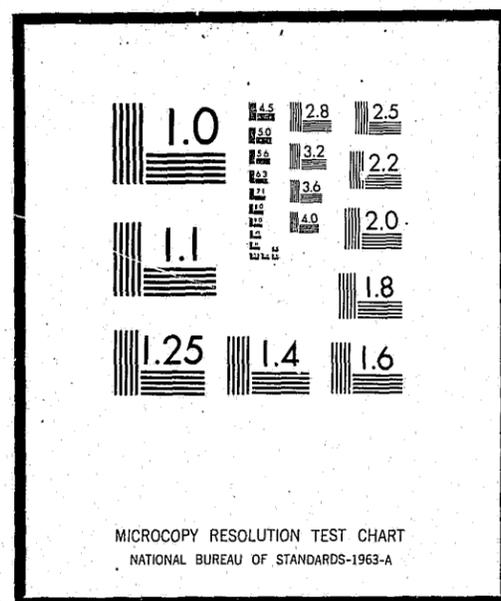


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed 5/29/75

INTENSIVE PAROLE AND PROBATION SUPERVISION PROJECT

72-ED-08-0008

INTERIM EVALUATION REPORT

March 1, 1973-December 31, 1974

PROJECT DESCRIPTION

The Intensive Parole and Probation Supervision Project was designed to develop a community based correctional program for Impact offender probation and parole caseloads. By setting up three neighborhood centers, it was anticipated that recidivism could be reduced as much as 25% over recidivism in previous years over a five-year period. The Second Judicial Probation Department and State Adult Parole Division are providing coordinated services to reduce rape, assault, robbery, and burglary offenses. This goal is being achieved by a project to: (1) reduce caseloads; (2) increase diagnostic capability and goal-oriented supervision; (3) improve the referral system; (4) increase community awareness; (5) improve accessibility of services; and (6) improve the coordination of services between probation and parole.

The implementation of this project will attempt to reduce the reliance on institutional control of the offender. This is being accomplished by improvements in probation and parole services with larger staffs of qualified personnel and more effective organization of the community, casework, and counseling.

One of the most important needs in correctional agencies is to provide higher skilled manpower and more effective organizational forms. This project is attempting to meet these needs by providing the manpower and training, and by establishing decentralized and community-oriented facilities and programs.

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Project Implementation

Project staffing began on April 1, 1973, when the Project Evaluator was hired, and the project psychologist began on April 15. The six probation and six parole trainees and employment specialist joined the staff on May 1. A total of six probation and three parole supervisors were transferred into the three new centers. Thus, each neighborhood center had a total of three parole and four probation staff along with three secretarial/clerical personnel.

As the personnel were being selected and hired, the three centers were being located and leases arranged. The Northwest office began operations on July 6, 1973, the Southwest office on July 16. Because of leasing and remodeling difficulties, the Northeast office did not begin until August 13. The furniture and fixtures for all three offices did not arrive until the middle of September, but make-shift arrangements were made to get the project offices operational until the permanent furniture arrived. To date, the three neighborhood centers have been in operation for approximately eight months. All personnel and facilities now appear to have established an efficient operational procedure. There is community acceptance and support for the centers in all three areas.

Training

An intensive and extensive training program primarily for new staff was conducted during the months of May and June, 1973. The training was conducted under the direction of staff from the State Department of Parole and the District Court Probation. Among those who helped conduct the training included representatives from the various criminal justice agencies, neighborhood and community projects, experts from colleges and universities, representatives of several city and state agencies as well as supervisory and administrative personnel from the Parole and Probation Departments.

The training lasted for a period of eight weeks. Although oriented primarily for the new parole and probation officers, the project evaluator, the project psychologist, and several of the parole and probation supervisors attended many of the training sessions. Among the topics included in the two month training were:

- Parole and Probation Procedures
- Forms and Reporting
- Legal Procedures
- Parole and probation policies
- Orientation to the project
- Statistics of crime in Colorado and Denver
- Case studies of parole and probation clients
- Victims of Crime
- Leadership training
- Group counseling
- Employment services
- Drug addiction (including alcoholism)
- Mental retardation, mental disturbance and physical handicaps
- Minority groups and agencies serving them
- City services for youth
- Poverty and services for the poor
- Police and minority communities
- Programs for ex-offenders
- City jail
- Human relations skill development
- Programs for alcoholics
- Programs for drug abusers
- Colorado State Reformatory (field trip)
- State Penitentiary (field trip)
- Police functions (including trips with police officers)
- Relating to minority groups and individuals
- Counseling and interviewing with minorities
- Theory and practice of individual counseling and communication
- Work release programs
- Court functions and procedures
- Criminal justice organizations in surrounding counties (sheriff's department and volunteer services)
- Objectives of various components of the criminal justice system
- Arrest, search and seizure, prisoner transportation, and booking procedures
- Caseload distribution
- Riots, office security, bombs, and arson

This extensive training program included many field trips, group participation activities, role playing, and exercises in order to practice some of what was

demonstrated. Reactions of participants were measured but this has not been reported by the project as yet. The structure of the training program appeared to cover most of the important aspects of being a parole agent or probation officer in this special project.

This training program was more intensive and thorough than the routine training for new parole and probation personnel. A two-day orientation-training session for new secretarial staff was given immediately after the end of the training session for parole agents and probation officers.

Additional training later in the first year in transactional analysis was conducted for all parole agents and probation officers. Fourteen one-hour sessions of training were given. The major purpose was to provide techniques and understanding to the staff for both group counseling and individual counseling.

Further training is planned for the staff in order to provide additional skills and techniques in working with clients and their families. This may take the form of training in behavior management and contracting techniques.

Psychological Services

In addition to the other services provided by the project, a full-time psychologist was hired to do diagnostic work, and provide short term treatment. Liaisons were established with existing diagnostic and treatment programs, so that more integrated services could be given to probation and parole caseloads (see discussion of Objective II). Major activities of the project psychologist were broken down as follows:

1. Psychological Evaluations - a total of 41 evaluations and

Rorschach tests were given during the first six months of operation.

2. Mental Status Interviews - some 75 interviews were conducted during the first six months to assist probation and parole officers in their supervision programs with individual clients.
3. Consultation Evaluations with Parole and Probation Officers - a total of 61 such conferences have been held to interpret test results and to provide diagnostic and treatment advice.
4. Individual Support Counseling - some 48 clients have been seen during the initial grant period, representing over 92 hours of individual therapy time.
5. Group Counseling Sessions - group sessions have been established within each of the three neighborhood offices. The psychologist has had a leadership role in both establishing the groups and in training both probation and parole personnel to conduct the sessions. To date there are approximately nine groups in operation. Each group meets approximately once a week.

Employment Services

For the first part of the project much of the activity concerning obtaining employment for clients was done by the parole agents and probation officers. They also made many contacts with employment services, unions, and potential employers in their general community work, apart from job finding and other employment-related services for specific clients. A full-time employment specialist has been functioning since the beginning of October, 1973. This individual acts as a resource for clients, through direct activities in terms of job finding and to the parole and probation staff. His presence will allow probation and parole staff more time to deal with other aspects of their jobs vis-a-vis clients and the community.

During the first two months of his employment (October and November, 1973) the Employment Specialist interviewed a total of 86 clients. A total of 78 of these clients were referred to a potential employer with the remaining referred

to other employment service agencies. Thirty five, or 41% of the clients interviewed were placed on a job. The Employment Specialist made 31 personal field contacts with potential or actual employers of clients and accompanied 8 clients to the job interview. During the same period of time, 35 jobs were developed by the Employment Specialist.

A list of 13 frequently used agencies dealing with employment, many specifically oriented to finding jobs for offenders, was presented in the third quarterly report. Parole and probation staff have made numerous contacts with agencies and employers with regard to providing jobs for clients.

No data have been presented, other than that mentioned above for the Employment Specialist, on the number of clients employed, the specific activities of staff regarding employment services, the types of jobs held, salaries, length of time worked, upgrading of job skills, etc. Data relevant to employment will be presented in future reports. Although not stated as one of the project's objectives, the employment of clients, the upgrading of employment, and the opening up of job opportunities to parolees and probationers is an important aspect of both the operations and the results of this project.

Achievement of Goals and Objectives

The major goal of this project was to reduce the recidivism rate of the parolee and probationer clientele by 25%. The comparison of recidivism will be made against a baseline of parolees and probationers who were convicted of an Impact offense and placed on probation during 1968 and 1969 or were released from incarceration to parole in 1970. These individuals were followed up with regard to arrests through the records of the Denver Police Department and the Colorado Bureau of Investigation and through records of the probation and parole departments.

As of this writing, the data have been collected but not transferred to punched cards or analyzed. The development of the baseline will be completed during the spring of 1974. Another comparison group against which the recidivism rates will be compared is the Impact offenders who are not part of the project and are assigned to the central parole and probation offices rather than to one of the three satellite centers.

The chief criteria of recidivism will be revocation of parole or probation and the offense for which the revocation was made (Impact vs. non-Impact). Data will also be presented for rearrest. The project evaluator, in addition, will provide a graded recidivism "score" based on the degree of difficulty with the law and type of offense, ranging from no contacts with the law to arrest and conviction for an Impact offense. Comparative data will focus on revocation and absconding. These estimates of recidivism will be reported in the first year report.

Table 1 shows the recidivism rates for project clients and non-Impact offenders assigned to the satellite centers and all clients assigned to the central offices between July 1, 1973, and December 31, 1973. Recidivism is defined as a revocation of parole or probation or absconding. In general, it can be observed that the recidivism rate is low for all groups during this time period with no rate exceeding 9%. The total number of cases used as the denominator for the rates include the cases transferred to the satellite centers from the central offices as of 7-1-73 and all cases added since then up to 12-31-73.

The recidivism rates show about a 1% difference between central office and satellite centers for probationers in favor of central office individuals.

The central office sample includes both Impact and non-Impact offenders. For Impact parolees the recidivism rate was 2% for project clients and 8.8% for central office clients (both Impact and non-Impact offenders). In the three satellite centers the Impact probationers had an approximately 5.5% higher recidivism rate than non-Impact probationers (8.7 vs. 3.2). For parolees the differences were reversed with the Impact parolees showing a lower rate than non-Impact parolees in these centers (2.1 vs. 4.5). The differences discussed are relatively small and should not be considered as adequate comparative measures of recidivism. A longer follow-up period and comparison with the base-line group of prior Impact probationers and parolees discussed earlier will provide a more adequate comparison. Projections from and speculation about the data presented in Table 1 are not called for.

TABLE 1

Recidivism rates (revocated plus absconders) of
Project Clients (Impact offenders) and Others 7-1-73-12-31-73

<u>GROUP</u>	<u># OF INDIVIDUALS</u>	<u># OF RECIDIVISTS</u>	<u>% RECIDIVISTS</u>
Project Probationers*			
- Impact	241	21	8.7
- Others	190	6	3.2
- Total	431	27	6.3
Project Parolees*			
- Impact	289	6	2.1
- Others	156	7	4.5
- Total	445	13	2.9
Central Office Probationers	1572	121	7.7
Central Office Parolees	725	64	8.8
TOTAL	3173	225	7.1

* Assigned to the three satellite offices.

Again, it should be noted that these are preliminary figures and the risk-exposure times of the individuals vary widely. The large majority of all individuals represented were already on probation and parole as of 7-1-73 for various lengths of time. Only 31% of the total number shown in the last row of Table 1 were new cases placed on probation or parole after 7-1-73.

Records of arrests of project clients (both Impact and non-Impact offenders) during the 7-1-73 to 12-31-73 period were recorded. A total of 152 of the 876 clients, or 17% were arrested. There was a total of 210 arrests or .2 arrests per client. For those 152 arrested, the average number of arrests was 1.4. Only 12 of the arrests have resulted in revocation so far, or 8% of those arrested. As of 12-31, 67 of the arrests were still pending as far as disposition. Comparative data from the central parole and probation offices were not presented.

Objectives

The grant application listed seven objectives designed to facilitate the over-recidivism reduction goal and to improve both services to clients and operations of the parole and probation departments. Data on the achievement of each of the seven objectives will be briefly stated.

OBJECTIVE 1 - Reduction of caseloads to a maximum of 45/1 for parole agents and 50/1 for probation officers.

The hiring of 12 new agents and officers (6 probation and 6 parole) at the beginning of the project and transferring a large number of cases to the satellite centers achieved this objective. Project caseload ratio is about 40/1. In addition, central office caseload ratios have also been reduced; 57/1 for parole and 90/1 for probation. Caseload averages are approximately 40 less per officer in central office than prior to the start of the program.

OBJECTIVE II - To increase the diagnostic capability of the agencies resulting in goal-oriented supervision.

A total of 78 clients have been referred for a thorough psychological diagnosis and evaluation since July. The diagnosis is done through the County Court Diagnostic Center which is partly funded by Impact money. The project has a full-time clinical psychologist. Among his varied duties are diagnostic evaluations for cases for whom immediate information is needed. The psychologist has done 41 psychological evaluations and 75 mental status interviews. Probation officers and parole agents find these evaluations of great value in planning goals for their clients and in performing counseling services for them. The psychologist also helps interpret the county court diagnostic reports to the agents and officers. The Intensive Parole and Probation Supervision Project has provided a strong impetus and is a large source of referrals for the County Court Diagnostic Center. Future data will allow a more extensive evaluation of the utility of the psychological diagnoses in planning, treatment, and other decision-making for clients.

OBJECTIVE III - To improve the referral service system.

Contacts have been made with several classes of agencies who could provide services for clients. Many of them have been utilized by clients. Among the classes of organizations are: private corporations (chiefly for employment); employment agencies (including specially funded projects, unions, etc.); general service agencies (Community Youth Services, Urban Coalition, Legal Aid); special service agencies (Colorado Prison Association, Welfare Department, Planned Parenthood, Salvation Army); alcohol-drug treatment organizations; mental health organizations, and law enforcement agencies. Parole agents and probation officers have been very active in obtaining services for clients through outside agencies

(see Objectives IV and VII).

Relationships between the project and outside agencies have become more informal as well as numerous. Representatives of government agencies and other organizations drop into the satellite centers and talk about problems of mutual concern, ask about particular clients, and in general become involved in the achievement of the project's goals. A more formal evaluation of the referral procedures and some attempt to measure the effects of the services on the clients will be made at a future time in the project. At the end of 1973, it appears as if use is being made of a wide variety of available services for clients in the Denver area.

OBJECTIVE IV - Increase community involvement in the project through decentralized services

This has been an active concern of the administrative as well as the line staff of the three satellite centers. Various types of community contacts by staff have been made. They include employment contacts (employers of clients, potential employers and employment service agencies); educational contacts (addresses by staff to school classes, civic organizations, and other community groups); community group contacts (civic, neighborhood, and charitable organizations); and agency contacts (governmental units). These contacts generally concern the project and the clients in general rather than contacts made with reference to specific clients. There has been an attempt to measure the frequency of these varied community contacts by staff in each of the three satellite centers. However, the definitions of community contacts have been interpreted somewhat differently by the three satellite centers resulting in some centers reporting much more than others as community contacts. A new reporting form has been developed which will attempt to correct differences in reporting and all

personnel will be instructed in what is and what is not a community contact.

The Northwest satellite center gave a large well-planned Christmas party. Over 150 clients and their children attended, as well as staff and 50 other community residents. Gifts were given to all the children. All gifts were contributed by more than 40 organizations and individuals in the community indicating the extent of community knowledge and involvement with this satellite office.

OBJECTIVE V - To improve the accessibility of services and extend operating hours of the centers.

Hours of the offices have been extended to Saturdays and to weekday evenings. A survey of clients has shown that most are pleased with the community satellite centers and the accessibility of their agent or officer. Clients report they are relaxed at the centers and some have spontaneously dropped in to talk to their agent or officer apart from appointed times. A few clients report they feel under surveillance and resent the attention paid to them. Clients are very pleased with the night hours, with more than half of them reporting after 5:00 p.m.. Most of the offices are open 3 evenings per week to allow the clients to report to their agents or officers. Offices are also open at nights when group counseling sessions are being held.

The use of the centers by clients on Saturdays has not been successful. There is not enough activity to justify the presence of 2 staff members on Saturdays. During November and December of 1973, only one staff member was assigned to Saturday duty. Clients do not show up on Saturday even when instructed to do so. Saturday office hours for required reporting have been eliminated, but evening hours are being extended.

OBJECTIVE VI - Improve the coordination and continuity of probation and parole services.

Since probation and parole work out of the same offices at the three satellite centers, much informal, day-to-day interaction takes place between the two staffs. Both regular and irregular meetings between the two staffs are held at the three centers. These meetings provide a forum for discussion of staff and agency problems, clients' problems, mutual needs, and future projects. Staff members from each department function as co-leaders in counseling groups. Plans are underway to use staff from either department who have the necessary skills and/or experience to work with clients regardless of whether the client is on probation or parole. The project evaluator is working on methods to obtain more quantitative data relevant to the measurement of coordination and cooperation between the two departments. It appears as if there has been much interaction, cooperation, and coordination of services to clients between parole and probation in the three satellite centers.

OBJECTIVE VII - To develop community awareness of the probation and parole function through a public education program.

This objective is very similar to that of Objective IV dealing with community involvement. Staff contacts with community agencies, in a sense, constitute a public education program making the community aware of probation and parole in general and the Intensive Supervision Project specifically. The large number of community contacts with employers, employment agencies, community organizations, schools, and government agencies has "spread the word" about the project. Staff members have made formal presentations at 6 high schools, 3 colleges, 7 civic and government organizations, 3 church groups, and a sorority. These formal scheduled appearances have reached an audience of about

700 citizens. These appearances represent only formal presentations and do not count the many informal contacts and presentations of staff to business groups, social organizations and clubs.

Recommendations

As a review of the first nine months of project activity, there are a few areas in which new project activities could be initiated to improve overall effectiveness.

The first area concerns the parole and probation supervision process. One of the major directions of this project has been goal-oriented supervision; and by that is meant developing a "program" for each client so that there are mutual expectations while under supervision. Thus, a primary concern should be the development of supervisory "contracts" that would delineate specific objectives to be achieved by the clients while on probation or parole. This "contracting" system would be developed on an individual case basis, and would depend on staff development of skills to implement the procedure.

The second area of concern is the further development of coordinated services between the two state agencies of parole and probation. During the first year of operation, there has been a concerted effort to more fully utilize the staff and resources of both agencies in setting up the three neighborhood centers.

At the administrative level, this coordination has been particularly noteworthy.

However, there is a continuing need to establish a more coordinated effort at the operational, case supervision level. This cooperation could be developed by having more joint staff sessions in which problem cases are discussed, and common approaches to supervision attempted whether or not they were probation

or parole clients. In addition, some cases could be supervised on a special basis by either parole or probation staff depending on the skills and experiences they would have in dealing with problem clients.

It is noted in the renewal application for the second and third years of operation of the project that these areas of concern are to be dealt with by developing procedures of supervisory contracting and through improved coordination of services. It is anticipated that these proposed changes in operations will address the concerns noted above.

Summary

From both the quantitative and qualitative data presented, it appears as if the objectives of the project stated in the grant application have been achieved or are in the process of being achieved. The administrative and organizational activities have been outstanding, and the assistance now being given to probationers and parolees is well above what was originally expected. Some of the initial expected difficulties with regard to setting up community satellite centers and coordinating and integrating the operations of two heretofore autonomous departments have been largely overcome. The project psychologist, employment specialist, and the project evaluator have added much to the additional services provided to the clients and to the project staff.

It is strongly recommended that this project be continued for another two years, at which time the state will have the opportunity to fully evaluate its merits and problems. Given a three year record of project activity and results, the state legislature should have adequate information to decide whether or not to institutionalize the program.

END