivism is frequency of arrest per unit time (usually one year, or 1,000 person-days) of client exposure. With sufficiently large samples, refinement of this measure to reflect type of offense, disposition, and time patterns of new offenses can be considered, but the inherent ambiguities in prosecution and trial (especially the prevalence of plea bargaining) severely limit the precision of such measures. At a minimum, however, information on disposition and offense classification will aid in the interpretation of arrest statistics. Again, the data to be collected for both client groups would include:

- number and dates of arrest while under program supervision and during follow-up periods;
- court disposition on arrests; and
- nature of alleged offense.

Following the selection of measures the chief difficulty arises in gathering accurate data. Data on both PO and POA client groups would be drawn from two main sources: police data on further arrests; and court records on arrests and dispositions. There is probably no benefit to be gained in collecting self-reported arrest data unless that information is verified by examining a records source used consistently for all follow-up subjects.

Employment and Earnings

A significant portion of Parole Officer Aide time is to be devoted to job development and employment counseling activities. It is to be hoped that such increased effort would generate correspondingly greater levels of client employment, and would be directed toward placing them in more desirable jobs (as indicated by reduced turn-

over, higher wage levels, and increased expressions of job satisfaction).

Complete assessment of the quality of a job placement service would be a time-consuming and complex process probably beyond the scope of any single project's resources. Issues of long-term stability could cause such as a comprehensive study to extend over several years, and measuring all the facets of employment satisfaction would call for a psychometric battery of formidable complexity. A reasonable compromise is selection of a limited subset of measures which should provide a fairly immediate indication of the major aspects of the program's placement activities:

- number of weeks employed during follow-up period;
- number of distinct jobs held during follow-up period;
- hourly wage;
- total earnings;
- congruence of job with long-term career aspirations;
- level of responsibility; and
- expressed satisfaction with job.

Although measures of turnover and compensation are the most objective measures listed here, gathering the data is not a simple task. Not only are income-related data sensitive and often deliberately mis-reported, but if the participant has more than one source of income, the figures become sufficiently complicated that his records may begin to become unreliable. While there is no complete solution to this measurement problem, the closest approach probably comes through securing client permission to interrogate official sources, such as FICA and IRS. Dealing with the more subjective items requires asking the participant, both at the time of project entry and at follow-up, what his aspirations are and how his current job relates to these. While it is not to be expected that the information so gathered will be of high precision, the questions it addresses are important and even imprecise measurement will give some indication of major trends.

Employment outcomes are, of course, heavily dependent on the job market; parolees in turn traditionally fare badly in that market.

Because much of the employment outcomes are out of the control of either the parole supervisor or parolee, all employment measures need to be interpreted only in the context of locally prevailing unemployment and wage rates. Control group experiences and BLS statistics should be used in combination to provide a frame of reference for interpreting the experience of parolees under POA supervision.

Other Questions of Interest

In addition to the three sets of measures described in this Chapter, other parole jurisdictions may wish to consider replicating the survey components of the Ohio evaluation. These may prove useful--particularly in the early stages of such a project--to establish the credibility of POA staff and to determine through supervisors' assessments, the possible need for further orientation and training activities. The instrument used to survey POA supervisors is included in Appendix D. Other instruments used in the Ohio evaluation are contained in a separate document entitled *Ex-Offenders As Parole Officers*, by Joseph E. Scott (Lexington Books, Massachusetts, 1975).

APPENDICES

- APPENDIX A: Parole Officer Aide Monthly Reporting Form**
- APPENDIX B: Training Topics for Parole Officer Aides**
- APPENDIX C: Parole Placement Plan**
- APPENDIX D: APA Survey: Supervisors' Evaluations**

APPENDIX A
Parole Officer Aide Monthly Reporting Form

THIS REPORT IS TO BE COMPLETED BY THE PAROLE OFFICER AIDE AND SUBMITTED TO THE PROJECT DIRECTOR BY THE FIFTH OF EACH MONTH FOR THE PRECEDING MONTHS' ACTIVITIES.

Month: _____

Date: _____

Case Worker: _____

Unit Supervisor: _____

Office Assigned: _____

Cases Supervised: _____ : Probation: _____ Parole: _____

Cases Terminated During Month: _____

How: (F.R.; PVAL: Inter-Unit Transfer): _____

Adult Males Added To Caseload: White: _____ Black: _____ Other: _____ Total: _____

Adult Females Added To Caseload: White: _____ Black: _____ Other: _____ Total: _____

Clients Individually Counseled: _____

Clients Group Counseled: _____

Employment Managers Interviewed: _____

Employment Positions Obtained for Offenders: _____

Offenders on Your Caseload Unemployed: _____

Presentations at High Schools: _____

Students Present: _____

Presentations at Civic Groups: _____

Citizens Present: _____

Presentations at Penal Institutions: _____

Residents Present: _____

Comments by Caseworker or Supervisor:

Caseworker

Supervisor

APPENDIX B
Training Topics for Parole Officer Aides

COUNSELING PROGRAM

Parole Officer's Training

I. COMMUNICATION SKILLS

Counseling is a one-to-one or group relationship where the purpose is to transmit and understand information (feelings) and to discuss and evaluate alternatives.

A. Attending Skills

1. Good listening is the key. If you don't get the message you can't act on it. Be aware of the client's message, verbal and non-verbal, through his words and his tone.
2. Don't fake attention! We are all guilty of faking attention while we may really be thinking about what we are going to say.
3. Posture, bodily gestures (nod), single responses like "I see" and "Yes" communicate to the client an interest in what he is saying and encourage him to continue.

B. Responding Skills

1. A counselor should respond to the client totally, e.g., his posture, tone of voice, body movements and facial expressions, as well as the verbal content of his message.
2. Effective responding is a two fold operation.
 - a. Accurate discriminating of what the man said.
 - b. Relevant response to what he has said.
3. A relevant response should communicate to a man on an affective (feeling) level an understanding of what he (the man) is feeling and a willingness to explore the matter further. A denial of the man's feeling (regardless of what it is) will stifle further communication.

Typical ineffective responses to expressions:

Expression of parolee: "People treat me like dirt when they find out I got a record."

1. Ordering: Stop feeling sorry for yourself.
2. Interpreting: You're just unhappy
3. Admonishing: You better be thankful, things are a lot better than they used to be.
4. Probing: Why do you feel that way?
5. Diverting: 'Treated you like dirt? Now that's silly.

What is a person feeling? (Who says "People treat me like dirt when they find out I got a record.")

Possible discriminations: Mad, inadequate, inferior, discouraged, overwhelmed.

How can we let the person know we have heard his feeling and not denied it?

EXAMPLE:

Parolee's Statement: "Why do I have to do everything you say?"

Relevant Response: "You feel I'm always telling you what to do? Bossing you around too much?"

C. Initiating Skills

In a problem solving model, after the bases of exploration and understanding are established, the initiation of action is the next phase. The following ideas are appropriate.

1. State the problem clearly.
2. Find his goals.
3. Explore avenues for reaching the goal, e.g., alternatives, consequences.
4. Find preferred alternatives. Weigh each alternative.
5. Determine course.

6. Get a commitment and way to measure progress.

II. COUNSELING APPROACHES AND THEORETICAL BACKGROUND

A. Client-centered - Carl R. Rogers

Non-directive approach - little structure is supplied and the client is encouraged to express himself. The feeling is that eventually he will reach his problem through the counseling relationship, find the solution himself.

Theoretical Background: Man is "basically socialized, forward moving, rational and realistic."

B. Directive - Trait & Factor - E.G. Williamson

The counselor should assess the traits of the subject and suggest courses of action based on this assessment. Highly structured in terms of defining problems and directing the conversation toward resolution of these problems.

Theoretical Background: Potential for good and evil -
"Man may not be fully capable...of becoming his potentiality without human assistance."
("Vocational Counseling"-
Williamson p. 183)

C. Facilitative - Robert Carkuff

This model is designed to facilitate communication. The counselor's response should accept the client's right to express a feeling and should indicate understanding for this feeling. It should alleviate hostility and tension but should also indicate genuineness and honesty toward the client.

Theoretical Background:

"A person most capable of providing constructive help to another individual is...a person who is living effectively himself. He communicates an accurate empathetic understanding and a respect for all the feelings of the other person. In addition while he is open and flexible

in his relationship with others, in his commitment to the welfare of the other person, he is quite capable of active, assertive, and even confronting behavior when it is appropriate."

"Beyond Counseling and Therapy" Carkuff 1968

D. Reality Therapy - William Glasser - Rational Authority

Reality therapy is based on the assumption that all aberrant behavior is an attempt to evade or an inability to take the responsibility of doing what is right. People who are unable to fulfill their needs in a realistic way, choose a less realistic way (crime, drugs, alcohol) in an attempt to do so.

Reality Therapy does not ask why a person does what he does, nor is it concerned, because the reason for unacceptable behavior doesn't matter. What is done, is relevant. Actions are what matters.

Reality Therapy is not concerned with the past. No matter what factors in the past have helped cause a person's defect, the problem is essentially the same in every case: We must help the client develop a sense of responsibility. Probing the past often only provides clients with an excuse for their irresponsible behavior.

Reality Therapy requires firmness and a real involvement with the client so he feels someone "close enough to enable him to feel worthwhile enough to take responsibility for himself." The client takes total responsibility for all his actions.

Reality Therapy is the approach utilized as rational authority within the specialized caseload program. We are concerned with the man's behavior and actions, not with verbalization or rationalization.

III. AN ECLECTIC MODEL OF COUNSELING

An Eclectic Model of Counseling utilizes all the aforementioned Counseling modalities in dealing with various types of clients and situations.

The word "eclectic" means to select, to choose appropriate doctrines or methods from the various counseling models.

"Fundamentals of Counseling," Shertzer & Stone, p. 251

Frederick C. Thorne was one of the early proponents of the eclectic viewpoint. He made the following generalizations concerning the use of various techniques:

- 1) In general, passive methods should be used whenever possible.
- 2) It is desirable to give every client an opportunity to resolve his problems non-directively. Inability of the client to progress therapeutically using passive methods alone, is an indication for utilizing more directive methods.
- 3) All Therapy should be client centered. This means that the client's interests are the prime consideration. It does not mean that directive methods are contra-indicated. In many cases, the client's needs indicate directive methods.
- 4) Directive methods are usually indicated in situational maladjustment where a solution cannot be achieved without the cooperation of other persons.
- 5) Some degree of directiveness is inevitable in all counseling even if only in reaching the decision to use passive methods.

"Principles of Personality Counseling", Thorne p. 112-113

Eclectic counseling requires the counselor to be sensitive to the developing situation so that he can evaluate the indications and contra-indications for the use of any method. As the situation changes he must be flexible enough to alter plans and models to fit the situation.

The supervision technique of rational authority complements the eclectic counseling mode. It encourages the use of authority inherent within the parole officers' position, when it is indicated for rehabilitative purposes. Ideally the amount of authority utilized by the parole officer would coincide with the needs for authority or direction which that particular client or circumstance expresses.

IV. GROUP COUNSELING

A. Mutual Concern Groups

These groups are highly structured and goal directed. They are primarily cognitively oriented and focus around

problem areas that are defined as common interest problems among the group.

1. Job-seeking skills - This may be a semi-classroom type group in which the parole officer (instructor) outlines various job seeking skills which may benefit his clients in need of employment. Also information regarding jobs may be shared, etc.
2. Living skills - Again primarily cognitively oriented, how to get along with foreman, fellow employees, neighbors, etc. Intellectualizing regarding various needed coping skills. Counselor seen as facilitator for inter-group sharing.

B. Personal-Social Skills Groups

These are more sophisticated groups, more open-minded in terms of dealing with appropriate subject matter and having less structure. These emphasize more group leadership and each member of the group taking more responsibility for what occurs.

C. Therapy Groups

Dynamics within the client will be apparent in a here and now situation in the group. The aggressive, hostile, dependent, etc. will manifest the same symptoms in a group setting and the leader (parole officer) will be able to deal with them as they occur.

These groups entail a great deal of risk-taking and the ability to not only uncover feelings (hostility, hatred, envy) but to deal with them in a genuine, undefensive manner and bring about some type of resolution or satisfaction at the close of this group.

No parole officer should engage in this type of counseling unless he/she has had some type of specialized training or experience.

V. QUESTIONS AND OPEN DISCUSSION

APPENDIX C
Parole Placement Plan

nominally and that he will stabilize the children who have been hard to manage lately. She prays that subject's drinking problem is at an end.

Tearfully, Mrs. Smith described the hardships she endured as a result of her husband's drinking. Unpaid bills, evictions, and lack of necessities were commonplace. Were it not for her church, relatives, and the relief dole, the family could not have survived. Despite his faults, Mrs. Smith claims subject can be responsible. Sober, he is trust-worthy and reliable. Sometimes he would work steadily for three months or so before reverting to alcohol. These were the only really happy days for the family. During this interview, Mrs. Smith was quite attentive. She talked freely about her husband's confinement and the problems it presented. She also asked penetrating questions about parole and its obligation. This writer then reviewed the rules after which she emphatically promised full cooperation.

On 10/12/75 we contacted John Jones of the Acme Tool Company. Mr. Jones owns a shop employing 35 people. He produced a letter from inmate soliciting employment.

Mr. Jones is very civic-minded and has employed parolees before. He finds them satisfactory except for absenteeism. He also is interested in the Alcoholics Anonymous program and hopes to persuade Smith to participate eventually.

Mr. Jones is sorely in need of help and is willing to hire subject sight unseen, in spite of inexperience. Subject will work as a drill press operator at \$2.75 per hour. He can begin work on 10/24/75. Advancement is dependent only on his ability.

Upon release, subject will have every opportunity. His wife is devoted to him and is willing to start anew. He will have an understanding and sympathetic employer; and, as far as we can determine, there is no community feeling against him. The only concern evidently is subject's history of excessive drinking.

From the foregoing, it is obvious that this subject's parole plan is satisfactory. This officer recommends, therefore, that this case be accepted for supervision.

Approved:

Respectfully submitted,

Unit #10

Supervisor

Parole Officer

APPENDIX D
APA Survey: Supervisors' Evaluations

APA SURVEY

Supervisors' Evaluations

Date _____

Time _____

Interviewer _____

Supervisor _____

Employee _____

Employee _____

Three characteristics often mentioned as necessary for a parole officer to perform well on his job are:

1. The ability to motivate parolees.
2. The ability to relate in a non-threatening and yet firm manner with parolees.
3. The ability to put himself out or in other words, (go the extra mile), in working with parolees.

Now we would like you to evaluate _____ with regard to each of the above characteristics. The average score on each of these characteristics is 50. First, how well does he motivate the parolees he works with?

| | Poor | | | Average | | | | Excellent | | | |
|-------------|------|----|----|---------|----|----|----|-----------|----|----|-----|
| 1. Motivate | 0 | 10 | 20 | 30 | 40 | 50 | 60 | 70 | 80 | 90 | 100 |

| | Poor | | | Average | | | | Excellent | | | |
|-----------|------|----|----|---------|----|----|----|-----------|----|----|-----|
| 2. Relate | 0 | 10 | 20 | 30 | 40 | 50 | 60 | 70 | 80 | 90 | 100 |

| | Poor | | | Average | | | | Excellent | | | |
|------------|------|----|----|---------|----|----|----|-----------|----|----|-----|
| 3. Put Out | 0 | 10 | 20 | 30 | 40 | 50 | 60 | 70 | 80 | 90 | 100 |

4. Which one of the following statements best describes what value _____ is to the APA?

- _____ 1. He could fill immediately a specific job at higher management level, no further training necessary. (immediately promotable)
- _____ 2. He could fill a specific job at a high management level with further training.
- _____ 3. He is doing what can reasonably be expected of him on his present level. (satisfactory plus)

Employee _____

- ____ 4. He is doing what can reasonably be expected on his present job but he is not seen as going beyond his present level in the immediate future. (satisfactory)
- ____ 5. His performance on his present assignment is not completely satisfactory. (questionable)
- ____ 6. His performance is not acceptable on his present job. He may be able to improve his performance with further help and encouragement. (unsatisfactory)

5. Now using the same grading system we used earlier, how would you rate _____ with other officers you know at getting jobs or special job training for parolees?

| | Poor | | | Average | | | | Excellent | | | |
|------|------|----|----|---------|----|----|----|-----------|----|----|-----|
| Jobs | 0 | 10 | 20 | 30 | 40 | 50 | 60 | 70 | 80 | 90 | 100 |

6. How would you rate _____ in relating and getting along with fellow workers?

| | Poor | | | Average | | | | Excellent | | | |
|---------------------|------|----|----|---------|----|----|----|-----------|----|----|-----|
| Relating Colleagues | 0 | 10 | 20 | 30 | 40 | 50 | 60 | 70 | 80 | 90 | 100 |

7. How would you rate _____ in relating and getting along with representatives of other programs and agencies in the community?

| | Poor | | | Average | | | | Excellent | | | |
|--------------------|------|----|----|---------|----|----|----|-----------|----|----|-----|
| Relating Community | 0 | 10 | 20 | 30 | 40 | 50 | 60 | 70 | 80 | 90 | 100 |

8. How would you rate _____'s report writing?

| | Poor | | | Average | | | | Excellent | | | |
|----------------|------|----|----|---------|----|----|----|-----------|----|----|-----|
| Report Writing | 0 | 10 | 20 | 30 | 40 | 50 | 60 | 70 | 80 | 90 | 100 |

Employee _____

Comment:

9. How would you rate _____ overall as an employee of the APA?

| | Poor | | | Average | | | | Excellent | | | |
|---------|------|----|----|---------|----|----|----|-----------|----|----|-----|
| Overall | 0 | 10 | 20 | 30 | 40 | 50 | 60 | 70 | 80 | 90 | 100 |

ASK FOR POA ONLY

10. Approximately how many times has _____ spoken as a representative of the APA (i.e. community gatherings, schools, clubs)?

[Get an estimate]

11. How valuable a function is this?

12. Is there anything _____ has been doing that others generally do not do in your office?

13. We would now like to ask you some specific questions about the Parole Officer Aide Program. First, what, if any, are its advantages?

14. What are its disadvantages?

15. If you were responsible for evaluating and restructuring the program, what would you do? (Probe)

EXEMPLARY PROJECTS REVIEW BOARD

Members of the Exemplary Projects Review Board in September 1975, when the Ohio Parole Officer Aide Program was selected, were the following:

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EXEMPLARY PROJECT: The Ohio Parole Officer Aide Program

To help LEAA better evaluate the usefulness of this document, the reader is requested to answer and return the following questions.

1. What is your general reaction to this document?

- Excellent Average Useless
 Above Average Poor

2. To what extent do you see the document as being useful in terms of: (check one box on each line)

| | Highly Useful | Of Some Use | Not Useful |
|---|--------------------------|--------------------------|--------------------------|
| Modifying existing projects | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Training personnel | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Administering ongoing projects | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Providing new or important information | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
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 Developing or implementing new projects
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4. Do you feel that further training or technical assistance is needed and desired on this topic? If so, please specify needs.

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6. How did this document come to your attention? (check one or more)

- LEAA mailing of package LEAA Newsletter
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7. Have you contacted or do you plan to contact the Ohio Project site for further information?

(CUT ALONG THIS LINE)

8. Check ONE item below which best describes your affiliation with law enforcement or criminal justice. If the item checked has an asterisk (*), please also check the related level, i.e.,

- | | | | |
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