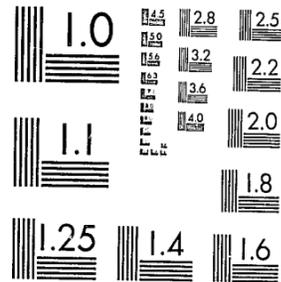


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Canadian
Volunteers In
Corrections
Training Project

Module 1

4

PROGRAM DESIGN
OF
THE OTTAWA VOLUNTEER PROGRAM

BY

Jerry J. Kiessling
Probation Parole Services
In collaboration with

D.A. Andrews
Colin Farmer

Carleton University
Carleton University

68033



MINISTRY OF
CORRECTIONAL
SERVICES

Honourable Gordon Walker
Minister
Glenn R. Thompson
Deputy Minister

MINISTRY OF CORRECTIONAL SERVICES

PROVINCE OF ONTARIO



PLANNING AND SUPPORT SERVICES DIVISION

M. J. Algar
Executive Director

PLANNING AND RESEARCH BRANCH

James J. Hug, Ph.D.
Director

A.C. Birkenmayer
Manager, Research Services

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The authors are indebted to more agencies and individuals than could possibly be listed here. A partial list is provided in the main research report, "Volunteers and the one-to-one supervision of adult probationers". The CaVIC findings are currently being evaluated in a selection and training study supported by a grant from the Social Sciences and Humanities Research Council of Canada (formerly The Canada Council).

The opinions expressed in the CaVIC reports are those of the authors and do not necessarily represent the policies or opinions of the various sponsoring agencies.

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PREFACE

It would be misleading to submit the following report without recognizing the multitude of people and organizations that have contributed to its formation.

The program was initially funded by the Law Réform Commission of Canada by a contract of \$4,000 for the year March 1973 to March 1974. Since then, we have been jointly funded by the Commission and the Department of the Solicitor General of Canada. Three separate areas are being developed under these contracts:

- (1) to create administrative procedures by which volunteers can work within a professional probation and parole system;
- (2) to design and complete research which will lead to a productive use of volunteers and professionals in this area; and
- (3) through CaVIC, a two year demonstration project to develop training modules on various phases of the volunteer's work, modules which can be made available to other programs across Canada (c.f. Appendix II for a fuller discussion of CaVIC, Canadian Volunteers in Corrections).

Equally important has been the recognition, support and advice given to us by the Ontario Ministry of Correctional Services. Besides funding the program in an amount approximately equal to that of each of the Federal contracts, they have appointed a Probation and Parole Officer to act as a full-time program director. It would be difficult to over-emphasize the importance of this support. Volunteers in corrections are still a relatively unknown quantity. The implications of their use and the future trends that will develop are still not able to be foreseen accurately. The Ministry's use of volunteers, therefore, represents a creative and far-seeing decision which places the Government of Ontario and the Ministry of Correctional Services in the forefront of the correctional scene. In particular, this program has benefitted from the help and advice of Mr. Donald Mason, Director of Probation and Parole Services; Mr. Robert Fox, Coordinator of Volunteer Programs for Ontario; Mr. Elmer Toffelmire, Regional Director of Probation and Parole Services in the Eastern Region of Ontario; and, the day-to-day support of Mr. William Jackson, Supervising Probation and Parole Officer for our area.

Within Ottawa itself, we have been extremely fortunate to work in partnership with Judge T.R. Swabey, Senior Judge of the Provincial Court (Criminal Division) for Eastern Ontario, and Judge René Marin, Judge of the County and District Court of Ontario and Consultant to the Law Reform Commission of Canada. Judge Swabey provided the original impetus for the formation of the program through a brief he submitted to the Provincial Government in 1971 advocating a volunteer program in Adult Probation. He has also been one of the leaders of the program throughout its existence. His advice and direction have been invaluable and have resulted in a very close coordination between the court and corrections. The enthusiasm and support of Judge Marin and Judge Swabey has been directly responsible for

the program's present state of development.

Special mention should also be made of the close cooperation within this program between the professional field staff and Carleton University. Donald A. Andrews, Associate Professor of Psychology at St. Patrick's College, and Colin Farmer, Assistant Professor of Sociology at St. Patrick's College, have worked with the program director to design the CaVIC demonstration project and its training modules, as well as to design the research component of the program. We totally agree with the statement in the Report of the Canadian Committee on Corrections (1969) that:

The knowledge gained from the social and behavioral sciences as well as accumulated correctional experience should be fully utilized in attempting to rehabilitate offenders. This requires a team effort, allowing all disciplines to make their most effective contribution.

And finally, we have had the full cooperation of the professional probation staff. Without their help, this project would have been extremely difficult and certainly would not have been as promising as it now is. In their present and future work with the volunteers, they place a greater degree of expertise and resources at the disposal of the volunteers than one program director ever could.

From the beginning, therefore, many levels of government and the community have been involved in the program. It is, perhaps, the basic fact of this program that it is the end product of a truly community effort. It is our belief that only the complexity of individual and community factors that sustain criminal behaviour.

The Program Director (J.J. Kiessling) has had responsibility for the design and management of the service program. The Research Directors (D.A. Andrews and Colin Farmer) have had responsibility for the design and management of the research component. With the exception of the theoretical assumptions relating to community control over delinquent behaviour and the description of the research component, this report represents the writing of the Program Director.

INTRODUCTION

The Ottawa volunteer program in Adult Probation is part of the overall policy of the Ministry of Correctional Services which is placing and increased emphasis on community based programs. In 1972, the then Minister of Correctional Services, The Honourable C.J.S. Apps, said:

The (Ouimet) Report emphasizes the need for correctional treatment to take place within the community wherever possible; one of its major recommendations being "it be a matter of policy in the appropriate departments to encourage citizen participation in the field of corrections". My own Ministry is keenly aware that

effective corrections demand a close partnership between our services and the community if we are to achieve our objective of assisting in the social adjustment in the community of those in our care.

"Corrections and You", a speech delivered at the Conference on Involvement of Citizen Volunteers, October 2, 1972.

Roles for the volunteer and lay workers have been expanding in the health and correctional areas. Several reviews of volunteer and lay worker programs are now available so no such review will be presented here. R. Carkhuff (1969) reviewed the literature with particular reference to the relationship between outcome and the interpersonal skill levels of the workers. Shelley (1971) and Peters (1973) have reviewed the literature in the correctional area.

There is no question but that the successful amalgamation of volunteers with corrections is a complex procedure. However, it also seems apparent that no rehabilitative method has succeeded which has tried to work in isolation from the community. A society cannot simply create a small set of professionals (judges, criminologists, correctional workers, police) or a small group of treatment and incarceration centers (jails, half-way houses, drug clinics), and then expect that this alone will solve the problem of crime. For example, it will obviously not work to subject a person to a "rehabilitative" program in a reformatory or prison, and then release him to a community that will not or cannot give him a job. Our basic assumption, therefore, is that a consistent and coordinated approach is necessary by the whole community in regard to the problem of rehabilitation of criminal offenders.

Realistically, though, there are many community factors that contribute to crime which are outside the control of any one correctional program like ours. These include such things as employment conditions, over-population and inadequate housing. However, in the immediate future and within the scope of corrections itself, there are certain ways in which the community can act to prevent offenders from returning to criminal behaviour, namely, by helping them to acquire new values and behaviors and by changing some of the conditions in the local community that contribute to crime.

A brief mention should also be made here concerning how our program exists within the organization of the Ontario Ministry of Correctional Services. The recent realignment of Government Services in Ontario has brought within the scope of the Ministry responsibility for all adults and juveniles placed on probation, all juveniles admitted to a training school by a Family Court, as well as jurisdiction over all persons over the age of sixteen sentenced to terms of up to two years.

In order to develop a coherent use of volunteers, the position of Coordinator of volunteer programs was created. Mr. Robert Fox is the present coordinator and the main function of his branch is to act in a consultant role to field staff in recruiting, screening and training volunteers.

The Province of Ontario is divided into four geographic regions, each of which is under the supervision of a Regional Director. These are the Northern, Central, Eastern and Western regions. The broad aim of this decentralized administration is to assist in the formation of policies relevant to the individual conditions existing in these regions, as well as to facilitate more efficient management procedures. Our program exists within the Eastern Region. The regional line of authority is from the Regional Director to the Supervising Probation and Parole Officer in Ottawa. The program director is immediately responsible to this Supervising Probation and Parole Officer.

This report will be divided into the following areas: philosophy, objectives, theoretical assumptions, strategy and assessment. The principles that are especially important to the development of a particular section of the report will appear immediately before it in an indented paragraph.

I. THE PHILOSOPHY OF VOLUNTEERISM

A "system" can be defined simply as any group of elements which are related in a feedback network, and which interact with each other over a period of time. From this point of view, criminal behavior can only be understood as it is placed within the context of other relevant behaviors in the community, as well as the values, standards and institutions of the larger society. This means we cannot ask simple, "individualistic" questions like, "How can we convince this offender to change?", but must ask more systematic questions, e.g., "How can we support the non-criminal aspects of the offender's personality (his internal system - his values, goals, attitudes, knowledge) with relevant community resources (friends, job opportunities), so that not only is the offender changed, but his environment is changed as is necessary?"

The first step in designing this program was to formulate a clear philosophy of volunteerism within the context of the justice and correctional systems. Two basic questions point out the practical need for such a philosophy. First, do volunteers have a legitimate basis in their own right for participating in the justice-correctional system, or do they exist simply because of the lack of correctional manpower? And second, what is the specific role of the volunteer within the professional-volunteer system? Without a clear philosophy of volunteerism, no program will be able to integrate its various activities (management, training, research) or to develop a consistent way of acting. Such a philosophy should also enable volunteers to distinguish themselves from professional ideologies and so assume an identity that is proper to them alone.

A. Volunteerism in a Democratic Society

The question of whether volunteers have a right to be in the justice-correctional system is crucial, since it will determine whether there is to be a system in which volunteers and professionals interact as "equals", or whether community volunteers participate in the system as "second class citizens" who simply and merely follow the direction of professionals.

Our program was designed to reflect the former point of view, to create a truly community approach in which: (1) each sub-system within the professional-volunteer system has a role to play in its own right, and (2) these sub-systems are united under a clear, consistent philosophy.

To put this issue in a wider context, one of the major problems in twentieth century society is the lack of a consistent philosophy or set of values to which most people adhere. Deep rifts exist between various classes and sub-cultures. Each of us is continually exposed to conflicting and

and competing values and of these various groups. And, more relevant to the justice-correctional system, the average citizen no longer has a first hand knowledge of how his system works. He does not know if the system is too lenient or too harsh, or whether it is really making an impact on criminal offenders.

This separation of the average citizen from the decision making areas of his community has produced feelings of alienation and helplessness. People no longer feel that they can really affect the power structures existing around them, and that these structures work in "mysterious ways" apart from the needs and goals of the ordinary person.

Volunteerism, then, can be seen as a positive response to this condition, a striving by the citizenry to become re-involved in their society. As Mr. Justice E.P. Hartt of the Supreme Court of Ontario put it:

Any society dedicated to the principles of democracy...is in decay when the intelligence, good sense and dignity of the average citizen is mistrusted. It will not be sufficient in the future that the tablets be brought down from the mountain... The citizens who will be subject to the law will be given the opportunity to have their views made known and carefully considered... In developing our democratic social laws, they must be regarded as something more than an authoritative ordering of social relations; rather they should be looked upon as the ever changing attempts by the state, through the rule-making process, to balance conflicting values in order to maximize the potential for all to live in a manner they choose, free from the unwarranted interference by the state or any other person.

From a speech delivered to the
Rotary Club of St. Catharines,
Ontario, October 26, 1972.

The involvement of citizen volunteers in the justice-correctional system, then, is essentially related to the philosophy of a democratic society.

A volunteer program should also respond to the larger problems in its society. For example, we have said that the current crisis in western democracy lies at least partly in the rapid polarization of the society into conflicting groups. If we are not only to survive this crisis but use it creatively, we must begin to open lines of communication between these polarized groups - the rich and the poor, the different ethnic sub-cultures, the young and the aged, the criminal and the non-criminal.

One consequence of this is the definition of the volunteer's role as that of "friend" of the offender (a relationship of equals) as opposed to the more remote (less democratic) roles of counsellor or therapist. Historically, the friendship role flows from the *parens patriae* doctrine which has as one of its logical corollaries the prevention of further crime through dealing with problems in the offender's person or environment. The

citizen volunteer represents the care and concern of the community for the offender, and especially for that offender whose crime reflects an alienation from the resources of the community itself, e.g., from its value and belief systems, from its economic resources or from fulfilling relationships with other citizens.

This means that we will gear our assessment strategy toward identifying this type of offender. If we are successful in doing this, we should be able to divert some offenders who are now being incarcerated (for lack of adequate community supervision potential) into the probation system. We presume that younger offenders especially would benefit most from this kind of program. It should be emphasized, though, that these offenders will not include those who are dangerous to society, or who must be sentenced to incarceration for other reasons such as deterrence or retribution.

What becomes of the professional's role in this new system? The probation officer's role has, over time, become one of a jack-of-all-trades. Historically, he has become responsible for a multitude of tasks, some of which do not logically require his professional expertise. The new professional-volunteer system will gradually have an impact on this situation. Volunteers will begin to perform some of these tasks. To some professionals this may seem to be a threat to their very existence. This reaction can be avoided if the entry of the volunteer into the correctional system is clearly explained as a way for the probation officer to become more professional in his work, freeing him to do what he is uniquely qualified to do. One of the essential insights of a system's approach is that one cannot introduce a significant new component (volunteers) into a system (probation) and pretend that everything else (e.g., the professional's role) will stay the same. Volunteers are not simply "additive" to the system (e.g., relieve over-burdened professionals of some tasks), but will change the very nature (organization) of this system.

In our program we see the professional and the volunteer as two ways (roles) in which the citizens in a community can work with criminal offenders. The professional probation officer is a citizen who has specialized in learning about general principles of human behavior, especially as they relate to the criminal offender group. This involves knowledge of the causes of criminal behaviors and how to effect changes in the offender and his environment. The volunteer, in turn, is a citizen who specializes in transforming this generalized knowledge into the here-and-now reality of the life on an individual offender. Through his intensive knowledge of the offender he works with, he is able to judge when and how to apply these principles, and so add the dimension of his own personal relationship to the rehabilitative process. The volunteers also bring to the correctional system a multitude of experiences (from their own environments) which keeps correction informed of the opinions and feelings of the community in which it exists. In addition, certain volunteers are professionals and specialists in their own fields, and their participation in a volunteer program should allow for a cross-fertilization of ideas between corrections and these disciplines. Together, professionals and volunteers represent a combination of theoretical and practical knowledge

which cannot help but be more effective than if either existed alone.

Thus, while in one sense community volunteers work within the correctional system, the correctional system in turn works within the community. Consequently, we feel that rehabilitative programs can no longer be described in dichotomous terms - professionals or volunteers, community program or incarceration, this therapy or that therapy. What is needed is a coordinated and mutually reinforcing approach by all the sub-systems in the community.

B. The Specific Role of the Volunteer in a Correctional System

In a system which shows growth and creativity, each component has a specific function which complements those of the other components. One of the most difficult tasks in a program where professionals and volunteers work together is to devise a rationale for the volunteer's work that is unique to the volunteer and imitative of the professional. But, at the same time, the two roles should complement each other so that there is a creative partnership between the two.

In order to do this, a program must have a clear "starting point" - a clear philosophy and set of assumptions about the nature of criminality, the criminal justice system and how it exists within a democratic community, and consequently about the roles of those involved in the system.

The basic assumption we make about the role of the volunteer is that he is especially suited to work on the environmental problems of the offender, and that understanding criminal behavior from an environmental viewpoint is more suited to the work of volunteers in correction than that of analyzing the intra-psychic mechanisms of offenders. As was developed by Kiessling (1975), this flows from an ecological model of correctional volunteerism:

Our society needs a philosophy (a set of assumptions and symbols) to express the interrelated, ecological reality of existence. We need to work as communities on our community problems, and not as individuals on this-or-that problem. The individual human being, both the criminal and the non-criminal, is shaped by his environment. Much human behavior can be understood in terms of a person's reacting and adapting to environmental forces. The starting point for the analysis of the meaning of behavior is then crucial. Behavior which is symptomatic when we take the individual as the starting point becomes adaptive when considering it in its context. Further, an ecological approach maintains that, regardless of how a behavior arose (its genesis), it can be seen as being maintained by the present environment. Thus, what is important in changing behaviors is not historical studies (case histories) but an analysis of how to modify the present environment so that the person can choose different behaviors. The focus is on the much

more complex reality of the individual-in-his-environment rather than on the simpler sub-system of the individual alone and what therapy "he" needs.

In an ecological/systems model, the work of the volunteer in corrections might be described formally as that of mediation, between the offender and the non-offender, within a community of which they are both members. The mediation role of the volunteer can be described as follows:

- 1) The volunteer should focus on the area of the offender-in-his-environment, aiming at achieving a better "balance" between the two. By this we mean that there may need to be changes made both in the community and the offender. This is opposed to an approach which focuses merely on "helping the offender" - one which assumes that it is the offender who should always adjust to the community, that the offender alone should bear the weight of the responsibility and guilt involved in the action that was termed criminal. The criminal act of the offender, instead, may have been his way of adjusting to an environment that did not in fact encourage other, alternative behaviors.
- 2) It requires that the volunteer become involved in the day-to-day life and environment of the offender on a first hand basis. To mediate, one must experience the situation, and to experience it "as if" no solution already existed. Detached counselling or the use of pre-formed intellectual categories to label a problem and its solution from a distance is a method not suited to the mediation between human beings and their community. Concomitantly, if some laws of some correctional activities are irrelevant or ineffective, it is because the ethical content (form) of these realities no longer reflects the day-to-day life of a significant part of the community.
- 3) The "solution" must come from two sources. First, from information obtained from people in the community who live where the problem is. It is irrelevant, for example, for the powerful and the wealthy to expound that "the poor want this or that law" when they do not live in the predicament of the impoverished or the impotent. Therefore, a volunteer program should strive to have people in it from as many segments of the community as possible. Through the sharing of their common experiences as well as differences, they can "discover" a common consensus about where and how the group can act. Such a volunteer program would not merely be an "organization" but a community in its own right, a microcosm of the larger society. Secondly, the volunteer must be in contact with groups that have the power and know-how to make needed changes in existing community structures and to tap other resources needed by the volunteer group. In knowing what is possible, this latter group can translate the community consensus into a realizable form.

Therefore, we propose that the concept of mediation is the proper one to describe the work of a volunteer in a democratic society and within a program that works out of a systems/ecological theory in which a person and his environment are seen as an interacting whole. It also clearly distinguishes the role of the volunteer from that of

the academically created professional.

- 4) This approach is to be understood as clearly separate from philosophies which take law (or an academic discipline) as the starting point. The existing form of the law (or any other moral code of the community) can be understood as a "verbal report" on the interactions of past societies with their environment, how they mediated between their needs and their environment. There are no pure laws. Law is always conditioned by the time and place of its verbal formulation, and by the assumptions and beliefs of the groups which had the power to write and enforce it. This is true if only because language itself, the medium of law, is so conditioned.

Law, then, is a "starting point" of a kind, but one that is in the form of a report from the past. Consequently, law cannot always change fast enough to recognize new means people have for reaching their goals, or new scientific findings about man and his world.

Law is a light from the past which can illuminate the present world - it allows us to perceive relationships that have been fairly constant, e.g., that this community will be endangered, as were others in the past, if random killing was allowed. However, a critical epistemological error is made if the light is mistaken for the thing seen.

Law, in a democracy, must be validated by the experiences of the people. It is not the people who are validated by the law, but the law which is consented to by the people. For the law to be affirmed today, one must therefore enter the community, experience its predicaments, and struggle to attain the law "as if" it were not ahead of time. If this not done, the law will become an absolute, a starting point which divides the community into those who ignore the values of the past (reject traditions) and those who are unable to adapt to the newness of the present. Even worse, such a legalistic philosophy cuts man off from his environment - the criterion for truth becomes the province of jurists rather than the sum total of the community's experience of the present world.

A volunteer program, therefore, needs to be based on a starting point wider than law can provide. This is why we have chosen (rightly or wrongly) a philosophy of mediation, and a theoretical structure adapted from systems theory and the biological science of ecology. A methodology of mediation allows one to be open to the experiences of all persons in a community, and the rationale and language of systems theory and ecological theory allows one to order these experiences rather than the arbitrary extinction of one in favour of another.

II. STATEMENT OF OBJECTIVES

1. To provide a wider range of probation services in Ottawa, both to the Courts and to probationers.

The practical need for expanded probation services can be validated by the three following facts: (a) probation officers in Ottawa average approximately 90 cases per man; (b) the pre-sentence reports that they prepare for the court take up an estimated 60 - 65% of their time, which makes the time available for caseload supervision minimal to say the least. Obviously, to give better service to offenders now on probation, or to additionally divert some offenders into community supervision programs, will require a large increase in the manpower available.

It is also worth noting here that since 90% of incarcerated offenders are released back into the community within two years, there is a valid reason to consider whether some of these might be diverted to probation initially so as to avoid their exposure to a criminal subculture. This is especially important for the young offender. However, another practical question must be considered - how much additional risk will a community or society be willing to stand in a given time period. If this is misjudged, a few newsworthy failures may jeopardize an otherwise promising program. Our objective, therefore, is to move slowly and to gradually provide the Bench with the opportunity to divert some offenders to the professional-volunteer system according to the resources at our disposal, and our ability to adequately safeguard the public's welfare.

Besides providing additional manpower, volunteers are also helpful in making available an expanded pool of talents, skills and personalities to the probation office. This will allow probationers to be more exactly matched to either professionals or volunteers.

It should be remembered, however, that simply in terms of preventing recidivism by those now placed on probation, probation officers are already doing a good job. Success rates of approximately 85% are normal. Therefore, volunteers should not be seen as a replacement for professional probation officers, but a means by which to expand and perfect an already successful program. We intend to do this by: (a) having volunteers assume supervision of those offenders for whom they are most suited; (b) having volunteers work in correctional activities now being done by professionals, but which do not require professional expertise, and (c) defining those areas in which the probation officer is especially suited and which should be reserved to him.

2. To develop instruments by which to measure the effectiveness of volunteers and professionals in their work with offenders.

Throughout this report, a volunteer will be called an Assistant Probation Officer (APO), as distinct from the Professional Probation Officer (PPO). When the term "probation officer" is used, it refers to both of these groups.

Consistent with a systems approach, the collection and dissemination of research information is considered to be essential to our program. The basic questions we are concerned with are:

- (a) Are certain kinds of offenders better suited for supervision by APO's while others are better suited to PPO's?
- (b) Are certain individual offenders better suited to work with some individual probation officers than others?
- (c) Are there factors specifically in the interpersonal relationships between the offender and his probation officer which contribute to his successful avoidance of further criminal behavior?

These questions are geared toward obtaining a very practical and usable kind of information. If we can discover valid and reliable data in those areas, we will not only be able to match offenders better with individual probation officers but we should also be able to feed information back to: (a) the judiciary - to assist them in their sentencing decisions; (b) the volunteer program - in order to improve the recruiting, screening training and supervision of volunteers; and (c) the probation officers - to help them perfect their own techniques in working with those offenders for whom they are most suited.

3. To develop a volunteer program design that will serve as one possible model for other justice-correctional systems in Canada.

At present time, most of the published material available in this field is from countries other than Canada. This present design contains the basic thinking behind all the activities of our program; as much detail as possible has been put into it so that other Canadian jurisdictions will have a basis for creating their own unique programs.

We are also in the midst of a one year demonstration project (CaVIC) to produce a variety of modules that deal with the organization of our program and with procedures for training volunteers in their various roles (cf., Appendix II).

III. THEORETICAL ASSUMPTIONS

Having stated our immediate goals, the next step is to set forward our assumptions regarding the "nature of criminal actions", i.e. the nature of the problem that volunteers and professionals are facing, and consequently how to modify this behavior. This will allow us to design a strategy to achieve our objectives and so to define a clear set of roles for volunteers and professionals.

Community Based Programs

The evidence is not strong that community-based programs are necessarily more effective than incarceration. However, the evidence is there that community-based services are at least no less effective than institution-based programs (for example, Empey and Erickman, 1972; Palmer, 1970). On both economic and theoretical grounds it makes sense to develop and maximize the effectiveness of community resources. The economic advantages have been documented by a number of authors (for example, Palmer, 1970; Phillips et al, 1973). At the theoretical level, a number of models support the community approach with differential-association theory (Sutherland and Cressey, 1966) being perhaps the most obvious in the correctional area.

Sutherland's classic statement of the general process governing the acquisition of criminal behavior suggests that both the offender's isolation from anti-criminal behavior patterns and his association with criminal behavior patterns are crucial. At the sociological level, this statement may be interpreted in terms of association with criminal groups and relative isolation from non-criminal groups. At the social psychological level, the offender has taken on pro-criminal attitudes, values and beliefs; he has learned techniques which serve to neutralize any guilt which might follow behaviors inconsistent with values and attitudes previously acquired through non-criminal associations. Behaviorally, the offender's actions are under the control of antecedent and outcome events which favor the emission of criminal behavior over non-criminal behavior (Burgess and Akers, 1968). At whatever level the theory is applied, incarceration represents a response to deviance which may only widen the cleavage between the individual and those non-criminal individuals, groups and institutions which might support non-criminal activity in the community. Incarceration not only represents increased isolation from non-criminal behavior patterns but forced association with criminal others.

This discussion of differential association theory does not necessarily imply that all offenders are functioning in criminal groups or subcultures. Insofar as a community member is unable to maximize rewards and minimize discomfort, community control over rule-breaking behavior is diminished. The threat to withdraw rewards which have not been presented is a weak threat. Similarly, the promise of rewards which have never been presented is a weak promise.

Personality investigations of delinquent and offender samples suggest factors in addition to subcultural affiliation which might limit the extent to which the individual is able to function effectively in the community. Quay (1968) and others have identified sub-groups of young offenders characterized by an indifference to the norms of either prosocial or antisocial groups. Other sub-groups include the timid-neurotic and the inadequate-immature offenders. The latter sub-types may not accept criminal standards or define themselves as criminals, but they tend to present some combination of low self-esteem and deficits in interpersonal and life skills. Such characteristics may be assumed to restrict the individual's ability to participate successfully in the community. Again, insofar as behavior in educational, employment, family and social settings is insufficient to yield rewards (i.e., fails to reach normative standards), other behaviors, including anti-social ones, may emerge.

Community programs are based on the assumption that behavior patterns consistent with rewarding participation in the community may best be acquired under those conditions in which such behaviors must be maintained, i.e., within the community. The maintenance of behavior patterns consistent with success in the community depend on:

- (1) the affective and cognitive anticipation of positive consequences when normative standards of conduct are met; the anticipation of such consequences is possible only after behavior consistent with prosocial standards have been acquired, emitted and reinforced.
- (2) the affective and cognitive anticipation of negative consequences when normative standards of conduct are violated; controlling negative consequences may involve not only social disapproval or court action but recognition and anticipation of negative effects for the victim.

With reference to both the positive and negative consequences of antisocial and prosocial behavior, it should be noted that the effective controlling events may not only be material and social. Another source of control is self-evaluation of one's own behavior relative to the extent to which it meets or fails to meet expected standards of conduct.

In summary, the problem is one of establishing or re-establishing community control over the individual's behavior. Such control is only feasible when the individual is functioning within the community, i.e., when normative behavior is rewarded and deviant behavior results in the removal of rewards. For normative behavior to be rewarded it must be emitted, and to be emitted, it must be acquired. For the removal of rewards (or the failure to present rewards) to be effective in controlling behavior, such rewards must have been previously presented. The function of community service programs is some combination of (1) assistance in the acquisition of appropriate behaviors and skills (for example, interpersonal skills, educational and vocational skills); (2) placing the individual in the appropriate community settings (schools, job placements, social settings) where such behavior will be reinforced, and (3) facilitating the acquisition of anti-criminal and prosocial standards

(values, beliefs, attitudes) and the self-approval of conduct with reference to such standards.

Another aspect of community-based programs is the distribution of responsibility across the community in which the law-breaking has occurred. Crime may no longer be viewed as a problem for only the court and official correctional agencies. Rather, the full range of community resources may be used: educational institutions, vocational settings, professional helpers and lay and volunteer helpers.

The review of the theoretical supports for community based programs was intended to establish two sets of guiding principles. First, that the development of community-based programs such as probation is indicated. Secondly, a model of criminal behavior was presented which emphasizes community control over deviance. It has also been noted that the volunteer movement is growing. It now remains to develop, describe and assess a volunteer probation officer program which is consistent with the assumptions and models outlined.

Several of the more successful community-based programs have shared certain elements. The relatively successful programs de-emphasize the traditional casework and clinical approaches. The successful programs have arranged small caseloads for the workers. They emphasized the establishment of a "good relationship" between the client and the worker. Intervention was individualized such that specific procedures were closely tied to the individual needs or strengths of the client. The worker's involvement and interest in the client extended across many areas of the client's contacts with the community. Typically, there were frequent contacts with the client, often client-initiated, and the contacts were not office bound. The worker tended to be interested in vocational, educational and family problem solving. Examples of such programs are the Street Corner Project described by Schwetzgebel (1964), the Community Treatment Project summarized by Palmer (1970) and the vocationally-oriented program outlined by Massimo and Shore (1963).

Clearly, the possibility of comprehensive, flexible, client-initiated and crisis-responsive supervision is limited when caseloads are heavy and the worker must carry other administrative and professional duties. Further, it is questionable that a small group of professional workers could present the range of inter-personal styles and interests compatible with the variety that might be required to adequately match client and worker. On the other hand, the volunteer, working with one or two clients, is in a position to operate relatively independently of an office, to have the time for intervention in many areas of the client's life, to assist in forming ties to the broader community and to frequently model behavior and attitudes consistent with success in the community.

Assumptions

The specific assumptions that are relevant to our philosophy and objectives, and which will determine the program and assessment strategies, are the following:

1. We make no assumption that any one approach is preferable for all offenders.

It has been consistently validated in research studies that offenders are not a homogeneous group and so cannot be treated in the same way. For example, community-based programs may be valid for some offenders, while incarceration may be indicated for others.

2. We assume that those offenders with whom volunteers will be successful suffer primarily from an alienation from their community.

By this we mean that irrespective of the genesis of a person's criminal behavior, this behavior (and the values and attitudes that exist with it) persist because of the offender's lack of significant contact with the other persons who have non-criminal behaviors, and/or because of an insufficient access to rewards that come from legal behaviors (such as economic security or the respect of other persons). These offenders cannot be classified or explained away as either "wicked" (deliberately abusing free will, and so needing punishment), or "sick" (having a disturbed intellect or emotional life, and so needing treatment or therapy under the medical model). They are rather to be understood as primarily the result of a community which has not been able to provide them with a realistic means to their own personal fulfillment.

3. Consequently, we assume that for this kind of offender rehabilitation is best accomplished by means of a community volunteer program.

If the conditions that perpetrate criminal behavior exist here-and-now in the community, then the community is the agent best suited to make the changes necessary to not only deter further crime but also to make the lives of these citizens more fulfilling. Consequently, we must include the community itself within the correctional process.

4. We assume that certain offenders are more suitable to supervision by professional probation officers.

At this point in our program, we assume that two kinds of offenders are especially suited to professionals: (a) those who are low risk offenders who need only short-term intervention; professionals are (or can be) specifically trained in this kind of intervention; it would also be inefficient to train volunteers for this task since one of their main assets is the time they have to do long-run, intensive supervision; and (b) those offenders who need specialized (primarily verbal) counselling.

5. We assume that one of the crucial variables in the rehabilitative process lies in the kind of interpersonal relationship the professional or volunteer has with the offender.

Current research indicates that the one variable that spans all therapies is the existence of an effective personal communication between the persons involved in the rehabilitative relationship. The specific parameters of this relationship will be one of the objects of our research.

6. We assume that for a specific offender, the success of our professional-volunteer system will depend on the accurate identification of four main dimensions.

- (a) the type of program - the matching of the offender to either a volunteer alone, a professional alone, or to a volunteer-professional team;
- (b) the type of intervention - such as the use of individual supervision of group work;
- (c) the type of offender - the ability to identify and describe offenders in such a way that we will know how to work with them, and to do this in terms that are concrete and observable (e.g., to know that he is best suited to work with a volunteer or professional in a certain kind of program); and
- (d) the type of worker - the ability to identify and describe the probation officers in such a way as to be able to correctly match offenders and probation officers; a good match will occur when both the needs of the probation officer and offender are met, and when they can relate effectively. This also presumes that we will be able to train and supervise volunteers with the aim of helping them to develop their own talents and skills.

IV. PROGRAM STRATEGY

In the strict sense, there are no "kinds" of information, no "good" or "bad" information. It is a system itself which is more or less health and viable as it can receive, assimilate, store and use the largest possible amount of information. Information allows the system to be "adaptive", that is, to continuously modify its structure and functioning according to internal or external inputs. When a system is adaptive, there is a maximum internal flexibility (e.g., a society is sensitive to the changing needs of its people, to the malfunctioning that occurs within it, and can react accordingly), and a maximum external flexibility (a society can respond to changes in its environment as well as to creatively modify its environment).

In order to receive and use the greatest amount of information, a system needs to maximize two main properties: 1) the order of the system - to have the largest number of component parts that it can assimilate at its present stage of development (e.g., the most number of people in the community involved in the volunteer program that can be coordinated at one time); and, 2) the complexity of the system - the largest number of different types of component parts that can be assimilated (e.g., different types of roles for volunteers, a professional role that differs from that of the volunteers, an advisory committee).

A. Designing the Program

The program strategy defines how the assumptions and objectives of the program are made operational. It involves setting up the basic structure of the program (the lines of authority and role relationships), and the feedback channels of communication between the various component parts of the system so that the maximum amount of information can be received by the program and transmitted to others.

The activity of "designing" a volunteer program involves more than simply "planning" for future environmental changes (obtaining the quantity of staff and support facilities to meet quantitative increases in the offender population). The design of a correctional system also means the creation of processes by which it is able to react to the variety of offenders and their problems with a corresponding variety of personnel and resources. Buckley (1971) and Ashby (1965) express this as the "law or requisite variety", that is, that the variety within a system must be as great as the environmental variety against which it is attempting to regulate itself. This objective goes beyond planning merely for an adequate quantity of personnel and resources. It also requires a pool of non-pathological deviance within a system which will both:

- (1) enable the program to react differently to different needs of a changing offender population; and

- (2) to be able to create new programs and roles, an activity that is more likely to occur when originality and individuality are encouraged within a system than when there is a monolithic structure of personnel trained to think and act in a few standard ways.

It is probable that the presence of a requisite variety within a system affects not only its capability of meeting its goals effectively, but also its very ability to survive. It is for this reason that the concepts of creativity, flexibility and autonomy have been so emphasized by this program (e.g., why the volunteers and professionals have formed into semi-autonomous subgroups). Such concepts are not, therefore, merely arbitrary value judgements but the necessary conditions for an effective correctional program.

It can also be noted that these concepts are consistent with the democratic philosophy of volunteers mentioned earlier. The value of a democracy as a system is that it (ideally) bases its strength on the freedom of the people to continually create their own society, that the people can form a multiplicity of subgroups without fear of repression by a ruling elite, and that such an organization is able to produce the most rapid input of ideas and actions by all the people.

Designing this program, then, was not so much a matter of "filling up pre-set roles with volunteers" as the "shaping" of a communications network between a variety of semi-autonomous individuals and groups. In the beginning, both volunteers and professionals come into a system with their own pre-conceptualized ideas about the roles and functions they will have; but, what is much more important is what the concepts of volunteer and professional will come to mean for them as they participate in the system. This is why, for example, it is not so important to screen persons in or out of the program on the basis of the ideas they have when they first come as it is to screen persons on the basis of their adaptability, flexibility and self-motivation.

Before we began using volunteers, four months were taken to create an adequate program design. The first step was to consult the professional probation officers, the Judiciary and others involved in volunteer programs in Ottawa to identify the needs of the agency and the community which a volunteer program in corrections could fulfill.

Both short term and long term needs and goals were identified in this process. We first interviewed the probation staff and found three main areas in which they felt volunteers could be helpful to them in the short run: (1) to supervise those clients who are better suited to a volunteer than to a professional; (2) to share the task of court attendance; and (3) to help in the preparation of pre-sentence reports. Regarding supervision in particular, the staff felt that the volunteer is best suited to work with a person who is socially and economically deprived, since such people do not need counselling but friends who can help them tap the resources of the community.

It is our opinion that, when the professional works with a volunteer, the professional should be able to use his knowledge and expertise in a more efficient and effective way than previously. There are two main reasons for this:

- (1) the professional can now spend more time with those clients whom he is especially suited to help; and
- (2) by supervising volunteers, he is able to reach more clients in a more productive way than if he tries to supervise these same clients by himself.

In essence, by working with volunteers, the professional becomes more of a professional than when he works alone. His role widens to include not only the practitioner aspect but also becomes one of teacher and supervisor of volunteers.

The short-term need of the court is to have greater community supervision available to it so that it can place more offenders in the community rather than incarcerating them. The larger offender group will obviously be in a higher risk category, but both volunteers and professionals will now have more time to devote to them as a team. In the long run, the court should also benefit by having more community understanding of the judicial process, as well as being able to have better feedback regarding changing community attitudes in respect to the law and sentencing.

The offender himself will obviously benefit in the short run by being able to have more time devoted to him by either the professional or the volunteer. In the long run, we hope that there will be a corresponding change in the offender's attitudes toward criminal behavior (decreased identification with the criminal subculture and decreased tolerance toward law violations), as well as an increased participation in the life of his local community.

For the community, the short run benefit is that some of its members (the volunteers) will be able to work in jobs that fulfill them personally. Consistent with our systems approach, we feel that all those involved in the program will (and should expect to) benefit, albeit in different ways. Through their work, individual probation officers should be able to develop their own interpersonal skills so that their "work" is related to the development of their personal lives (it can be noted here that the volunteer's "job" assumes a different kind of work ethic than now exists, one in which the line between leisure and work is almost arbitrary).

In the long run, to the extent that the community supports the correctional process, it should be possible to decrease the rate of criminal behavior. This can come about in several ways:

- (1) the community may effect changes in certain laws to remove some behaviors from the area of criminal sanctions. It is simple fact that all of the criminal justice sub-systems are overburdened by the extremely large number of offenders who

processed through them. Through a greater awareness of the problems faced by the police, the courts and correctional agencies, the community might come to support alternative ways of dealing with those behaviors which are more irritating than deserving of being labelled and dealt with by the machinery of the criminal law;

- (2) the community can make more resources available to the criminal justice sub-systems so that they can be more effective in dealing with serious crimes; and
- (3) the community can make more of its resources available to offenders themselves, especially through comprehensive, community-based programs.

B. The Role Structure of the Program

Some general systems principles for producing an adaptive system by role design are as follows:

In order to create the most flexible internal structure:

- have a variety of volunteer roles: although a program must start with only a few roles, it should grow, creating new roles as they can be integrated into the whole system in an orderly way.
- have clear role definitions: information should be easily available as to what is expected of the volunteer, and a clearly stated philosophy that gives his role a value in its own right.
- have a "soft" programming: the program director should not make a unilateral and unchangeable definition of the volunteer roles, such that there is no freedom for the volunteers to have effective feedback in modifying their roles or in creating new ones that better match the talents of the probation officer with the needs of the probationer.
- have built in rewards for each role in the system: for example, professionals should be able to receive tangible benefits by having volunteers in the system, and not be forced to accept them simply because "volunteers are good for clients".

In order to create the most flexible internal process:

- have decentralized "control centers": for example, as in the system in Ontario, while the Ministry sets very generalized policy rules, the different Regions of the Province specify these further according to their needs; local cities, through the leaders of their volunteer programs, have the freedom to make the Regional policies more specific yet; and, volunteers finally translate all of these policies into concrete ways of acting that reflect their own

individual personalities and talents. None of these control centers is totally able to tell the next lower one how its policies can be translated, since only the individual sub-system is aware of all the concrete contingencies in its environment.

- have an ongoing research segment built in to assess how well the system is meeting its goals.

- have open communication channels: specific places where information can be obtained by anyone in the system should be easily available.

The roles of all those in the program should be such that there is a minimum of duplication or competitiveness between them. The structure of the program, therefore, aims at clarity of roles but with a maximum flexibility and adaptiveness.

THE ROLES OF THE ASSISTANT PROBATION OFFICER (APO)

APO's have worked in eight different roles since the program began:

- 1) Supervising Probationers
- 2) Group Leader
- 3) Group Director
- 4) Presentence Report Writing
- 5) Court Duty - Pre-Disposition Report Writing
- 6) Research Assistant
- 7) Video-taping CaVIC Modules
- 8) Conference Director

These job roles will be described in detail in the following sections. However, it is worth discussing first how they came into existence.

When prospective volunteers apply to enter the program, they are told about the kinds of jobs then existing. However, there are two ways in which the volunteers have a flexibility in their job roles. First, it is our belief that jobs should be created to fit the talents and interests of individual volunteers, rather than trying to fit people into a job or role. Therefore, each volunteer is encouraged to suggest and design new roles in which they would like to work within the correctional system. Second, each volunteer is free to move between existing roles (a kind of flexibility that is also beginning to prove useful in industrial settings), or to work in more than one area at a time.

To make this kind of system work, the requirements are that: the program director must have the power to create new roles with a minimum of control by advisory bodies or upper management (some autonomy in this control center); the program director must believe in the talents and creativity of the individuals in the system; and there must be a constant exchange of information and advice between all those in the system, with a willingness of the director to experiment with reasonable ideas of the volunteers and professionals.

1. Specialists in Long-Term Intervention: Supervising Probationers

Since we assumed earlier that a significant problem of the persons with whom the volunteer will work is an alienation from the mainstream of societal life, it follows that the volunteer's role is one of helping the person to re-establish ties with the community. This presumes the potency of what is called "differential association", namely, that until the person behaving in criminal ways has a significant relationship with others who do not behave in this way, it is very difficult to change his behavior. Therefore, the APO is expected to develop a working relationship with the person, and within the context of the relationship to help the person deal with his practical living problems.

The basic responsibilities for this kind of volunteer have been defined as:

- (a) to be in contact with his probationer at least once a week, although more frequent contacts are often called for. The volunteer should think of himself as someone who works with the offender-in-his-context, rather than just working with the offender alone. The offender will undoubtedly need an individual friend who can relate to him warmly and help him with various needs, but he also needs to be able to function better with his family, friends and community as a whole. The volunteer, therefore, should be prepared and able to work with the offender in such contexts as the situation warrants. With the program director's consent, the volunteer can decrease the number of contacts he has with his probationer to a minimum of once a month.
- (b) To meet for group supervision once a month. The volunteers in this role are formed into groups of approximately ten members, each group with an experienced volunteer acting as a group leader (the group leader does not normally carry a case). The group meets monthly at one of the volunteer's homes and discusses the cases that they are working on.
- (c) To submit a monthly report (cf. Appendix V) for accountability and research purposes.
- (d) To advise the professional in charge of the case of any subsequent arrests or convictions of the probationer, or any failure to comply with the probation conditions.
- (e) To keep the same degree of confidentiality regarding the probationer as is expected of a professional.

2. Group Leader

The volunteers working with probationers are formed into groups of approximately ten members. Each of these groups has a group leader appointed by the program director. This role was begun in July, 1974.

Since one of the main problems of professionals is the excessively high caseloads that they carry, a method had to be found that not only allowed volunteers to work effectively with probationers, but also to do it in such a way that professionals would also have time to supervise volunteers efficiently. Simply giving a professional one APO for one case would not suffice since the time necessary to supervise the volunteer is not significantly different than the time necessary to supervise an average probationer. Therefore, we created a management system whereby one volunteer (a group leader) would supervise other volunteers.

The prerequisites for being appointed to this job by the program director are:

- (a) a high level of interest in the program as a whole;
- (b) demonstrated ability for administrative work; and
- (c) the ability to relate easily and well to other volunteers in the program, as well as to the professional staff.

Six such groups now exist in this program. The groups were formed so that they exist in different geographic areas in Ottawa. This not only makes it easy for the volunteers to meet, but also should help each group to develop an awareness of the particular problems that exist in the areas in which they live and work.

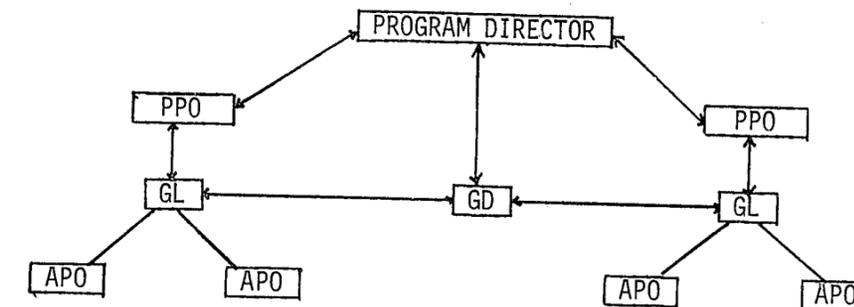
The group leaders, in consultation with the program director, have developed the following responsibilities for this role. (Also see Appendix III for the instruction sheets given out to probation officers in the program).

- (a) To have a field book in which sections are kept on each probationer being supervised by a member of the group. Through his contacts with the APO's in the group, he will keep up to date on the progress of each case in order to relay this to the professional under whom he works.
- (b) The group leader will have at least two contacts per month with each APO. First, he will hold a group meeting monthly in which each of the cases will be discussed by the group. This also allows the volunteers to learn from cases other than their own. Secondly, the group leader will have a phone contact with each APO during the month about his case.
- (c) One professional is in charge of each group; all the probationers supervised are carried on his caseload. The group leader will contact the professional once each month and discuss the progress in each case, from which data the professional will make his own entries in his files. When each case terminates, the group leader will turn over all the notes he or she has collected to the professional to be included in the probationer's file. The professional can also use this time to train the group leader in handling types of problems that arise each month, so that over time the group leader will accumulate more and more expertise. The professional will also try to be present at every other group meeting so that the whole group can have the benefit of his advice. The contacts that the individual APO has with the group leader and the professional provide even more supervision than the APO would have if he worked directly under a professional. Since the group leader handles all the routine contacts with the APO's, the professional is freed from this task and able to concentrate more on such professional activities

as supervising special cases or developing in-service training experiences for his groups (cf. The Cost-Benefit Analysis Modules).

- (d) The research reports that are due monthly from each of the APO's are collected by the group leader at the group meeting and passed on to the program director.
- (e) Since the professional remains the official probation officer for each probationer handled by the group, he alone makes all the decisions flowing from this legal position: e.g., laying a charge of wilful failure to keep the probation order, early termination of the order, or varying a condition of the order. In any of these cases, he will also personally see the probationer before proceeding on the information supplied him by the volunteer.
- (f) The group leader will meet periodically with the group director and program director in order to exchange ideas and improve on the administration of the program.

The formation of these volunteer groups represents one of the most significant steps taken in the area of program design. In essence, it is a hierarchical information processing system in which each level represents a decision making (control) center as well as a specialized repository of skills and information not duplicated on other levels. This network of the program director, the professional (PPO), the group director (GD), the group leader (GL), and the volunteer working with a probationer (APO) can be represented by the following diagram:



The number of group leaders and APO's that a single professional can carry is obviously much larger than given above. At this time, we feel that it would be a relatively simple matter for each PPO to carry ten groups, with ten group coordinators - a caseload of 100 probationers.

As Peterfreund and Schwartz (1971) pointed out, the efficiency of this type of system will depend on three main factors:

- (a) the presence of intact sub-units at each appropriate level: for example, the absence of group coordinators would make it impossible for professionals to be as efficient, both because they are simply exchanging one volunteer for one probationer, and because the translation of professional information into a useable form by the volunteers requires someone who is both an administrator and has experience as a volunteer;
- (b) the intactness of the communication network, so that information can be easily and readily transmitted to the next higher and lower levels; and
- (c) the fact that the information flow is adequately programmed; for example, the professional information that channels through the program director should be translated (re-coded) by him in such a way that it is understandable and useable by the group coordinators (who in turn make it applicable to their individual groups). The reverse process is also necessary - each level must be able to understand (hear) the information given it by the level below it, select what is important to the next higher level (organize it and re-code it) and then pass it on.

The volunteer groups have the potentiality of becoming extremely creative entities. They will each undoubtedly develop their own unique characteristics and identity. For example, they are free to move into specialized areas of work. A group might decide to specialize, e.g., in supervising certain kinds of offenders, in working in special ways, or in being active in political affairs of their geographic sector (giving information to local officials about the needs of offenders in that locale). This freedom of self-determination, and the responsibilities that go with it, are necessary if we are to be true to the democratic philosophy of the program.

3. Role of the Group Director

In 1974, one volunteer was appointed as group director. This was done for three reasons:

- (a) To relieve the program director of certain administrative tasks that could be easily and better done by a qualified volunteer.
- (b) To allow volunteers with an interest and talent in this area to have an administrative job role within the program; and
- (c) To facilitate the flow of information between volunteers and the professional staff; volunteers are often more at ease when talking with one of their own group than to a professional.

To date, the group director has taken over the following responsibilities: training new candidates each month; coordinating the work days of the court duty APO's; assisting the program director in selecting group leaders and

matching new APO's to an appropriate group; and, attending monthly group meetings as a resource person. These activities were designed to meet the group directors own interests and skills, and so might vary as other persons acted in this role.

4. Specialists in Short Term Intervention

A. The Role of the Presentence Report Writer

The specific role of this type of volunteer is to assist the professional probation officer in the collection of data for the presentence report. Since 65% of the workload in this office relates to these reports, this is an area where volunteer assistance is badly needed by the professional. Professionals average around one to three reports a week, where one report every three weeks is reasonable.

There are many advantages to having volunteers work in this kind of role:

- (a) The judiciary will be able to get more comprehensive reports on the offenders before them. The volunteer will generally work on only one report at a time.
- (b) Professionals should have more time to work on especially difficult reports. Volunteers, as they become proficient, will be able to work on most of the reports coming out of court, but certain reports will be reserved to the professionals - those that involve especially difficult legal or psychological factors.
- (c) Such a role makes it possible to eventually create a more comprehensive volunteer input into the correctional process. Considering the fact that the volunteer program does have an extensive research component, the program should be able to develop more refined criteria for the data included in the presentence report.
- (d) The volunteer group will gain a more extensive knowledge of criminal behavior in the local community since they will deal with a wider variety of the offender population than is placed on probation.
- (e) This role provides a greater flexibility in the jobs that volunteers can do, being especially useful for those who have special talents in this area and who do not have time for supervising offenders.

The greatest objection to volunteers being involved in this area comes from those who feel that this work requires "professional" diagnostic ability, and that "ordinary citizens" are incompetent to decide who should be incarcerated or left in the community.

This line of thinking was rejected in our program for several reasons. First, the local professionals do not hold this opinion. Their judgement

along with that of the program coordinator, Senior Judge T.R. Swabey, is that both professionals and volunteers become good report writers through constant in-service training and experience in the work itself. There seems to be little or no academic training that is relevant to the skills or report writing (or even to a person's competence as a probation officer). Second, it should be obvious that if volunteers are considered competent to work with a person on probation, and submit reports which will be used in any future trials of the offender, then they are competent to work with a professional to collect facts at the pre-sentence stage of the criminal justice process. And third, the professional's role can hardly be one of data collection; rather it is the ability to make judgements upon the facts.

To exclude the community from an effective input into the court process is surely a subtle perversion of the democratic process (and the objection to volunteers being involved in pre-sentence reports appears to really be an attempt to keep the ordinary citizen out of any significant decision making areas). If a community of professionals and volunteers together is not competent to agree on the criteria for re-admitting offenders to the community, then it is not even logical that the professional could make such a decision alone.

In the Ottawa program, then, we have set up a system where volunteers prepare these reports under the supervision of one professional. Initially, volunteers were given out to all the professionals in the office, but this was stopped for two reasons: (1) the professionals were not equally able to spend the time required to give good in-service training to the volunteers; and (2) it was very difficult to set up a uniform set of standards for doing the job, since each professional has his own unique opinions on the extent of the data to be collected and its presentation.

Therefore, one professional agreed to take over the responsibilities for the presentence report component of the program, namely:

- (1) Screening and training all new applicants;
- (2) Writing and keeping up to date a manual dealing with practical techniques for writing reports in the Ottawa area. A manual dealing with the general principles of writing reports is also available; it is separate, both so that up-dating the practical techniques will not entail rewriting one large manual, and because it is then suitable for distribution to other areas;
- (3) Assigning reports to APO's. The APO hands in the completed report to the professional who then edits it and signs his/her name to the report - the APO's name appearing in this "Sources of Information" section. The professional may then make any additional contacts he thinks necessary.
- (4) In-service training. This is done through showing the APO the final, revised report of the professional and the changes made in the APO's initial draft, and through periodic meetings of the whole APO group with the professional

Therefore the specific role of the APO in this area is:

- (1) to collect all the data for the report that the professional thinks necessary; and

- (2) to submit his initial draft of the report and all other notes to the professional at least one week before the report is due in court.

B. The Court Duty Role

In the Ottawa system, probation officers attend the remand court sessions, at which time they prepare preposition reports (one page presentence reports). These reports are done on those convicted offenders for whom the judge only needs a small amount of additional information to decide upon the appropriate sentence.

Volunteers now cover certain days in the week. The type of APO who can do this work is more difficult to find than for any other role because the work hours (9am to 1pm) require a person who is free of other responsibilities, and the APO must have a great deal of maturity in order to work effectively with judges and lawyers.

The procedures followed are:

- (1) a new candidate, after screening by the program director, is trained by the APO's in this role. The candidate is also screened by the APO's, and the program director uses their opinions in finally accepting the candidates for this role.
- (2) When the candidate feels ready to work, he or she is assigned to a particular day. The format in Ottawa is for two APO's to be assigned to one day for which they are responsible. If neither can attend, they arrange through the group director to switch with other APO's. Normally, both APO's go on the day to which they are assigned, although they could also go on alternate days.

C. Other APO Roles

In the Ottawa program, APO's also participate in collecting research data, video-taping sequences for the CaVIC project, and one APO acts as conference director for the annual volunteer-professional conference. These roles were created on the initiative of certain volunteers who were interested in becoming involved in these areas. Generally, since these jobs are not that time consuming all year long, these APO's also work in other roles in the program.

THE ROLE OF THE PROFESSIONAL PROBATION OFFICER (PPO)

One of the major assumptions made earlier was that a system (such as probation) cannot absorb a new reality (such as volunteers) without significantly changing the organization of the system, its previous set of roles and functions. In a practical sense, if volunteers can perform some of the present duties of professionals, then the roles of the professionals can be redefined in such a way that they can specialize in what they do best.

But, in addition and in a much more radical sense, we must also redefine what is meant by the very concepts of "volunteer" and "professional" in a system where they work together as co-equal specialists.

In their usual sense, the difference between a professional and a volunteer is taken to be either: (1) that the professional is paid and the volunteer works for free; and/or (2) that the professional has certain educational accreditation and the volunteer does not. These terms also connote in our society an idea of relative competence, which is simple evidenced by the fact that some professionals (lawyers, judges, probation officers, for example) are unalterably opposed to volunteers working in certain "professional jobs", even though they have no concrete evidence to support their belief that any professional (working alone) is better than any volunteer (or any professional-volunteer team) in these areas.

Such beliefs/assumptions are totally contrary to any democratic or systems approach, and rather have their roots in a political and economic philosophy of decision making by the elite few. The difference between a volunteer and a professional cannot be simply that one is paid and other is not, for it is obvious that the real difference between the two lies merely in the time sequence in which they are paid. If correctional volunteers were not already receiving a sufficient income from some other sub-system in the community, they would not have enough leisure time to work in corrections. Professionals are also paid by the community to do a job, but their income simply originates one step later, within the correctional sub-system itself.

Nor can the difference between the volunteer and the professional simply be that the professional has a university degree in a certain narrow discipline that relates to an isolated sub-system. A successful attack on criminal behavior in a community requires the combined talents of many persons and disciplines because of the multi-factor basis of criminal behaviors. It is obvious that a few isolated academic disciplines are completely incapable of "solving" the problem of crime. At most, they can simply describe intellectually the community-based conditions that produce crime. While such "professionals" may help this or that person, they are unable to act to cure the deficiencies in the community structures that produce these behaviors.

Therefore, it is our opinion that the word "volunteer" properly applies to a kind of community, and not to a kind of person (cf. Kiessling 1975). The main quality of such a community would be that it values the full participation of its members in all areas of its life, and recognizes the necessity of working as a community on community problems (an ecological

viewpoint).

The concept of "professional" in such a democratic, volunteer community would properly apply to a kind of sub-system within the community (rather than to a kind of person); a sub-system created by this community to focus on specialized areas. In a democracy, it should be noted, the people create and validate such a professional group; it is not professionals who validate the community, what it can or cannot choose to do or become.

It follows from this that a correctional sub-system merits the name professional only to the degree that it contains within itself all of the personnel and resources it needs to accomplish the task given to it by the community - to "correct" persons and community structures that are unjust. A correctional group which contains personnel from only a few academic disciplines has only a small degree of professionalism since it will be relatively impotent in understanding or dealing with the complicated community conditions that contribute to crime.

A professional sub-system, then, can be defined operationally as one which: (1) contains within itself the resources necessary to not only help individual persons suffering from particular problems, but also to attack the community problems causing the problems; (2) earns the name professional by its current ability to act in these ways, rather than by simply being accredited by another (isolated) component of the community (universities, special interest groups); and (3) works in harmony with other community groups, complementing their activities rather than duplicating them or competing with them.

The use of the word "professional" for an individual person in the correctional sub-system takes its meaning from the professional character of the sub-system itself. Assuming that the sub-system is in fact a professional one, an individual professional could be described in two ways: (1) by what he is - that he is able to impart his knowledge and skills to others in the community, and that he can actually accomplish the objectives for which he is skilled.

Consequently, the professional in the Ottawa system is seen to be someone who not only works with particular offenders for whom his individual skills are useful, but also a management person. In the area of his competence, the professional can provide leadership, training and supervision for the volunteers.

The Role of the Program Director

The program director is immediately responsible for the full administration of the program. His specific tasks include:

- (1) To create the program design. This is an on-going process, done with the maximum feedback from the judiciary, the professional, volunteer team, the research team, the offenders and the advisory committee.
- (2) To clearly define the various volunteer and professional roles

in the program, and to establish the relationship between these roles.

- (3) To establish clear feedback channels between all sectors of the program. Any healthy and adaptive system, especially in our rapidly changing world, needs quick and accurate access to all information relevant to its functioning. Each individual and group in the program should know where to get any information they need.
- (4) To keep all the records necessary for accountability and assessment purposes.
- (5) To screen and design training procedures for all volunteers; some of these tasks can be shared or delegated to volunteers and other professionals.
- (6) To develop methods of assessing the work of the volunteers so as to continually improve the quality of the program. He should also be responsible for bringing in research requests, defining the areas in which research is needed and setting up data collection processes that do not unreasonably interfere with staff operations.

The prime task of the program director is not to impose his pre-set ideas on volunteers or professionals, but to mobilize and integrate the many talents that are present in the group. His special talent should lie in creating a program design that is both open and adaptive.

It is also as necessary for the program director to be creative as it is for the volunteer. If he allows his role to be one of simply "keeping the program going" (e.g., constantly involved in record keeping, recruiting and training), or if he delegates little responsibility to other professionals and volunteers, then the program will become stale and repetitive. At least one day a week should be free for the program director to do nothing else except to keep abreast of new developments in the field, to work on improving already existing programs, and to plan future growth.

THE ROLE OF THE OFFENDER

Constraint or control of criminal behavior will not be effective unless the individual criminal sees himself as an active part of the community. Laws grow out of a community consensus; law itself cannot impose this consensus. Thus, the deviant, insofar as his deviancy is a destructive and habitual one, must be helped to function again in the community in such a way that it is more rewarding to behave legally than illegally. To the extent that a person is helped by a community to achieve his own goals, and to contribute something of value to the community, the likelihood is that he will have a concomitant respect for the norms and laws of that community.

Although "role of the offender" is an unusual phrase, it is a basic assumption of ours that the offender must have a positive role in the program. One does not produce a responsible, mature human being by relegating him to the role of a passive "target" of rehabilitative actions of others. The offender too is a member of the community (an insight overlooked in the statement that the primary function of law is to protect "the community"). Like all other citizens, offenders should have an effective voice in those actions of others in the community which affect them. In a real sense, the offender is the "consumer" of the goods and services of the justice and correctional systems, and like all consumers today, rarely has an effective voice in determining what "producers" made available for his consumption or the "price tag" on the goods and services.

To simply categorize the probationer as "the one to be helped" is to imply that his illegal actions are meaningless - actions merely to be stopped or deterred. It should be noted that this implication of meaninglessness is not accidental - it is an essential assumption for those who put offenders outside the community (law is to protect the community). A human community in essence is a "community of shared meaning" - it is based on an agreed set of values and ideals; and, if the offender's actions had some meaning (e.g., the community structure somehow contributed to the offender's actions), then the mere existence of the offender might reflect on the "law-abiding majority" (that some laws lack intrinsic value for the whole community).

The main role of the offender, as we can visualize it now, is to be a "spokesman", an "ambassador" of sectors of the community which are impoverished, underprivileged, alienated. He "informs" the community of where its resources are needed. While this is not to excuse certain actions from being subject to criminal sanctions, it neither in turn excuses a community from investigating whether certain criminal actions are not due to breakdowns in the community, and if so, to assume some responsibility for changing these conditions. The other option is to assume an absolutist position of a totalitarian system - all deviancy is labelled as "criminal", and is solely the result of the perverse or sick mind of the deviant.

Other, more concrete roles for the offender are also possible within a volunteer program. He can work as a volunteer himself, given certain conditions: (a) a period of crime-free behavior; and (b) the ability to pass all the screening criteria that apply to every other volunteer.

Therefore, it is possible to describe the professional-volunteer-offender system in cyclic terms. In one half of the cycle, the professional, acting as a kind of "information broker", gives the volunteer information regarding criminal behavior, and especially about how to help offenders to change their behaviors and environment. This change can technically occur: (a) within a given set of behavior - the client keeps the same goal (s) but now chooses legal and productive means to the goal (s); or, (b) by helping the client choose a new set of goals - opening up opportunities for new ways of living. Each volunteer translates this generalized information into a more practical and useable form, within the context of his ongoing relationship with the offender. The offender then makes the final and most concrete translation of this information; he decides how it is immediately useable in his situation and acts accordingly.

The other half of the cycle starts with the offender. He gives the volunteer information regarding the concrete situation in which he lives (such as his economic, family, or personal problems). The volunteer then relays this information to the professional staff who now (with others in the program) are able to make more accurate decisions regarding such things as: further program resources that are needed, how to better train and supervise volunteers for the kind of offenders they will meet, or new roles that volunteers can fulfill in the local community.

ROLE OF THE ADVISORY COMMITTEE

A very practical question in many programs is whether or not to have an advisory body, and if so, what form it should take. A sample model of the one initially used in the Ottawa program is given in Appendix I. Some of the facts that a program might take into consideration are:

1. An advisory "committee" has the advantage over a "board" in that a committee strictly has no legal responsibility or authority for the program. Given the fact that so little hard data exists in the volunteer field, and the frequent necessity for rapid decisions, it would be advisable that a program administrator be totally responsible for his own program. The Ministry in which he works is legally responsible, in any case, for correctional matters. Therefore, from the very beginning, the director should make this clear to all members on the advisory committee.
2. An advisory committee has two main functions. First, it is able to give the program credibility in certain key areas, e.g., the courts and the Bar, and in the business sector of the community. This relates generally to the function of educating the community about the work of corrections. Second, its members can supply resources to the program, e.g., recruiting volunteers and fund raising.
3. The committee is essentially a special group of volunteers - persons from the community who are volunteering their own expertise. The program director must be careful not to define this body in any other way, such as having any authority over his decisions. Therefore, the criteria for accepting members to the committee are decided by the program director, and he should be as careful in his selection of them as he is with any other volunteer.
4. The amount of structure needed will vary with the individual program. What can be considered is that the program director could work directly with the same people, achieve many of the same results, as if there were no formal body. Therefore, the rationale for the existence of such a body must be clearly defined, e.g., to work on very specific problems for which many different skills are needed.

C. The Administrative Structure of the Program

1. Management: Principles and Techniques

Drawing an analogy from the science of ecology, we can say that there are two major categories of management techniques - intensive and moderate.

Intensive management is a procedure used when one wants to maximize productivity in a system, such as getting the greatest wheat yield per acre on a farm. It requires a continuous intervention in the system to achieve this goal (e.g., the constant application of fertilizers and pesticides). In corrections, an intensive management system is used when there is the need to produce a population of rehabilitated offenders which is much larger than the available correctional manpower. This system is characterized by the following management characteristics:

- (a) All the correctional personnel must be trained to think and act in the same standard way (e.g., "professional social workers").
- (b) Similarly, offenders are described ("diagnosed") by a narrow set of criteria so that the limited correctional resources can be focused on a few areas in the offender's life. Obviously, though, this will produce professionals throughout the criminal justice system (judges, lawyers, correctional officers) who have difficulty in understanding how community factors (or the use of volunteers) are as significant to rehabilitation as, for example, intra-psychic factors (the latter being the usual focus of professionals).
- (c) Power must be concentrated in a few management personnel in order to insure that all the correctional personnel behave in standard ways. These managers have little ability to distinguish between creative deviance and uncreative deviance on the part of field officers. A high value is therefore placed on compliance with external routine, e.g., the quantity of hours worked, making the requisite amount of client contacts, and writing up case recordings in the accepted terminology.
- (d) All of the criteria of "rehabilitation" are usually taken from a few, academic sciences, and those in management are generally trained only in these areas. This tends to exclude an effective input into the system from other sciences, or the hiring of those with different backgrounds. A high redundancy is therefore characteristic of the whole system.

A moderate management system is more appropriate to a systems approach in corrections. The output goals are still stated in quantitative terms (to make specific rewards of community life available to the most number of persons), but the methodology is to utilize the natural (already existing) talents of the members of the community. This, of course, will also require

a multi-disciplinary science (teams of specialists), resulting in the existence of such a variety of complementary roles and functions that the use of volunteer specialists will be mandatory.

A moderate management system in corrections will have the following characteristics:

- (a) Managers will spend less time in a paternalistic supervision of subordinates, since more responsibility will be given to these various specialists in their own areas. The first task of managerial personnel (e.g., volunteer coordinators) will be to identify the individual talents of the personnel in the organization and help them to perfect these talents.
- (b) Because the aim of the system is to produce specialists who will be able to render better service to a heterogeneous group of criminal offenders, the second main task of management is matching - putting together effective teams of correctional personnel, and making the teams and individuals available to those offenders who need their resources.
- (c) Concomitant with their responsibilities, decision-making power will be delegated to these teams of specialists. The goal of the group will be to produce the highest quantity and quality of output through the differential use and interaction of their various talents.
- (d) The volunteers and professionals who work together in these teams will have to learn a different set of attitudes than exists in an organization with intensive management. In the highly centralized system, a great value is always placed on "individualistic" ways of functioning: e.g., the virtue of obedience (following a superior's orders merely because of his status), and the attitude that the way for individuals to move up the organizational ladder is to compete with others. In a moderate management system, however, a manager will value the full input of the line staff into policy decisions (so that rules are intelligent, fully understood, and therefore can be internalized by the staff). Each person should also have a sense of satisfaction in the accomplishments of the group at least equal to their individual accomplishments.

The manager must be able to develop the creative abilities of others with whom he works. To do this he must stimulate those around him so that they are willing and competent to feed back information to him about their needs and wants. As Peter Drucker (1967) observed about top management personnel and especially about the chief executive officer:

It is not what he does that matters so much. It is primarily his attitude... The chief executive who...forces himself into the right positive attitude towards ideas for the new and different will create, throughout his organization, the attitude and

receptivity that makes innovation possible.

This was echoed by Prince (1970) who, on questioning subordinates of creative executives, found they were seen to have the following qualities:

- (a) A risk taker who absorbs the risks taken by those who work for him...relieves his subordinates of the burden of failure for ideas that didn't work out.
- (b) A man who can live with half-conceived, half-developed ideas and not insist on considering only finished products.
- (c) A man who is willing to find ways to get around company procedures that impede achievement.
- (d) A man who has a fast take-off, who is willing to take action with an idea that looks good even when complete data are not available.

In order for this kind of moderate management system to work, groups of experts (volunteers and professionals together) will have to be organized in the various job areas in the program. Such groups will have two main characteristics:

- (a) They must be semi-autonomous. In their own areas, the groups will have more expertise than the manager(s), and so they must be free within reasonable limits to develop new ideas and behaviors and to make them operational in the program.
- (b) Job roles within the group must be flexible so that the individuals may not only move between roles but are also free to develop new roles more suited to them and/or to the group.

Such a system has the greatest chance of involving the community effectively in the criminal justice system. Only by giving autonomy and responsibility to those working in the field will they be able to identify their goals with those of the system, and will the system be able to reflect the goals of the community of which it is a part. This is, incidentally, the same position taken by the justice system towards the criminal offender - that his "rehabilitation" depends upon his being able to identify his goals with those of the community, and that this can best be done if he is given the maximum amount of autonomy and freedom.

Such a system is similar to that described by Galbraith (1971) in reference to the modern industrial state. As he points out, in a system where decision making power is delegated to groups within the organization, the most important ability of the manager is to select the right people for the various teams. Once the groups are formed and are given responsibility and some autonomy, they will be the source of ideas on which the manager must depend in making his decisions.

2. Selection of a Program Director

Although there is no one right way to recruit a program director (or coordinator), selecting a professional probation and parole officer (as was done in our program) does have certain merits over bringing in an outside person. First, such a person already has a working relationship with members of the justice and correctional systems in his own locality. Second, he has the practical knowledge of how to work in the local probation and court systems. And thirdly, the very fact that a professional is appointed to run a volunteer program means that the institutional structure of the Government is giving visible and tangible support to the work of volunteers in corrections.

The use of a professional as program director also allows the program to remain within the jurisdiction of the Government. The common objection to this approach is that the creativity and originality of volunteers will be stifled by their being under governmental control. This (reasonable objection) is counter-balanced by the following considerations:

- (a) Any system per se can be stifling, and even an "independent" volunteer system will develop its own bureaucracy and canons of "right" and "wrong" behavior.
- (b) Granted that any large system, like a government, is conservative (as it can be argued it should be), it will always remain a dominant force in corrections. To cut it off from citizen participation in its operations will deprive it of the information it needs to change. The risk of the volunteers being stifled is real, but the risks involved in having a democratic government cut off from the people is an even greater one.
- (c) In the Ministry of Ontario, at least, there is an openness to new ideas that are reasonably presented, so that the creativity of volunteers has not been stifled.

Therefore, we would simply argue that since diversity is the mark of an adaptive system, volunteer programs should exist both within government and outside of it (e.g., The John Howard Society and Elizabeth Fry Society). If there is a choice of where to begin, our opinion strongly favors starting within an existing probation system.

3. Recruitment of Volunteers

Since the underlying philosophy of this program is that of having the community participate in its own correctional process, we recruit people from all walks of life, just as criminal offenders come from all sectors of the community. We used three main methods in the initial recruiting phase of our program. First, the "word of mouth" method; this was done by asking those volunteers already working in the juvenile volunteer program, the probation officers in Ottawa, and the members of the Advisory Committee to personally refer friends or suitable people to the program director for screening. Secondly, we placed notices in the two main Ottawa newspapers stating that the Probation and Parole Services were looking for volunteers.

Thirdly, we did some focused recruiting by contacting churches, and organizations working with people near retirement. We particularly felt that retirees represented the single, most untapped creative resource in society. Their vast amount of practical experience, skills and talents, plus the time they have available, make them especially suited to this kind of program.

Our initial plan was to recruit approximately ten volunteers for the first training group, and continue training new groups of ten volunteers every three to four months.

The general principles we followed were:

- (a) Word of mouth recruiting is the best, although in the initial stage the use of the media will probably be necessary.
- (b) Recruiting good volunteers demands that the program director be able to present them with clearly defined roles and responsibilities; alternatively, the program director must be flexible enough to make room in the program for people who come with different skills and talents than were anticipated.
- (c) The program should begin with at most two volunteer roles. If a multitude of roles exist from the beginning, the administration of the program will be chaotic. Beginning small and growing in well planned stages allows the program director time to create an integrated and coherent program.
- (d) Especially in the beginning of the program, the quality of volunteers is far more crucial than the quantity. Ten excellent volunteers are better than twenty good ones.

4. Screening Candidates for the Program

In a program where the volunteers are given a great deal of autonomy and responsibility, the screening stage is especially critical. It is important that applicants realize from the beginning that the program will be challenging and demand the full use of their talents and creativity. Not only will this help to screen out those who cannot work without constant direction, but also begins to set the tone for the later training sessions.

In the first part of the interview, the candidate is given an overall description of the program, including the job roles that are available at that time. It is emphasized, though, that as he gains experience he is free to develop a job role that suits him and his talents. Volunteers will stay in a program and be creative if they have a chance to work in a way that is enjoyable to them and which allows them to use their unique abilities.

In the second part of the interview, the candidate is questioned about his own motives for coming into the program. He is judged both on the content of his replies (his creativity) as well as the manner in which he replies (he has an interesting personality). Our first requirement for a volunteer is that he be "creative". By this we mean that he sees merit in a variety of approaches to the problems of offenders, and generally shows an openness and

flexibility toward new ideas. The program director deliberately tests the candidate here by asking his opinion of some controversial issues in the correctional field. The candidate will need to have this basic intellectual and emotional flexibility in order to be able to cooperate with others in the program who have ideas and styles of working different than his own. Secondly, he must have an "interesting personality", by which is meant that the program director finds the interview enjoyable and stimulating. Obviously, both of the preceding judgements are subjective, which makes the selection of the screener crucial to the program's success.

Screening formats have been developed to try to check on the effectiveness of these subjective criteria (cf. Appendix V). One is filled out by the program director immediately after the initial screening interview, and another at the end of the training period by the APO/PPD trainers. The individual criteria used will be correlated with the other outcome measures in the program. Since most programs rely on such subjective decisions by their screeners, it was felt that the subjective criteria used by the program director should also be made explicit and tested within the current research component in this program.

5. Training Sessions for Direct Supervision of Probationers

Volunteer Training - Supervising Probationers

Volunteers are trained to work in a manner consistent with the program assumptions enunciated earlier - namely, that the criminal offender is a person who is alienated from the community, and is thus in conflict with it. The following principles underlie the concrete content of the training procedures.

- (a) At any one time, the volunteer should work with the probationer on only a few goals. One way to introduce or perpetuate conflict in a human system is to set up an excessive number of goals. The result of this is a feeling of helplessness, leading to apathy or anger. Thus, offenders are often overwhelmed by the multitude of problems they have to solve. They should be helped to focus on a few clear goals that can be realized in the near future.
- (b) There should be a small number of means to these goals. Conflict can also arise by the failure that occurs in trying to reach a goal in a haphazard or random way.
- (c) The goals and means should be stated in possible versus ideal levels. Different people have different rates of progress and different definitions of what makes their life successful and happy. A basic error made by many helpers is to be dissatisfied with the probationer until he aspires to some set of goals idealized by the helper.
- (d) The criteria for the achievement of these goals should be external and objective versus internal and subjective. The basic "rehabilitation" of an offender should be judged by the

fact that he behaves in a legal way. Secondly, there may also be changes in the way he thinks and feels. There is reasonable evidence in the social sciences to support the idea that if a person is helped to act in a new way, and to exist in a new context, his ideas and feelings will also change, and often change more quickly than if one tried to change these internal states first. Therefore, the volunteer should gear his work to solving concrete problems of the offender, and help him to find friends and situations that support legal behaviors.

- (e) The maximum number of decisions must be left with the offender. This will vary over the time of the relationship (the offender often being more dependent in the beginning), but the goal of the volunteer is to enable the offender to have a stronger ability to choose legal means to his goals. The volunteer's role is to provide information regarding goals and means to them. The offender is the only person who should decide what his goals should be.
- (f) The volunteer must maintain "novelty" in the system. What is meant by this is that the volunteer should not try to be like the offender where he is not, nor try to win his friendship by being "sympathetic". A system is only viable insofar as each person or group has its own integrity and individuality, and does not impose it on others. The offender needs to have self-respect, to make his own decisions, to be valued as an individual person. To do this, he must see that the volunteer has the same abilities, and values their presence in the offender. Thus, a good volunteer has a set of values which, although they are open to discussion, are clearly and consistently stated and lived. A volunteer will be effective if these values are viable ones, that is, if they are attractive to others (contain concrete, intrinsic rewards), and if they do not stifle others from having a different set of values. The "friendship" that exists in such a system is one in which there is a strength which begets strength, a power that produces power, and an authority that creates authority.

The training methodology was changed after the first year of operation. For the first year, until there were 50 volunteers in the program, training sessions were held three times a year. A program module was developed whereby experienced volunteers were used to train the new candidates (cf. Appendix VI where this and other available modules are listed).

In November 1974, a new training method was designed and instituted whereby candidates who wish to work with probationers are trained within one of the volunteer groups (cf. Appendix IV). This has distinct advantages over the older method:

- (a) It allows the candidates to get a first hand experience of how volunteers in that group are working with their probationers.

- (b) Candidates can be assigned to a group as soon as they are screened, and therefore do not have to wait a long period for a training course.
- (c) A larger number of persons are involved in the screening-training process (the volunteer group) so that the program director has additional data on which to make his final judgement.
- (d) Through this greater input in the screening and training stage, APQ's are encouraged to act as a group in developing their own training procedures.

When the group of candidates has finished the training period, it will either become a new group, with an experienced volunteer appointed to be its group leader, or it will be assigned to an existing group whose membership is low.

6. Selection of Probationers to be Supervised by Volunteers and the Matching Process

The program director selects cases for the volunteers supervising probationers. The cases are given to the volunteers at random (due to our current research program; cf. Section VI) with the following exceptions:

- (a) Geography: volunteers are matched to offenders within their general geographic area, both because of the expense involved in travel today, and because the control group is matched that way by the senior officer who distributes cases to the professionals. The areas used, though, are very large and simply try to avoid having volunteers more than 10 miles distant from their probationers.
- (b) Any strong preferences of the volunteer: if the volunteer definitely does or does not want a certain kind of case, this is used in matching (for the incidence of this, see Table I below); and,
- (c) Those who in our opinion must be reserved to professionals: offenders who are dangerously violent and those with such severe psychological problems that they need some kind of specialized therapy.

TABLE I
Volunteer's Stated Preferences For The
Kinds of Probationers They Wanted (N=36)

Age of APO's	No Preference	Strong Preference Expressed For					Sex of APO's
		Same Sex	Same Age	Same Age & Same Sex	No Drugs	No Older Alcoholic	
16 - 19	1						Female APO's N-21
20 - 24	2	1	1				
25 - 34	9	1					
35 - 44	1					1	
45 - 54	1	1		1			
Over 55	-	1					
16 - 19	1						Male APO's N-15
20 - 24	2				1		
25 - 34	4						
35 - 44	1	1					
45 - 54	2						
Over 55	3						
TOTALS	27	5	1	1	1	1	

Source: Preferences as stated by APO's before receiving their first case. Data applies to those currently active in the program as of December 31, 1974.

Comments on Table I

As Scheier (1973) showed in his study on matching volunteers with correctional clients, very little useable information now exists in this area. Those matching volunteers to probationers must still rely on their

own intuition and judgement. Therefore, it was felt that in fairness to the offender and the volunteer, the strong preferences of the volunteer should be taken into account in the matching process until our present research can give us some concrete data. As can be seen in the above table, 76% of all the volunteers had no preference for the kind of case they wanted; 33% of the women and 13% of the men did have a preference. The one drug preference was in regard to a person convicted simply of a marijuana offence; the volunteer did not want to supervise such a case because he could not agree with the law itself. The preference for no older alcoholic also reflected that the volunteer felt such persons should be dealt with by some community process other than the law.

Some comments might be made about the intake interview with the offender. The program is explained to them quite openly and honestly - what we were doing, what we don't know and what we hope to achieve. To date, only five probationers have refused to be in the program (supervised by a volunteer, or be a control case and take the research instruments). The great majority of probationers said that they thought the ideas behind the program "made a lot of sense". This attitude on the part of the control cases was even more surprising. Even though they knew that they were going to a professional probation officer in any case, they agreed to donate their time to take the research tests (about 45 minutes on that day, plus the follow-up tests and tape recordings) in order that future offenders might have a better chance to be matched with the best professional or volunteer.

The presentation of the program at the initial interview is the first step in the correctional process. In general, our presentation was geared to show the probationer that he could become part of a creative and interesting program, one in which we needed him to play a very active role. The typical points raised in this initial interview were as follows:

- (a) This program has professionals and volunteers working together so that probationers will have people with more time to work with them. Even though the person is ordered by the court to report to a probation officer, he ought to "get something out of it" if he wants to.
- (b) There is a maximum amount of freedom and responsibility in the program. Each probationer is told that he is free to stop working with the volunteer if there is a serious personality clash. Since this is a program where "adults work with adults", no one is forced to relate to someone they really can't get along with (throughout the whole process, we think that the offender should have as much right to self-determination as possible). If such a clash happens, the probationer is transferred to professional supervision.
- (c) The frequency of the volunteer contacts is explained and, insofar as the Ministry regulations allow, the offender is told that it is up to him and the volunteer to decide what frequency of meetings is useful.

- (d) The probationer is told that the program director will not see him again (nor will the professional in charge of the case) barring any further illegal activity during the probation period. The professional, however, is always available if the probationer wants to see him.

7. In-Service Training

The majority of in-service training takes place in the monthly volunteer group meetings. Besides the fact that each person in the group will be learning from the experience of others, the groups can arrange trips to correctional institutions, invite in outside resource persons, or tap any of the other resources present in the program or the community.

V. ASSESSMENT OF THE PROGRAM

A. Assessment Philosophy In A Systems Design

Information exchange is the life blood of any human system. Without adequate information, a correctional system will not be able to determine whether its assumptions are valid, and whether its decisions and actions are effective.

A correctional "system" is not a static "thing" but the sum total of interrelated decisions made each day by individual sub-systems (persons and groups) within it. These decisions gain their stability/redundancy by the fact that the sub-systems purposely strive to maintain a stable set of interactions between themselves and others with whom they are in contact. This is a dynamic process by which each sub-system tries to evoke a certain set of responses from other sub-systems. This activity ("system making") springs from man's need to bring consistency to the world, to create meaning and order.

The focus of stability and change, therefore, lies not only within a system as in its interactions with other systems around it and within the shared information of these systems (the assumptions and knowledge about what actions will lead to what responses, and the complementary goals of each system).

Therefore, the task of corrections is to understand what the effects of its decisions are on those within it (correctional personnel, offenders) and on the community, as well as how the behaviours of other persons and groups affect its decisions. It must analyze the interactions between its personnel and the offender to determine which actions indeed correct and which do not.

If we assume this drive for consistency, then we can expect that should the criminal justice system (including any of the persons or sub-systems within it) consistently receive unfamiliar (novel) responses from its environment, it will eventually change its behaviour in order to establish a new consistency.

In its work with offenders and the community, therefore, corrections is per se a science of novelty. It discovers those kinds of responses to criminal behaviour which will cause the person to seek a new behaviour pattern. It also makes the community aware of which of its stable patterns of behaviour reinforce criminal actions (are consistent with the pathological assumptions or beliefs of the offender).

What, of course, is implied in this approach is that criminal behaviour is not "deviant" in the sense of being novel - it is a behaviour that is congruent with other behaviours in the community. The science of understanding this relationship is barely in its infancy, perhaps because so much time has been spent trying to locate the source of consistency, change and deviancy within the isolated personality structure of the individual offender. The task is now to discover what factors in the interrelationships between systems account for the maintenance of criminal behaviour and its change.

The assessment strategy is an essential part of a systems design. It is both the end of each stage and the beginning of the next. The present assessment of this program is meant to test its initial assumptions and objectives. When the research findings are published in 1976, they will be used to re-evaluate and re-define these initial assumptions and objectives. Those system behaviours which correlated highly with rehabilitation outcomes will then be made the object of a new research strategy.

The need for research components within volunteer programs is very great today. The basic questions involved in the rehabilitation of adult offenders have just begun to be asked and examined. Very few objective, quantitative (hard) data exists which would allow programs to define such questions as: what constitutes serious and non-serious deviancy; what differential modes of intervention are appropriate to each category of deviancy; what constitutes a "habilitated" life (one cannot "rehabilitate" without an intelligent set of community values and norms); and what is the interrelationship between criminal deviancy and the behaviours of other community sub-systems.

A new volunteer program would therefore be well advised to have an assessment strategy built in from the beginning of its existence, one that fits its own unique conditions.

The general lack of research in volunteerism is probably due to the fact that many people (volunteers, volunteer coordinators, and professionals) have an aversion to science intruding in the area of interpersonal relationships, fearing that science will jeopardize the "spontaneity" of these relationships and so make them less "human".

However, the development of a full human relationship can hardly be equated with a planless, hit or miss series of interactions. A relationship between human beings must involve some degree of conscious intelligence. It involves, at the very least, ongoing decisions that relate to:

- 1) position: what kind of relationship exists now;
- 2) directionality: are the persons moving closer together or farther apart; and
- 3) velocity: at what rate is the relationship developing.

A more valid objection to certain types of scientific enquiry might be directed at those scientists (and other professionals) who expound their technologies for controlling human behaviour, and of stating what "ought" to be done by people, when such professionals have little or no competence in any field other than their own. Professional elitism has so taken over our society that ordinary citizens feel that their decisions must be validated by these specialists (doctors, psychologists, and psychiatrists, or similar specialists). Thus when human transactions are made subject to scientific enquiry, the fear is that science will

find out that "I am doing something wrong", or that "I must change my values and attitudes to be a 'good' person".

A systems approach, however, assumes that it is only the community as a whole which can decide what it and what is not of value in human behaviour and decisions. Science is competent merely to say: what was (decisions made by the community in the past); what is (the results of these decisions); and what it might be (the possible consequences of maintaining or changing present decisions). What should be or ought to be (values, norms) can only be made by the community.

Therefore, a volunteer program in corrections must be careful to balance its assessment strategy with as much feedback as possible from its community volunteers, the offenders, the professional probation officers, and other citizens (both as human beings and as specialists in their own areas). Without this, professionals will become criminals in their own right, i.e., persons and disciplines isolated from the mainstream of the community's life.

The difficulty that science faces when it deals with human behaviour is that such behaviour can only be understood in terms of a "coming together" of both interpersonal and environmental variables. Very little is known about what combinations of these variables are necessary to produce and maintain changes in a person's life - e.g., what kind and what degree of interpersonal relationship does a particular probationer need with a probation officer along with what type and amount of community resources (e.g., jobs, life skills) in order to predict with reasonable accuracy that he will not commit a serious crime in the future.

With so little being known today about this question, the experimental research presented in this section can be understood not as providing definitive answers to these questions but as a search for variables which can give a degree of precision to what is meant by (criminal) deviance and non-deviance, and the process that occurs when a person changes his behaviour from one to the other. This will hopefully allow us to formulate more refined assumptions and generalizations in the future.

In addition to the knowledge gained, the research activities are providing other important dividends to the program. First, the volunteers have gained a great deal of satisfaction by being able to discuss their work with research, academic personnel. Not only have some of them freely volunteered to work in a research team but there appears to be a genuine interest in finding out whether this research can help them improve their own work with probationers. Secondly, the research personnel have become much more aware of the problems of the professional and the volunteer staff in carrying out the research activities - the time it involves, and what the staff hopes to get out of the research.

In order to meet the objectives of all concerned, we have found out that a research program involves a continual process of accommodation and adjustment, a learning process on all sides, rather than simply setting up data collection procedures that are mechanically followed. We found ourselves developing a procedure for implementing research in a correctional agency. The key figure in this development was the research assistant, Roberta Russell, since it is she who makes most of the contacts with the professional and volunteer staff and the probationers in regard to administering the research instruments. The essential factor in the success of the research assistant has undoubtedly been her willingness to take this time to explain the research instruments to all concerned, and to do this in a very warm and personable way (in fact, one would not be surprised to find out that the same personal qualities that account for a probation officer's success with his clients are also necessary for a research assistant). When research activities are being instituted by a correctional agency, it could be suggested from our experience that its success depends on the fact that it is intelligible to all concerned, that it has the promise of practical benefits to the line staff, and that the person who administers the research instruments should not only be a qualified researcher but also someone who can relate well to all the persons involved in the program.

B. Experimental Assessment

1. The Primary Variables Examined

As the reviews of Sheeley (1971) and Peters (1973) suggest, many questions remain about the effectiveness of volunteer probation officer programs. There appears to be no question that volunteer supervision with small case loads may function as effectively as professional supervisors with moderate to high case loads, but there is a need to maximize their effectiveness.

One of the primary questions remaining unanswered is the range and duration of the effects of supervision upon the client. In the present study, changes in attitude and personality will be monitored as well as indices of increased ties to the community and recidivism. Such measures will be taken during the probation period and a two year post-probation period.

A second question to be examined is the relative effectiveness of the volunteer and professional supervision, especially with reference to the differential effectiveness of their supervision with different types of offenders. We will examine this differential effectiveness as a function of the interpersonal skill levels of the volunteer(s) and the professional(s). A related question is the predictive value of client-probation officer perceived relationship factors.

2. The Formation of the Experimental and the Control Groups

The program director is responsible for assigning offenders to the experimental or control groups, and within the experimental group to individual volunteers. The steps involved are as follows:

- (a) Of the probation orders received, the only ones initially excluded from the program are:
 - i) Those whose probation period is six months or less; to use these would involve the program director in an excessive amount of time and paper work in assigning new cases to volunteers;
 - ii) Violent offenders who would constitute an unreasonable risk to volunteers (two persons have been excluded for this reason to date);
 - iii) Those who have such a severe psychological problem that professional therapy alone is possible (six persons have been excluded to date).
- (b) The remaining probationers are assigned by a flip of a coin to one of two groups: the experimental group (those to be assigned to APO's), and the control group (those to be assigned to professionals).

3. The Measurement Instruments and Procedures

The probationers supervised by professional and volunteer probation officers are compared over the term of probation and for a two year follow-up period. This will be done in the following stages:

- (a) The set of measures we are using include self-report attitude and personality tests which have been theoretically and empirically related to illegal behaviour (Andrews, Daigle-Zinn & Wormith, 1975).

One subset of the attitudinal measures relate to the offender's subcultural affiliations. These measures include the offender's identification with criminal others, his attitudes toward the law, his tolerance for law violations, and his awareness of limited opportunity. Additional scales include self-esteem, acceptance of others and empathy; a number of theorists have related deficits in these areas to criminality (for example, Gough, 1948; Hogan, 1969).

Other personality measures were selected on the basis of Quay's (1968) factor analytic work: anxiety and neuroticism, inadequacy - immaturity, unsocialized delinquency, subcultural delinquency and Gough's socialization scale.

- (b) Another set of measures may be described as community-integration measures: income earned, number of days employed or in school, social activities, family activities and acquired assets. These measures are drawn from the Confidential Monthly Report Form and completed by probation officers. Of some interest is the question of how the various outcome measures intercorrelate and to what extent changes in attitudes and community integration may be predictive of recidivism.
- (c) Prior to or within two weeks of assignment to a probation officer, the client will be administered the following self-report scales from a battery presently in use in several ongoing correctional projects:
- identification with criminal others
 - tolerance for law violations
 - attitudes toward the law, police and courts
 - alienation
 - self-esteem
 - acceptance of others
 - socialization
 - anxiety
 - empathy
- The battery is readministered at the sixth month point.
- (d) There will be a pre-measurement of the relationship factors. During the second or third week following the probation officer's first contacts with the client, the following measures will be administered:
- Mehaffey (1973) Relationship Questionnaire (Client Form). This self-report measure will be used to assess client-perceived relationship factors including warmth, empathic understanding and concreteness.
 - Mehaffey Relationship Questionnaire (Probation Officer Form). This self-report measure will be used to assess probation officer relationship factors.
- (e) At the time that the Relationship Questionnaires are completed, the clients and officers engage in a supervisory session which is audio-taped. The audio-tapes provide a record from which behavioral measures may be made to complement the self-reports on quality of relationship. Both the Relationship Questionnaires and the audio-taped supervisory session are completed again at the end of three months.
- (f) We propose to do a two year follow-up. The information collected over this period will be based on official police records (F.P.S.). Specific measures will include the total time incarcerated, time to first offense and the recidivism index of the Ontario Ministry of Correctional Services.

4. The Question of Differential Effectiveness as a Function of Interpersonal Skills of the Volunteer and Professional Probation Officers.

Two factors suggest that interpersonal skills of the probation officer should be a variable in this study. First, the assumption of the program (and volunteer programs in corrections generally) that personal friendship is a valuable asset in rehabilitating offenders. Secondly, the behavior change literature suggests that across intervention techniques, the interpersonal functioning of the "helper" is a critical variable relative to outcome. With many types of clients, factors such as the helper's openness, empathy and warmth have been predictive of positive outcome (Carkhuff, 1969).

In addition to measuring the interpersonal skill level of the volunteer prior to assigning him a case, there is the question of the quality of the relationship once contacts are initiated. Virtually, all models of counselling and "helping" processes assume that the ongoing relationship between the client and helper is important. Thus, at one extreme, no amount of suggestion, guidance or encouragement is likely to be useful if one or both members in the relationship dyad feel they are being ignored or rejected. At the other extreme, some models of behavioral influence suggest that maximum positive effects may be expected when the relationship is open, warm and there is shared understanding. Carkhuff (1969) provides considerable evidence on this point. However, in the area of corrections, the results have not been clear cut. For example, Truax reported that correctional clients in group counselling who evaluated their counsellor negatively tended to present evidence of positive outcome. Of considerable interest, if correctional programs are to be able to assign and/or reassign cases to the appropriate volunteers or professionals, is the question of the predictive value of client and probation officer perceived relationship factors.

5. Methodology

The research component was designed so that a number of measures could be superimposed upon the program without interfering with the flexibility of the probation service. Table 2 represents this design, using the socialization and empathy variables in schematic outline as examples.

TABLE 2

The Design in Scheme (N - 20 per cell)

	<u>Volunteer Supervision</u>			<u>Professional Supervision</u>	
	High Empathy	Low Empathy		High Empathy	Low Empathy
High socialization (client)			High socialization (client)		
Low socialization (client)			Low socialization (client)		

In this table, for example:

- (a) the volunteer and professional comparisons (based on 80 clients per conditions) will examine the relative overall effectiveness of different types of supervision;
- (b) the differential effectiveness of volunteer and professional supervision with different types of clients may be examined by splitting the client group at the median on Gough's Socialization scale; similarly, clients may be split on the basis of other personality factors such as maturity, anxiety and previous offense history;
- (c) splitting probation officers at the median on the Empathy scale, the differential effectiveness of high and low empathic supervisors may be examined overall and with reference to different types of clients. In addition, the relationship factors may be examined as predictors of outcome. Finally, the inter-correlations among the outcome measures will be examined.

A more complete and detailed review of the research component of the program is available in Andrews, Farmer, Russell, Grant and Kiessling (1976). Specifics on the scales being developed, including their reliability and validity, will be forthcoming as the various stages of the research program are completed. The initial descriptions of the scales developed for the analysis of the audio-taped interviews between clients and officers will be available through a series of CaVIC modules.

APPENDIX 1

MEMBERS OF THE ADVISORY COMMITTEE

MARCH, 1974

The Judiciary

Judge T.R. Swabey, Senior Judge,
Provincial Court (Criminal Division)

Criminal Lawyers

Mr. Arthur J. Cogan

The Crown Attorney's Office

Mr. Ted Ormston

Universities

Professor Robert Barrington
Centre of Criminology, University of Ottawa.

Professor Don A. Andrews,
Department of Psychology, St. Patrick's College,
Carleton University.

Professor Colin Farmer,
Department of Sociology, St. Patrick's College,
Carleton University.

Ottawa Police Department

Detective Sargeant Louis Ullrich.

The Federal Government

Mr. Louis Zeitoun, Coordinator of Community Resources,
National Parole Services.

Churches

Rev. Glen Clarke, Coordinator of Youth Work,
Roman Catholic Archdiocese of Ottawa.

Rev. Norm Johnston (United Church).

Probation

Mr. William Jackson, Supervising Probation Officer,
Probation and Parole Services (Adult).

Ex-Officio Members

Judge L.A. Sherwood,
Provincial Court (Criminal Division).

Mr. Robert Fox, Coordinator of Volunteer Programs,
Ministry of Correctional Services.

Active liaison is maintained with a variety of other persons, agencies and institutions, most especially: The Department of the Solicitor General of Canada; the Royal Ottawa Hospital (Dr. F. Arboleda-Florez, Psychiatrist); and other volunteer programs in Ottawa and within the Ministry of Correctional Services.

The Advisory Committee Format of the Ottawa Volunteer Program: 1975

Structure of the Committee

- (a) Size of the Committee - between 10 to 15 members.
- (b) Term of Office - new members commit themselves to at least one year of service subject to renewal by the program director.
- (c) Ex-Officio Members - the Senior Judge of the Provincial Court (Criminal Division), and the Coordinator of Volunteer Programs in Ontario.
- (d) Membership of the Committee - the membership will include people from the various professional disciplines related to the Probation and Parole Services.

Functions of the Committee

The Advisory Committee is to act only in an advisory capacity to the program director of the volunteer program and to the Probation and Parole Services. It has no responsibility for policy decisions, nor for the actions of any volunteers. The Ministry of Correctional Services has the sole responsibility in both these areas.

- (a) Assist in Providing Material and Personnel Resources:
 - Recruitment of persons for the Committee itself and to work in the program.
 - Funding: development of strategies for obtaining funds from the local community, research grants and from governments.
 - Donation of facilities - such as the use of mimeographing machines, meeting halls.
- (b) Public Information - through the various media or by public addresses, the members of the committee can educate the community about the value of citizen participation in the volunteer program, and in a wider sense, of participating in other areas in the justice and correctional systems.
- (c) Information Feedback Within the Whole Volunteer Program - there can be a valuable information exchange between the various disciplines represented on the Committee. This

will allow the program director to have access to other areas of expertise, and in return to inform community leaders of the problems that offenders are facing in Ottawa.

- (d) Design Specialized Programs for Offender Rehabilitation - Committee members who possess specialized skills in rehabilitation programs can work to develop and implement these programs in the probation and parole system.

APPENDIX II

THE OTTAWA CRIMINAL COURT VOLUNTEER PROGRAM

DEMONSTRATION PROJECT: CAVIC (CANADIAN VOLUNTEERS IN CORRECTIONS)

Project Directors: Donald A. Andrews
Colin Farmer
Jerry J. Kiessling

The procedures as outlined in the Kiessling report of March 31/74 insure that the program's impact will be assessed across a wide range of indices. Maximum benefit will be derived from the Ottawa program if it also serves as a stimulus and resource function for other probation settings. Thus, the program will be described and illustrated not only via printed materials but in audio-visual formats which will permit the descriptions to reach a wider audience. Audio-visual presentations of the program will be useful locally for volunteer recruitment and training. In addition, the local training formats and materials will be developed in order that other Canadian settings will be able to obtain selected components that are of interest to them.

In order to increase the value of the Ottawa programs as a demonstration project, the following steps will be taken: a) a survey of the use of volunteers in Canadian settings be completed; b) existing training materials be evaluated with reference to their appropriateness and quality for Canadian settings; and c) program and training materials be produced with reference to both local and national needs.

A. A survey of the current and planned use of volunteers in Canadian probational settings.

The survey will be completed in order to establish a collection of existing program and training materials, and the training and program needs as defined by Canadian settings. Questionnaires will be distributed to all probation offices in Canada with selected follow-up visits to a sample of settings. The follow-up visits will be employed to validate impressions gained from the questionnaire. Settings will be sampled with reference to regions of Canada and the current use or non-use of volunteers.

Approximate timetable:

- i) pilot testing of questionnaire: January, February, March, 1975.
- ii) distribution of questionnaire: April, May, June, 1975.
- iii) follow-up visits to settings: July, August, September, 1975.
- iv) report on current status and needs: December 31st, 1975.

B. Evaluation of existing program and training materials.

Existing program and training materials will be collected in the Canadian survey and from the National Information Centre on Volunteers in Courts (Boulder, Colorado). Evaluation will be in reference to the appropriateness of the materials for the Canadian settings and with reference to the extent to which it meets local needs and those needs established through the survey. A preliminary screening of materials will be completed by the Ottawa project team with follow-up evaluations by professional probation officers and by both experienced and inexperienced volunteer officers. The material will be rated on factors such as production quality, interest value, accuracy of content, completeness of content, and perceived relevance to the task of probation supervision.

Approximate timetable:

- i) preliminary screening of American materials (NICOV materials): May, June, July, 1974.
- ii) systematic evaluations of existing materials: July, 1975 to September, 1975.
- iii) report identifying and locating useful existing materials: September, 1975.

C. The production and evaluation of a comprehensive package of program and training materials, January, 1975 - December 31st, 1975.

The production of materials will proceed by developing the existing printed materials (program design and training manuals) associated with the Ottawa program. Specifically, the printed descriptive material and training manuals will become an index or reference system directing the user to well-defined and self-contained units or modules (in print, audio tapes, or video tapes format) which will serve specific training functions. Other settings may then pick and choose components as their needs dictate.

- i) Program Materials. Video taped material will be developed to accompany a revision of the Kiessler report (March '74). The video-taped presentation of the program will serve as an alternative which permits the ideas and practices associated with volunteer programs to reach a wider audience. The visual presentation should enhance a local community's interest in probation services and the roles that non-professionals might play in corrections.
- ii) Training Materials. Two manuals will be produced - one for the coordinator of volunteer programs and the other for the volunteers. Both manuals will be keyed to a set of resource materials (readings, tapes, films, directed studies or field trips). The resource materials will include those currently in use and judged to be

valuable as well as those developed by the Ottawa team. The training manual could incorporate modules in areas such as the law, the courts, sentencing, probation, incarceration, the offender (sociological perspectives), the offender (behavioural perspectives), interpersonal skills, communication skills, crisis intervention, case management.

Approximate timetable:

- i) Preliminary preparation of some written modules, January 1, 1975 to September 31, 1975.
- ii) Production of completed modules (written and audio-visual components): December 31, 1975.

APPENDIX III

JOB ROLE FORMS DISTRIBUTED

TO PROBATION OFFICERS

1. Group Leader
2. Group Director
3. Professional Probation Officer Supervising An APO Group

DEFINITION OF JOB ROLE:

July 1st, 1975

Group Leader

1. To instruct and encourage the volunteers to keep in contact with the Group Leader so that he/she will be informed on all of the cases and their development. The Group Leader is the initial resource for the group in regard to difficulties they have with their cases.
2. To promote learning programs for the group so that they will become more proficient. This will involve such activities as arranging field trips, inviting in outside resource persons, and encouraging the group to develop new directions for the program to take.
3. To orient, train and integrate new members assigned to their groups.
4. To keep the group informed of new developments in the program.
5. To work with other Group Leaders in order to share information and resources. This will involve:
 - Attending meetings (with other Group Leaders and the program director and group director) which are held throughout the year.
 - Arranging for volunteers in their groups to attend other group meetings, as well as occasional joint meetings of different groups.
6. To keep in contact with the professional Probation and Parole Officer assigned to the group. The frequency of these contacts will be determined by the Group Leader and the professional.
7. To keep in contact with the Group Director regarding any problems or needs within their group: for example, is the group too big, too small, too talkative, too quiet; is there any friction between members or any signs of discontent or boredom.
8. To advise the Group Director of each monthly meeting date as soon as it is set.
9. To encourage the volunteers in their group to recruit new volunteers from their area as well as to learn about the community resources that are available to them in their area and in Ottawa as a whole.

DEFINITION OF JOB ROLE:

July 1st, 1975

Group Director

1. Coordinating Court Duty APO's
 - a) Regular Court duty coverage
 - b) Organize the work schedule of the Court duty volunteers
 - c) Arrange and oversee the training of the candidates for Court duty work.
2. Coordinating Group Leaders
 - a) Attend group meetings from time to time (approximately two per month) so as to keep informed on the content, quality, performance and morale of the groups.
 - b) To act as a liaison between the Groups and the Program Director.
 - c) To be available by phone to the Group Leaders for advice and information pertaining to their groups and cases. For matters that involve serious legal problems with the probationer, the Group Leader will contact the professional in charge of the case rather than the Group Director.
3. Orientation Sessions for New Volunteers (Supervising Probationers)
 - a) To hold one orientation session per month for new volunteers. This meeting will be for the purposes both of giving the candidates information about the program and judging their suitability for the program. The orientation format will be:
 - Program structure
 - Basic discipline requirements for volunteers
 - Absolute "musts" and "must nots"
 - Some interview techniques
 - Some problem solving techniques
 - Some case examples to show what they might expect
 - b) To arrange for the candidates to attend one or more meetings of the volunteer groups, both to get a further insight into this kind of work, and to get further training and assessment from the group leaders.
 - c) To report to the Program Director at the end of the orientation period in order to assess the suitability of the candidates, and if they are acceptable, to assign them to one of the groups.

Professional Probation Officers: Basic Procedures for Supervising An APO Group Who Work with Probationers.

1. All cases the APO's handle are carried on the PPO's workload. The contacts made by the APO's are shown on the PPO's reporting register.
2. The PPO should set up his own procedures for the group leader reporting to him. Once a month, contact between the APO group leader and the PPO is normally sufficient if the probationers have no extraordinary problems.
3. Monthly report forms are submitted by all APO's. They are given to the group leader at the monthly meeting. The group leader then forwards them to the program director (who takes off certain information), and he will then give them to the PPO. The data on these reports can be directly typed on to the record of supervision by the PPO's secretary, so that no written entries need to be made by the PPO in his field book.
4. Visit the group periodically, e.g., the first meeting when you begin supervision, and at least every two months thereafter. The program director and the group director will also visit the groups, so you should time your visits not to coincide with theirs in order that the group does not have three resource persons one month and none the next.
5. The APO's must contact the PPO directly and immediately when there is any breach of the probation conditions or a subsequent offense.
6. The PPO is solely responsible for any legal actions, e.g., charging of a probationer with wilful failure, transfer of jurisdiction, or early terminations. The basic data for these decisions will of course have to come from the APO.
7. The PPO should notify the program director immediately if any APO behaves in a way which might be detrimental to the program or the Probation and Parole Service.

APPENDIX IV

TRAINING FORMAT - PHASE 2

Phase 1 of training is available as one of the program modules (see Appendix VI). For one year, volunteers were trained in groups of ten to twenty persons. The trainers were the program director, the administrative assistant, and three volunteers who supervised probation cases. At the end of one year, however, there were enough volunteers (50) to form them into groups with group coordinators, and so begin phase 2.

Phase 2 began on January 1st, 1975 and lasted until September, 1975. Although it was a viable format, we found that having the group director train all new candidates was less time consuming and gave more uniform training content (cf. Appendix III). This format is given here in case it might be useful to other programs.

- A. Every candidate will be initially screened by the program director. If the candidate is accepted, he is given a copy of the program design and training manuals. Each month the available candidates will be formed into training groups of two to five persons and assigned to one of the existing groups (according to area if possible). The initial screening scales are completed by the program director immediately after each interview (see Appendix IV).
- B. The group leader of each group will be given a list of the candidates approximately one or two weeks before the next meeting of the coordinator's group.
- C. First Meeting
 1. The candidates will meet initially with the group leader to which they are assigned. The group leader will discuss the structure of the program and the different roles of volunteers, as described in the program materials previously given to the candidates. Special emphasis will be placed on the variety of roles open to the volunteers at one time, their ability to create new roles according to their own talents, and how the volunteers work together in teams.
 2. The group leader will give a brief outline of cases being handled by the group and what has happened to date with each probationer. He will use these cases to focus especially on the kinds of problems the volunteer may face in the first month of working with probationers. The object is to show the candidates the variety that exists within the probationer group - types of personalities, problems faced, and intervention techniques (as our research becomes available, they will be used to give a more scientific basis to this stage of training).
 3. The candidates will be encouraged to attend court on days that court duty volunteers are present. Arrangements to do this will be made through the program director.

D. Second Meeting

1. The candidates will participate in the monthly meeting of the leader's group.
2. Another possibility, already suggested by several groups who were consulted on this training procedure, is that each candidate would be assigned to one volunteer in the group. The candidate would go along with the volunteer in the volunteer's next meeting with the probationer.

E. Third Meeting

1. The candidates will meet with the group leader within one week after the group meeting. They will discuss questions they have regarding the previous group meeting - especially about the variety of ways in which different volunteers were working with their probationers.
2. The group leader will then tell the candidates to contact the program director individually to arrange a final meeting with him. At this meeting, the candidate will be accepted into the program or not, and choose the role he wishes to begin with.
3. The group leader will call the program director within two days of the final meeting in order to give his evaluation of each candidate, both according to the standard rating scale and any other personal observations he may have.
4. Research scales will be administered at this meeting by one of the research team.

F. Fourth Meeting

1. Each candidate will meet with the program director, be accepted (or not) into the program, and choose their initial role. The candidates will also be asked for feedback on the training format and how it might be improved.

G. Improving Training Sessions

The program director will hold periodic meetings with all the group leaders and group director. At these meetings, the training format will be discussed. Revisions in the above procedures will be an ongoing, normal activity.

APPENDIX V
DESCRIPTIVE ANALYSIS FORMS

1. Registration Form
2. Monthly Report Form
3. Rating Scales: (a) Screening
(b) Training
(c) Matching
4. Offender Data Sheet
5. Volunteer List
6. Case Preferences
7. Flow Chart of Descriptive Assessment Forms

APPLICATION FOR THE ADULT VOLUNTEER PROGRAM

Name _____

Home Address _____ Telephone _____

Age _____ Date of Birth _____ Use of Car? _____

Languages Fluent In _____

Occupation: At Present _____ Name of Firm _____

Present Business Phone _____

Marital Status: Single _____ Divorced _____ Separated _____ Married _____

Family Status: Spouses Name _____ Age _____ Occupation _____

Children: Ages _____

Previous Criminal Record, If Any _____

Academic Status: Last Completed Grade _____

Other Training _____

Previous Experience in Volunteer Work _____

Service and/or Fraternal Group Affiliations _____

In order to suitably match you with a probationer, please list your area of interests and leisure time activities: _____

Please give below the names and addresses of reference people (not members of your own family).

1. _____
2. _____

In making this application, I hereby give permission to the Ontario Ministry of Corrections and Coordinator of the Volunteer Program to contact the above-named persons for character references and also to make enquiries with the police authorities as may be deemed necessary to ascertain my suitability as a volunteer.

Date: _____ Signed: _____

Confidential Monthly Report

Officer's Name _____

Client's Name _____

Period Covered _____

1. Number of Contacts with Client

Method	in person	by telephone	other
	_____	_____	_____ (specify)
Initiated	by PO	by client	reason
	_____	_____	_____
Locations	PO's Home/Office	Client's Home	other
	_____	_____	_____ (specify)

Total duration of contacts in hours _____ hrs.

Topics discussed (List only) _____

2. Number of Contacts with Significant Others

Family Members	_____	Police	_____
Employer(s)	_____	School Officials	_____
Others	_____	_____ (specify)	

Total duration of contacts in hours _____ hrs.

Topics discussed (List only) _____

3. Client's Living Arrangements

With Family _____ Alone _____
 With Friends _____ Other _____
 (e.g., commune, half-way house, etc.)

Specify time spent in each residence _____

4. Client's Income and Occupation

Type of occupation(s) _____
 specify in detail _____

Days absent from job or school Job School

Achievements _____
 e.g., promotions, certificates, diplomas obtained

Source and amount of client's income

	Client's estimate	Collateral estimate
Full time employment	\$ _____	\$ _____
Part time employment	\$ _____	\$ _____
Welfare assistance	\$ _____	\$ _____
Unemployment insurance	\$ _____	\$ _____
Family sources	\$ _____	\$ _____
Other _____ (specify)	_____	_____

Amount of client's debts \$ _____ \$ _____

Amount of savings \$ _____ \$ _____

New assets obtained _____
 (e.g. T.V., car, house, etc.)

5. Clients Social & Recreational Activities

	Client's estimate			PO's estimate		
	Frequent	Occasional	Never	Frequent	Occasional	Never
Number of occasions spent with immediate family, neighbours and relatives						
Number of occasions on which he participated in activities of clubs or social organizations						

Specify nature of clubs or social organizations _____

Drug and Alcohol Use

Type(s) previously used _____
 e.g. alcohol, heroin, speed, marijuana, etc.

Type(s) presently used _____

Estimate of amount of drug use

	Client's estimate			PO's estimate		
	Frequent	Occasional	Never	Frequent	Occasional	Never
Alcohol						
Marijuana						
Speed						
Other (specify)						

6. Summary of Monthly activities which should include the following items:
 (attach extra sheet if necessary)

- a) Depth, quality and change in relationship between yourself and your client.
- b) Strength and weaknesses of client's family, friends and associates, criminal and non-criminal.
- c) Client's performance at school, job and social organizations.
- d) Any violations to probation rules and the action taken about them.
- e) Significant changes which have occurred in this respect.

RATING SCALES FOR VOLUNTEER CANDIDATES

SCREENING INTERVIEW

Time

The program director will take approximately one hour for the screening interview. Immediately thereafter, he will rate each candidate with the following scales:

Rating Grades

- E = Excellent
- G = Good
- A = Adequate
- I = Inadequate, and the person is screened out

Dimensions

1. Sense of humour.
2. Emotional flexibility and maturity.
3. Intellectual flexibility and maturity.
4. Recognizes own self-interest.

RATING SCALES FOR VOLUNTEER CANDIDATES

COMPLETED BY TRAINING PERSONNEL

A. Rating Grades

- E = Excellent
- G = Good
- A = Adequate
- I = Inadequate, and the person is screened out.

B. Rating Dimensions

1. Ability to work well with others in the group.
2. Ability to focus on an issue.
3. Imaginative and creative approach to issues discussed.
4. Constructive leadership in the group.
5. Has an interesting personality.
6. Has a good sense of humour.
7. Shows maturity.
8. Other comments you feel should be made about the person.
9. Is this person acceptable to our program. Yes _____ No _____

RATING SCALE ON THE VOLUNTEER-OFFENDER MATCH

COMPLETED BY THE SUPERVISING PROFESSIONAL

Time

This scale will be completed on the termination of the volunteer-offender relationship. It will evaluate the success of the match from the subjective point of view of the professional who supervised the volunteer.

Rating Grades

- E = Excellent
- G = Good Match (similar matches are possible in the future)
- A = Adequate match (not a failure, but better matches might be sought in the future)
- I = Inadequate (avoid similar matches)

Rating Dimensions

1. Probationer: - motivated from the beginning, so that a wide range of volunteers would have been successful.
- others to be added here as they occur.
2. volunteer: - worked with the offender's family, and got no reinforcement from that area.
- a directive or non-directive approach as was needed.
- involved probationer in his own activities (hobbies).
- others as they occur.
3. Match Characteristics: - age same/different
- sex same/different
- interests same/different (which ones)
- others as they occur.

For this evaluation form, rating dimensions will continue to be developed and refined as a program director gains more experience. Each professional will base his judgements on: the information he obtains through his interviews with the group leader; any discussions he has with the individual volunteer; and meetings with the probationer. The professional should make it a point to see the probationer when his probation period is completed to get his evaluation of the volunteer's work.

OFFENDER DATA SHEET

Name _____ FPS # _____

Address _____ Telephone _____

Date of Birth _____

Probation Period _____ Charge(s) _____

APO _____

No. of Months Worked with Offender _____

The following data is also kept, using a columnar sheet:

1. Personal contacts between the APO and offender on a monthly basis: number of contacts, hours spent.
2. Collateral contacts: data is kept in the same way.
3. Previous convictions: date, charge(s), disposition.
4. Subsequent convictions: date, charge(s), disposition.

VOLUNTEER LIST

This is kept on a columnar pad, and serves as an additional piece of information to the registration forms. The data that is kept in the columns are: names of the volunteers; when began working in the program; when left the program; roles that were performed; and, the reason why the volunteer left the program.

VOLUNTEERS SUPERVISING PROBATIONERS

CASE PREFERENCES

This is kept on a columnar pad with the following columns: names of the volunteers; date of the preference; cases the volunteer definitely did want; cases the volunteer definitely did not want; and, additional lines for any change in the preference and the date of this change.

FLOW CHART

DESCRIPTIVE ASSESSMENT FORMS

<u>Event</u>	<u>Completed by Volunteer</u>	<u>Completed by Program Director</u>
Initial Interview	- Registration Form	- Rating Scale (a)
Training Completed	- Training Personnel: Rating Scale (b)	- Volunteer Preference Form - Volunteer List
Matching One-to-One	- Monthly Report Form Received	- Standard Probation Form - Offender Data Sheet Opened
Case Terminates		- Rating Scale (c) - Complete Offender Data Sheet, and transfer to Closed Case File
Volunteer Terminates		- Complete Volunteer List
<u>By Time Period</u>		
Monthly	- Returns Report Form	- Record Report Form on Offender Data Sheet
Three Months		* - Collect Data on control cases, Monthly Report Form
Yearly		* - Collect Pre-Sentence Report Data from the Professional in Charge
Two Years		- Subsequent Convictions of the Research Group

* The data on the control cases is collected from the professionals every three months; it would cause them an excessive amount of time to do this every month with each control case that they have. While absolutely consistent research standards would dictate that both the volunteers and professionals report their data at the same time, this would interfere greatly with the professional's work. In any case, professionals keep a daily report in their field books of all the relevant activities of their cases, so it is simply a matter of collecting this data every three months.

* The professional in charge of these volunteers keeps a record of each report as done by each volunteer, as well as periodic samples of the time and cost input of these volunteers.

APPENDIX VI

MODULES AVAILABLE ON VOLUNTEERS IN CORRECTIONS: The CaVIC Series

1. Program Design of the Ottawa Volunteer Program: 1975.
2. Orientation Manual For Volunteers Directly Supervising Probationers.
3. Orientation Manual for Volunteers Preparing Presentence Reports.
4. Research Manual: Explaining the Ottawa research program to professionals and volunteers.
5. Training Manual For Coordinators: Presents a method for training new candidates in groups of ten to twenty, using volunteer trainers. It includes: philosophy of training, groups techniques, and an outline of four training sessions.
6. Record Keeping in a Volunteer-Professional Program.
7. The Relationship of the Professional and the Volunteer In a Probation and Parole Program.
8. Cost Analysis Study: Presents a method of obtaining cost benefit statistics in a probation and parole program using volunteers. Actual figures are given for the Ottawa program, 1974-1975, with analyses of the results.
9. The Major Problems for Volunteer Programs in Corrections: Probation, Parole and Aftercare.
10. The Interlocking Roles of the Program Administrator/Coordinator, Volunteer and Professional Staff.
11. Orientation Manual for Assistant Probation Officers Writing Pre-disposition Reports in Provincial Court (Criminal Division) In the Ottawa Probation and Parole Services.
12. Voluntary Action Research in Corrections: Notes on Relationships with Behaviour Theory, Counselling Theory and Criminology.
13. The Research Component of the Ottawa Criminal Court Volunteer Program: Theoretical Rationale, Operationalization and Evaluation Strategy.
14. Research Orientation Manual for Professionals, Volunteers and Clients. An Adaption for #4 for more general evidence.
15. The Dimensions of One-to-One Supervisory Process in Probation and Parole: I Quality of Relationship.

16. : II. The Authority Dimension.
17. : III. The Anticriminal Dimension.
18. : IV. Problem Solving Orientation.
19. : V. Environmental Facilitation.
20.

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