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USE OF SUBPROFESSIONAL PERSONNEL IN  
THE CRIMINAL JUSTICE SYSTEM

An evaluation of Grants A71-9001-150  
and A71-8001-141 for the Connecticut  
Planning Committee on Criminal  
Administration

10561

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TABLE OF CONTENTS

	<u>Page</u>
1. Introduction.....	1
2. Juvenile Probation Aide for First District Juvenile Court (A71-9001-150).....	2-12
Objectives	
Introduction	
Background	
Organization Management	
Operational Problems	
Employer Problems	
Employee Problems	
Impact on the Probation Office-Administrative Observations	
Recommendations - Probation Aide Project.....	11-12
3. The New Careers Program (A71-8100-141).....	13-27
Introduction	
Research Design for the New Careers Project	
Methodology for the New Careers Project	
Conclusions.....	18-20
Administrative Structure and Function.....	21-26
Operational Problems	
Staffing Progress	
New Careerist Employment	
Institutional Change	
Participant Change	
Summary of the New Careers Project.....	27
4. Summary and Recommendations of both Projects.....	28-30

APPENDICES

Appendix A - Job Functions of Probation Officers

Appendix B - Job Functions of Probation Aide

Appendix C - An Outline of Probation Aide, Wilburt Perkins,  
Job Tasks in a March, 1973 report submitted  
by the project director

Appendix D - An overview of the quantity of caseload  
and supervision activities and the numerous  
Appendix E other requirements of the Probation Officer  
position in calendar years 1971 and 1972

Appendix F - Caseload Standards

## USE OF SUBPROFESSIONAL PERSONNEL IN THE CRIMINAL JUSTICE SYSTEM

### Introduction

In the light of increasing workloads among the criminal justice system agencies, LEAA has funded several projects which supplement the professional staffing with subprofessionals. This program is conceived as both a career development opportunity for the subprofessional as well as a service improvement possibility for the agency as a whole. Because of its commitment to the upgrading of criminal justice agency personnel, the Planning Committee has devoted time and energy to evaluate the impact of a representation of projects in an attempt to determine concept utility, project success, and transferability possibilities. Several aspects of the projects must be taken into account in order to most fully assess the impact the added personnel has upon the agency operations. Among these are: office functions, degree of professionalization required, amount of professional time misused, social characteristics of the staff, social characteristics of the clientele, basic office needs, level of services, and possible gaps in services.

Two projects have been evaluated in this study. One, the use of a Probation Aide in the Juvenile Probation Office (A71-9001-150), is an example of a project which experienced several operational limitations. The other, the New Careers Program, (A71-8100-141) the use of Work Release Participants as Cottage Aides at a home for boys, is an example of a project which has experienced successful completion of its objectives. It is anticipated that a comparison of the two approaches, in the two differing criminal justice agencies, will provide the reader with the necessary overview of the limitations and strengths of this type of program. It is also hoped that the recommendations for maintaining projects of this type in the future will prove to be of assistance.

JUVENILE PROBATION AIDE  
FOR FIRST DISTRICT JUVENILE COURT (A71-9001-150)

OBJECTIVES

The Juvenile Probation Aide for First District Juvenile Court (A71-9001-150) operated by the Director of the Juvenile Probation Office in Bridgeport was operational from July 1, 1971 to June 30, 1972. Its objectives were threefold:

- 1) To provide uniform and specialized training for future Probation Officers
- 2) To interest persons, particularly minority personnel, in a job which is pre-entry level of Probation Officer Civil Service Classifications
- 3) To alleviate the Probation Officer's professional time from performing time-consuming, menial and routine tasks required of the office by statute to perform such tasks as the issuing of warrants, etc.

INTRODUCTION

The Probation Offices in Bridgeport, Norwalk/Stamford, and Danbury, into which Aides were placed, have three levels of professional Probation Officers, differing only in number of years of experience and passage of the appropriate Civil Service exam with commensurate salary levels. The three levels are: Senior Probation Officer, Probation Officer, and Probation Officer in Training.

BACKGROUND

John Borys, the Director of Probation, was the grantee of a Model Cities grant in 1969 entitled New Careers which was a programmatic attempt to promote minority personnel into a career development opportunity below the entrance level of indigenous positions. The position, located in the the Bridgeport Office, although difficult to fill immediately with the right person, has been filled by Rufus Scott, a committed Black with some college training, for over two years. The Aide was assigned to perform a specific set of tasks, many of which were menial and peripheral to the professional social aspects of the Probation Officer's duties. After acquired experience in successfully handling these assigned duties, the Aide was delegated some of the more professional assignments of the Bridgeport Office, including some preliminary social history investigations, a time-consuming but important job usually performed by the Officers. After the federal funds expired for the position, the Probation Office, through a decision of the Juvenile Court judges, was afforded a permanent position, into which the Aide was hired.

Due to the identification of a division of duties which, through all administrative indications, allowed the professionals in the office to concentrate on the more professional tasks at hand concerning case supervision, John Borys was committed to creating more Aide positions to allow even more professional freedom for the Probation Officers. Furthermore, the success with which the New Careers Aide had performed his tasks and proved his value to the Office in which he was placed, convinced Mr. Borys that more Aides could equally increase efficiency and quality of the office service provision while gaining experience for a career in Probation. He therefore applied for two Aides under the Probation Aide grant A71-9001-150 to be placed in the Norwalk/Stamford office and in the Danbury office.

### ORGANIZATION MANAGEMENT

It was anticipated that the above offices required an Aide to perform the same tasks that the Aide in Bridgeport had been performing for one year. Conceptually, the Aide would be assigned to the general office, while the duties would include both office-wide and individual assignments delegated by the Probation Officers. Mr. Borys claimed that he expected the Aides to perform all tasks (outlined in Appendix A) relating to clerical, issuance, transportation, subpoenaing, which were all crucial to the ultimate statutory requirements of the office, in addition to specialized tasks of case investigations, home visits, follow-up telephone calls requested by a Probation Officer; of certain cases requiring more specialized investigation. The Probation Officers' tasks, for comparison, have been included in Appendix B. Realistically, not all of the Probation Officers were expected to delegate tasks, but the cooperation of at least two in each office made the repertoire of Aides' duties more meaningful.

Into the salary schema, the Probation Aide position was injected to directly relate to the salary already established at Salary Level 7 (\$6,266-\$7,422) for the permanent Probation Aide. Of note is the discrepancy between salary and requirements of the Probation Aide, and the next highest salary level position in the office, the Probation Aide in Training. The Probation Aide at a range of \$6,266-\$7,422 is required to have a high school diploma, while the Probation Officer in Training at a salary range of \$7,626-\$9,271 is required to have a college degree.

### OPERATIONAL PROBLEMS

#### Recruitment

Although Mr. Borys distributed information concerning the job to labor department outlets, poverty program offices, community centers, community leaders, and community colleges, the amount

of interest inspired was relatively minimal. Sixteen resumes were received in the Norwalk/Stamford office, while one or two were registered for each of the openings in the Danbury office. Committed to taking minority persons interested in a career in Probation work and furthering their education, Mr. Borys attempted to hold out on filling positions until the "right" person came along. Following is an overview of the number of Aides he hired, backgrounds of the Aides, dates of their employment, and reasons for leaving.

DANBURY OFFICE

<u>NAME</u>	<u>BACKGROUND</u>	<u>DATES OF EMPLOYMENT</u>	<u>REASON FOR LEAVING</u>
Sheila Calhoun	Black; One year of college; Interest in work	12/3/71-6/15/72	Became pregnant; took leave of absence; terminated officially at end of leave due to personal problems
Joyce Hess	White; Graduate student at John Jay in intensive research studies	6/16/72-9/21/72	To return to college studies; had worked previously for Mr. Borys who was aware of her fine talents
Wilburt Perkins	Black; High School Graduate, Recently terminated employee of long-standing with local poverty program before hiring date	12/8/72-present	Became a permanent employee upon expiration date of the grant-June 30, 1973

STAMFORD/NORWALK OFFICE

<u>NAME</u>	<u>BACKGROUND</u>	<u>DATES OF EMPLOYMENT</u>	<u>REASON FOR LEAVING</u>
Carl Washington	Black; One year at UConn	4/14/72-1/73	To return to UConn after successfully completing his duties as an Aide
Edith McPhee	Black; Bachelors Degree in Education; Waiting for a job opening in teaching profession; over-qualified for level but willing to try it for awhile	2/26/73-6/73	Grant termination

### Employer Problems

Mr. Borys claimed that several problems occurred in the hiring of the Aides listed on the previous page. The major problem confronting any potential hiring was the fact that the grant was short-lived, offered very little promise of long-term security, and only nominal possibilities of becoming permanent within the existing personnel system. Several of the persons whom Mr. Borys would have liked to hire were apparently scared off by the possibility of losing their position after six months. With foreknowledge of the short tenure awaiting them, few were willing to take the chance, or spend the time at a possible dead-end job.

Fully aware of this situation, the judges of the District proposed that a Probation Aide II position be established to bridge the gap between the two positions in salary and requirements. The Probation Aide II position would be a salary range of \$7,068-\$8,589 and would require a high school diploma and experience in the Probation Aide I position with successful performance of duties. It was anticipated that such a personnel position would represent the necessary career step ladder notoriously missing in the originally conceived conditions in the grant. It was anticipated that a potential employee, while being fully aware of the possibilities that the grant would end untimely, would at least be afforded some career development opportunities which would place him in a better position to vie for Civil Service status, assuming other eligibility criteria for education had been met. Such could fulfill recruitment needs as well as career development potentiality. However, the Supreme Court judges did not pass the request for the added position, thereby frustrating attempts to upgrade the stature and career development potential of the Probation Aide slot under the grant.

### Employee Problems

It was the case that the menial nature of the tasks created boredom among the ranks of Probation Aides. The routine job tasks would become unchallenging for the Aides, causing them to often times express their frustration of the working conditions to the supervisors. This situation, however, apparently could not have been alleviated. First of all, the office by statute is required to hand deliver issuances of delinquency, or summons to courts. Further, the office is required to hand deliver subpoenas to witnesses to appear in court. This alone is a time-consuming function, one which would not only pull the Probation Officer away from his office but would also possibly cause a bias in his handling of the case after his involvement with the family in the home environment. Second, much of the work of the Probation Officer involved clerical documents, xeroxing, the updating of records, and other red tape procedures which are both time-consuming and exhaustive. Third, the Probation Officers' more professional tasks involving much case supervision, are of such complexity and sensitivity often that it does not encourage the

involvement of a subprofessional except in the most peripheral of roles. Fourth, because of the indigenous nature of much of State Service personnel of long standing, it is often the case that the delegation of responsibilities can become a sensitive issue when the established employee's pride in his job is at stake. It therefore was a sense of protectiveness of responsibilities, even on some of the more peripheral of tasks, by the Probation Officers, which excluded the Aide from performing any more than the lowliest of tasks. Not documented as a criticism, this apparent situation must be taken into account when investigating the possibility of the transferability of the concept of the utilization of subprofessionals.

It therefore was our finding, that the subprofessionals were not afforded the opportunity to perform tasks of increasing responsibility commensurate with their increasing experience and successful office performance, except in the most notable of exceptions. It appears that the distinct variable between experiences of the Aides rests almost entirely with the individual personalities of the Probation Officers in the assigned office. It was left to the discretion of the Officers to delegate more than the lowliest of tasks. Because of the reluctance of the majority of Officers to delegate such tasks, the roles of the subprofessionals would remain unchallenging and largely uninteresting. (See Appendix C for an outline of Aide, Wilburt Perkins, job tasks in a March, 1973 report submitted by the project director)

Confirming our findings from our administrative interview, the information collected from individual interviews with the Probation Aides documented that the jobs were indeed boring in nature, given the average amount of intelligence and/or educational level of the Aides hired in the positions. Most hoping for career development opportunities, they expressed their frustration in attaining greater employment returns. With the exception of Perkins, none were afforded the opportunity to become permanent, although a major limitation was the fact that three permanent slots were made available by the judges' decision in June, 1973, and the Bridgeport District received one slot. Wilburt Perkins was selected to be the permanent Aide, forcing Edith McPhee into early retirement.

#### IMPACT ON THE PROBATION OFFICE-ADMINISTRATIVE OBSERVATIONS

Because of the unavailability of information concerning the usual flow of activity in a Juvenile Probation Office with respect to hourly breakdown of duties, job types, and qualitative analyses of such, as well as a less than adequate recordkeeping of the Aides' time during the entire life of the grant, any objective assessment of the perceived impact of the Aides within the normal functioning of the Office is impossible, and if attempted, inconclusive. Several variables, beyond the gathering of the appropriate data, also impinge upon the objectivication of the utilization of subprofessionals, among them being:

(SEE FOLLOWING PAGE)

- 1) The lag time between the hiring of Aides in both offices, i.e., between the termination of Hess and the hiring of Perkins in Danbury, and the termination of Washington and the hiring of McPhee in the Norwalk/Stamford office
- 2) The inconsistency of the delegation or nature of duties required of the Aides
- 3) The nature of the office in its immediate service provision requirements and therefore, the lack of free will on the part of its employees as to duties any of them will perform from day to day
- 4) The lack of a differentiated job task structure because of the nature of the office irrespective of the different salary levels existing therein
- 5) The lack of sophistication in time logging of either the staff professionals or the grant personnel at all times throughout the life of the grant
- 6) The complex nature of evaluating the effectiveness of case supervision or other service outputs of the office, with respect to the numerous variables such as investigations, social history development, judges, Officers' personalities, families, witnesses, case disposition, follow-up occurrences, assuming of course that a so-called "good" or apparently justified case disposition must take into account the contextual framework of the juvenile as well as external factors influencing the ultimate decision. It may be the case that a juvenile be placed on probation for a two-year period, which may appear to be an extreme disposition of the case, which is in fact optimum supervision providing the juvenile with certain necessary guidance to impact his life positively.
- 7) The lack of case follow-up performed by the system of Juvenile Probation once a case has been disposed of, frustrating any attempt of correlating recidivism, for example, with case supervision quality or duration. With little means of objectively evaluating the effectiveness of the service output of the Probation system as a whole necessarily frustrates any investigation of the use of additional personnel in the office.

Enclosed is an overview of the quantity of caseload supervision activities and the numerous other requirements of the Probation Officer position in calendar years 1971 and 1972 (Appendix D and E). Across the top of the chart is: 1) referrals received, either from the courts, schools, parents, public organizations, voluntary, etc. 2) total cases disposed, referring to all of those referred and involving service provision or other forms of nominal supervision in relationship to the family, school and societal relationships of the juvenile and, 3) judicial cases referring only to those which have been passed on to court for adjudication, and including only those cases which require professional and arduous case supervision. It can be seen that caseload supervision statistics are, therefore, meaningless given the broad spectrum and activity level of the Probation Officer's duties other than caseload supervision.

The decrease in referrals and hence caseload supervision statistics in the 1972 chart as compared to the 1971 chart represents the decrease of transfer cases from the Circuit Court according to the Supreme Court ruling. Because of this contamination, it is virtually impossible to attempt even any superficial correlations between the presence of the Probation Aides and the ultimate service caseload of the Office. It even is the case in this instance where the average caseload per Probation Officer is equally as meaningless because of the disparity between duties and requirements therein.

Caseload standard records of the Probation Officers workload were kept during the first six months of 1972 only. The chart is interesting in that it documents the fact that nine of the nineteen Probation Officers performs a workload which is greater than the average 50 caseload units (a description is provided in Appendix F to clarify what is meant by a unit). Because of the lack of this type of information before or after this time period, and a correlation of these statistics before and after the addition of the Aides to the Offices, no possible conclusions can be drawn.

A major problem, therefore, has been the lack of the appropriate data to be kept during the appropriate time slots. A stumbling block in any evaluative effort if not specified during the actual planning of the project, such a situation was not planned for, given the embryonic state of evaluation in the CPCCA conceptually or organizationally. With more sophisticated hindsight, the evaluator realizes the gross inadequacy of attempting to draw comparisons between the office output before and after the existence of the Aide program. Only in supporting routine planning decisions can such findings and conclusions prove to be of value because of the lack of scope and breadth of the original evaluation design which was operational long before the employment of professional evaluators on the CPCCA staff.

#### PROBATION OFFICERS

Even without hard data concerning personnel allocation or caseload supervision quality, the perceptions of the Probation Officers concerning the existence of the Probation Aides in assisting with the office duties are revealing in themselves. During the employment of the Aides

in the Norwalk/Stamford and the Danbury offices, the Officers were pleased to relinquish the more mundane and routine of tasks to the Aides. However, at the time when the grant came to an end, the Officers chorused their complaints toward having to perform those previously delegated tasks. It was this occurrence that leads us to believe that the Aides at least performed a necessary part of the workload, if, however, it was the least liked by the professionals.

A highly paid professional Officer, it was argued, should not be required to perform supportive clerical duties, the issuance of subpoenas, and other office functions not requiring counselling, interviewing, or other professional skills with which he is equipped. The lack of Aides, once hired to perform these subprofessional tasks, once again placed unreasonable demands upon the professional personnel in terms of energy expended and quality of output.

#### RELATIONSHIP BETWEEN THE PROBATION OFFICER AND THE PROBATION AIDES

According to Mr. Borys, the relationship between the Officers and the Aides was one amenable to a good working relationship. He did happen to mention that certain Officers were more amenable to relinquishing their more professional duties to the Aides, thereby implying that certain Officers were perhaps more sensitive to the purpose of the objectives of the use of subprofessional personnel. It also tended to connote a sense of understanding between the predominantly White Probation Officers who delegated more tasks than the others, and the predominantly Black Probation Aides. This does not exclude the possibility of the same sort of understanding socially between those Officers who did not delegate any responsibilities to the Aides and the Aides themselves, but points up a difference in professional sense of duties. As mentioned previously, the nature of Civil Service tenure may obviate the need to explore this further, if, indeed, our former analysis of job pride is at all accurate.

#### CONCLUSIONS

Because of the lack of hard data on this project, partially due to the lack of an evaluator in the design of the project and its data collection procedures, no firm conclusions can be drawn except for purely routine planning purposes for future subprofessional utilizations. The following is an overview of the conclusions from this brief survey of the Probation Aide project.

#### PERFORMANCE OBJECTIVES

The project had admirable performance objectives, to recruit minority young people with potential and motivation toward a career in Probation and who expressed an interest in furthering their education while in the employment of the Probation Office. However,

because of the short-term nature of the funding round, the operational problems of recruiting the "right" people, the lack of response to the recruitment announcements, the seeming "dead-end"-ness of the job as far below the entrance level of the next highest Civil Service level classification, and the menial nature of the majority of the tasks required of the Aides, Mr. Borys experienced hiring delays and difficulties which were crucial to the denouement of the project and its ultimate success.

#### IMPACT UPON THE OFFICE

In order to document a determined impact upon the internal or external operations of an office, a differentiation of tasks is usually required which addresses energy expended and quality of tasks performed. However, due to lack of recordkeeping and disparity of required functions by the entire office into which the Probation Aide was injected, no documentation of physical impact can be investigated. However, the Probation Office is one in which caseloads are usually fixed in number, yet not predetermined in nature. Because of the functional requirement to immediately and properly dispose of any and all cases coming before the office staff, a prediction of office activities from day-to-day would be virtually impossible. For this reason, above any other, it appears that a clearer definition of subprofessional duties, and equally, a more definite pattern of responsibility delegation between the Officer and the Aide was impossible. Any office with this high level of required service output, although able to utilize extra personnel at all times, is not necessarily a good training ground for the subprofessional. The crisis orientation and functional limitations, coupled with the lack of proper personnel manpower planning of the subprofessional's integral role within the office operations, makes this type of office a poor choice for subprofessional placement, if the objective is to promote career development. If more planning were possible, and it is the opinion of the evaluator that it could be, the delegation of responsibilities could be a more consistent process from Officer to Aide, thereby affording the Aide a graduated system of performing increasingly more responsible tasks.

This condition was expressed as desirable by Mr. Borys. However, the decision of the judges to not permit a Probation Aide II salary level and job classification to bridge the gap between the Aide and the Officer in training slots has, at least temporarily, frustrated the enlightened attempts to make this a viable personnel program not only from the administrative perspective but from the subprofessional's perspective and career development.

RECOMMENDATIONS - PROBATION AIDE PROJECT

The problems as we have outlined them here primarily are caused by the administration's inability to implement all of the specified objectives of the program. Although certain personnel constraints have hand-tied Mr. Borys, other operational assignments could possibly have been made to partially offset these. The most important problems to be addressed immediately include:

- 1) Providing a schedule and timetable for the upgrading of the Probation Aide through the system, including a gradual scale of increasing responsibility commensurate with a gradual increase in wages
  - a. Urge the Supreme Court judges to change their entrance policies for Probation Officers to represent professional career development standards
  - b. To more specifically re-define the duties of the Probation Office in professional gradations for the Senior Probation Officer, the Probation Officer in Training, and the Probation Aide, with expected manhours for each function
  - c. Develop an employee evaluation form for the Probation Aide
  - d. Hire additional clerical staff to avoid use of Aides as clerical staff
- 2) Assigning a Probation Aide to one or two Senior Probation Officers for daily supervision and evaluation of tasks
  - a. Train Senior Probation Officer supervisors as to the objectives of the program
  - b. Instruct and oversee their assignment of duties in order for them to conform with the established timetable for same
  - c. Assign the supervisor to deliver on-the-job and specialized training to the Probation Aide daily (e.g., Haddam Training Academy)
- 3) Establish in-house evaluation effort to include workload elements and manhours required in order to inform manpower assignments, and use of subprofessionals on a daily basis.
- 4) Develop active recruitment techniques for Probation Aide position which would include the local high schools, the University of New Haven, Community Colleges, and Community Centers.
  - a. Offer an educational incentive program, with course stipends for furthering educational credits

- b. Offer specialized training courses for staff members and interested parties for Probation Officer work; design professional curriculum in conjunction with the University of New Haven and the Haddam Training Academy
- c. Use Aides in the recruitment process to promote community interest in the positions
- d. Set up recruitment criteria for Aides to include motivation toward and interest in a career within the juvenile court system
- e. Establish recruitment procedure to include a panel of Senior Probation Officers in addition to Mr. Borys whose role will include the daily supervision of the Aides

It is asserted by the evaluator that the implementation of procedures outlined above would vastly improve the chances for success of future Probation Aide programs run by the Juvenile Court.

Effective

JUN 8 1972

**MINIMAL**

YOUTH SERVICES OFFICER TRAINEE

GENERAL STATEMENT OF DUTIES:

In an institution or facility of the Department of Children and Youth Services participates in a training program of six (6) months' duration in the care, custody, security and rehabilitative guidance of children and youth; does related work as required. Upon successful completion of this period, the incumbent will be promoted to Youth Services Officer I.

SUPERVISION RECEIVED:

While in training works under the close supervision of an officer of a higher grade; work is subject to frequent review for effectiveness and conformance with orders and regulations.

MINIMUM QUALIFICATIONS

KNOWLEDGE, SKILL AND ABILITY:

Some knowledge of the causes of the attitudes and behavior of delinquent youth; some knowledge of the purposes and methods of maintaining order and discipline among youth both individually and in groups; considerable ability to follow oral and written instructions; ability to secure the respect, confidence and cooperation of youth; ability in written and oral expression.

EXPERIENCE AND TRAINING:

Experience and training which could be expected to provide the knowledge, skill, and ability listed above.

CHARACTER REQUIREMENT:

In addition to the checking of references, a thorough character investigation of each candidate will be made. Candidates who do not have a good character or persons who have a criminal record or have been dishonorably discharged from any police department, fire department or from the armed forces of the United States are ineligible.

SPECIAL REQUIREMENT:

The appointing authority may require possession of a current Connecticut Motor Vehicle Operator's License during employment in the class.

PHYSICAL REQUIREMENT:

Applicants must be in good general health and possess sufficient strength, stamina, agility and endurance necessary to perform all the duties of the class. A thorough physical examination will be required.

RESTRICTION:

Failure to qualify for promotion to Youth Services Officer I at the end of the six (6) months' training period will result in termination of employment.

This replaces the existing specification for the same class in the same Salary Group 10 approved effective May 29, 1970.

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STATE PERSONNEL

DEPARTMENT

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S.G.12

Effective  
JUN. 8 1972

FINAL

YOUTH SERVICES OFFICER I

GENERAL STATEMENT OF DUTIES:

In the Department of  
Children and Youth

Services for the first six (6) months takes a prescribed training course in child and youth custodial and rehabilitative work and performs under close supervision duties assigned for training and evaluation. Upon completion of training is assigned to perform responsible duties involving the care, custody, security and rehabilitative guidance of an assigned group of youth; does related work as required.

SUPERVISION RECEIVED:

While in training, works  
under immediate super-

vision. After training, works under general supervision.

EXAMPLES OF DUTIES:

Performs responsible  
duties involving the

care, security, rehabilitative guidance, custody and training of an assigned group; carries out regulations pertaining to custody and treatment; supervises youth and evaluates progress and adjustment and submits reports; counsels and advises youth both in groups and individually dependent on their needs and problems; encourages the development of effective inter-personal relationships; confers frequently with the professional staff on behavior and problems of assigned youth; directs leisure time activities; supervises the maintenance of living quarters; may be responsible for the transporting and guarding of youth away from the premises; may participate in the apprehension of escapees.

MINIMUM QUALIFICATIONS

KNOWLEDGE, SKILL AND ABILITY:

Knowledge of the causes  
of the attitudes and

behavior of delinquent youth; knowledge of the purposes and methods of maintaining order and discipline as applied to youth under confinement both individually and in groups; considerable ability to secure the respect, confidence and cooperation of youth; ability to prepare clear and concise reports; ability to enforce rules and regulations with firmness, tact and impartiality; ability to follow oral and written instructions.

EXPERIENCE AND TRAINING:

Graduation from high  
school or for each year

of education above the eighth grade there may be substituted an equivalent number of years of employment which would have given the knowledge, skill and ability listed above.

CHARACTER REQUIREMENTS:

In addition to the check-  
ing of references, a

thorough character investigation of each candidate will be made.

Candidates who do not have a good character or persons who have a criminal record or have been dishonorably discharged from any police department, fire department or from the armed forces of the United States may be ineligible.

SPECIAL REQUIREMENT:

The appointing authority may require possession of a current Connecticut Motor Vehicle Operator's License during employment in the class.

PHYSICAL REQUIREMENT:

Applicants must be in good general health and possess sufficient strength, stamina, agility and endurance necessary to perform all the duties of the class. A thorough physical examination will be required.

This replaces the existing specification for the same Class in the same Salary Group 12 approved effective June 2, 1971.

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DEPARTMENT OF CHILDREN  
AND YOUTH SERVICES

## THE NEW CAREERS PROGRAM (A71-8100-141)

### Introduction

The New Careers Program (A71-8100-141) under the sponsorship of DCYS, began its operation July 1, 1971. The program was initially devised to bridge the socio-cultural gap between the line staff members and the residents of the Meriden/Long Lane School for Boys and Girls by employing recent graduates of the facility as subprofessionals who would in turn receive career development training and occupational experience.

Two problems arose with this concept: one, administrative; the other, operational. Administratively, the Meriden School for Boys and the Long Lane School for Girls were to be physically and administratively centralized. This situation would merge the residents, the line staffs, and the administration of the facilities at the same Long Lane campus. This relationship between the two schools raised certain administrative questions of responsibility concerning this project. The initial application was conceived by one administration at the Long Lane School; the actual implementation took place at Long Lane but under the administration of the former staff at Meriden School. The project had great delay becoming operational in the hiring of students. Operationally, once the students were hired, a great deal of supervision became necessary, as the employees reverted back to old patterns of behavior, but little was possible. The employee was required to carry on his role within the facility in a more responsible fashion which proved to be an insurmountable or unlikable job for many. The average length of employment was one month and three weeks while the performance level of the employees was cited as being less than adequate.

The new central administration was not only adept at evaluating this poor situation, but also at restructuring the project to more closely adhere to the original goals of the project. The New Careerist positions became work release possibilities for institutional releases from Somers, Cheshire, Niantic, etc. in the anticipation that the older, more experienced, rehabilitated, ex-offender would prove to be a meaningful addition to the staff and the residents.

### GOALS OF THE EVALUATION EFFORT

Because of the problems cited above, it was necessary to evaluate the New Careers project conceptually to account for the problems encountered under the original plan for the project, and to describe and define operationally the possibility of success in the new project design.

### LIMITATIONS OF EVALUATION EFFORT OF THE NEW CAREERS PROJECT

1. Short period of project's operational status under new conceptual change.
  - a. The newness of project to measure anything but initial reaction of staff to inmates; no sophisticated hostility or friendship measures are possible.
  - b. The short lifetime of project during chaotic period in the two schools' history.

2. High "failure" rate of previous new careerist positions (3 full-time and 8 part-time; reduced to 6 full-time). Lack of substantial experience with present new careerist positions (3 entry, now vacant, and 3 upgraded)
3. Difficult to define "operational level" of school dealing with both the "hard core" and "first offender" at all times.
4. Difficult to correlate the contact between New Careerist and juvenile as it pertains to the actions of either during the course of the project; the many personal and subjective factors of the two realms of experience lead toward any number of responses, none of which are necessarily directed toward the stimulus of the present.
5. Dependence upon the Work Release Program information and process in the project's operations and evaluation thereof.

RESEARCH DESIGN FOR THE NEW CAREERS PROJECT

A. PROJECT ADMINISTRATION

1. Organization, Staffing, Management

- a. Performance Objective - Introduction to Programmatic Change
  1. To employ and maintain "successful" work releases - job persistence, career training
  2. To provide more meaningful counselling to kids - in upgrading of staff capabilities
- b. General Management
  1. Administration changes from original goals
  2. Recruitment, Maintenance, Staff Assignments
- c. Administrative Structure and Function
  1. Regular Staff - a description
  2. Position of New Careerists - a comparison
- d. Operational Problems
  1. Merger of two institutions
  2. Regular staff hostility
  3. Limitations of Work Release Program from performing certain tasks
  4. Nature of work
  5. Location of campus with center of town and bars
  6. Limitations of work release screening process
- e. Staffing Progress - Overall

2. New Careerist Employment

- a. Quality of employees
- b. Staffing Progress
- c. Employee training and supervision

B. INSTITUTIONAL CHANGE

1. On-going School Operations

- a. School Administration coordinative efforts
  - 1. With the Department of Corrections
  - 2. With the Department of Children and Youth Services
  - 3. With the Personnel Department
- b. Overall School Operations level - before and after program

2. Staff Participant Impact

- a. Professional and Technical Adequacy
- b. Specialized Training

C. PARTICIPANT CHANGE

1. Service Recipient Impact

- a. Recipient Status Improvement
- b. Recipient Attitudes -

2. New Careerist Impact

- a. New Careerist Status Improvement
- b. New Careerist Attitudes
- c. Career Development

D. OVERALL LOCAL ACHIEVEMENT

To utilize corrections ex-offenders in Department of Corrections positions

METHODOLOGY FOR THE NEW CAREERS PROJECT

A. PROJECT ADMINISTRATION

1. Organization, Staffing, Management

- a. Project Administrator - Interview
- b. Grantee Representative - Interview
- c. State Personnel Department Representative - Interview

2. New Careerist Employment

- a. Project Administrator - Interview
- b. Work Release Director - Department of Corrections - Interview
- c. Working supervisors of New Careerist - Interviews

B. INSTITUTIONAL CHANGE

1. On-going School Operations

- a. Project Administrator - Interview and Tour
- b. Work Release Director - Interview
- c. State Personnel Department Representative - Interview
- d. Prison Counselor Representatives - telephone interviews
- e. ROC (New Haven) Administrators and Counselor - Interviews
- f. Direct Observation

2. Staff Participant Impact

- a. Staff Random - Interviews
- b. Project administrator - Interview
- c. Direct Observation

C. PARTICIPANT CHANGE

1. Service Recipient Impact

- a. Random resident questioning
- b. Project Administrator - Interview
- c. New Careerist - Interviews
- d. Direct Observations

2. New Careerist Impact

- a. Project Administrator - Interview
- b. Parole Officer/Work Release Counselor - Interviews
- c. Supervisor Interviews
- d. New Careerist Interviews
- e. Work Release Director - Interview

D. OVERALL GOAL ACHIEVEMENT

- 1. Grantee Representative - Interview
- 2. Subgrantee Representative - Interview
- 3. Supportive Agency Representative - Interview
- 4. Department of Correction/Work Release Program - Interviews
- 5. General Field Research

## CONCLUSIONS

### PERFORMANCE OBJECTIVES - INTRODUCTION TO PROGRAMMATIC CHANGE

The Long Lane School for Boys presently has a Work Program in which a resident can become enrolled and make minimum wage for a specific duration of time. The jobs under this institutionalized program are typically of the menial labor class, such as dishwashers, gardeners and so forth. The original application described a project which would be an extension of this program, that is, to provide a released student with a similar type of work experience until he could become employed elsewhere. Therefore, the campus included two types of Work Program participants, those pre-releasees under the official Work Program, and those releasees under the New Careers Project.

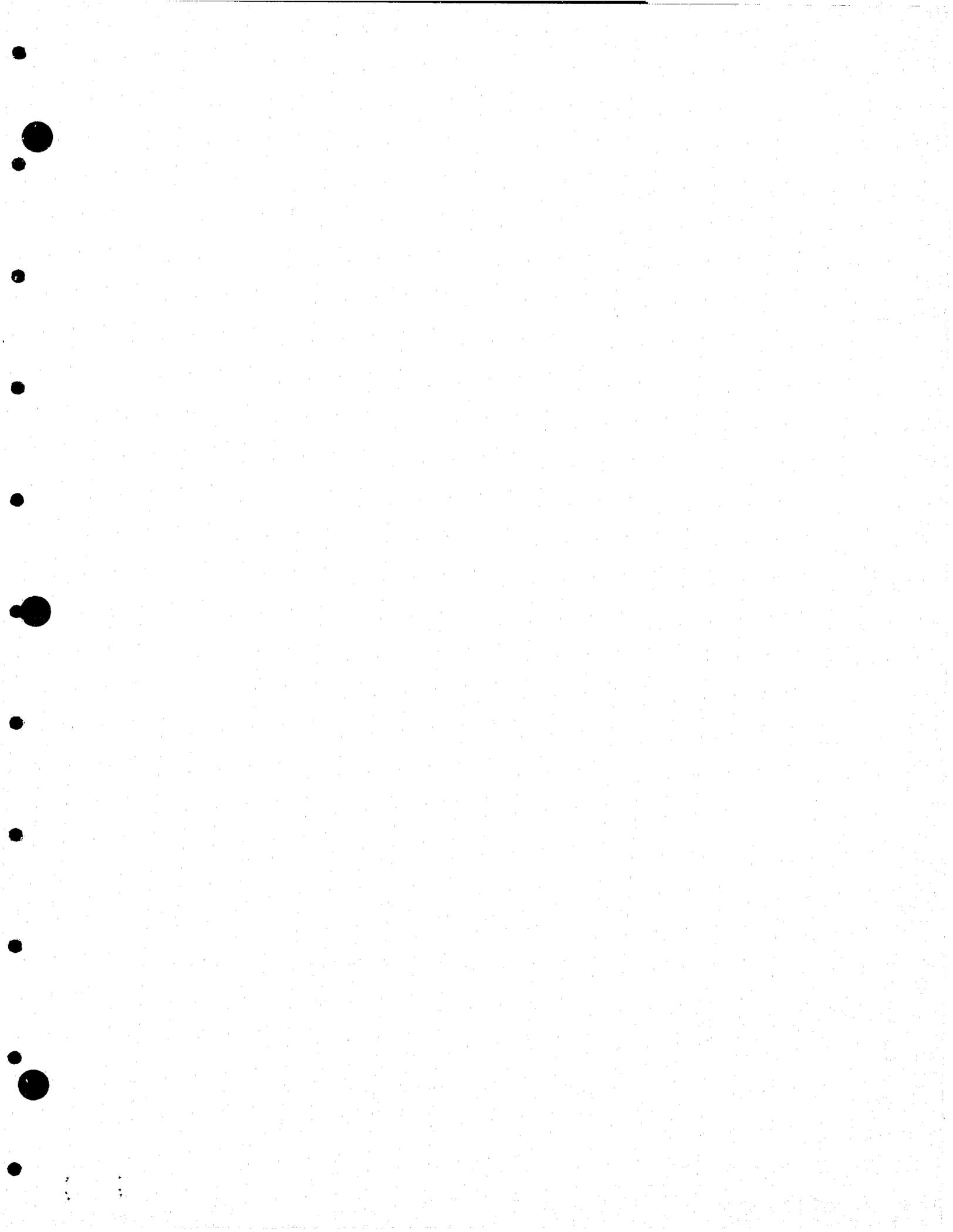
The following table is a schedule of the employment under this New Careers Project, of which there were eleven (11) positions, 3 full-time and 8 part-time. This number was reduced to eight during the course of the project because of the unwieldy supervision problem that it entailed. It can be noted that the average stay of employment is 1 month 13 days, unusually low for this type of career development program.

The project administrators and personnel administrators all admitted that the project was ill-conceived from the beginning. The supervision for these aides had apparently not been pre-determined prior to the commencement of the program. No training program was established. The project participants appeared to be incapable of handling the increased responsibility and only too quickly fell into their old patterns of behavior. All peer group research studies point to the great difficulty experienced by a resident of a correctional facility in becoming a responsible line staff member upon graduation without a great deal of mature supervision.

It appears that the level of rehabilitation and age both had something to do with this situation. There was little difference in the rehabilitation process of a graduate of an institution like Meriden and its residents, in the age level of the recent graduate and his new subordinates. These two factors couple to present a difficult administrative situation in terms of supervision and service provision. There was no appreciable difference in the way these New Careerists were treated by the administration. Occasionally the administration would have to punish one of its employees in much the same manner as one of the school residents. This did not promote the overall aim of the program.

As can be seen by the schedule, 22 persons were employed under this program, averaging an employment length of 1 month and 13 days, before the program was changed by the administration. This appears to reinforce the administration's commitment to providing some sort of career development situation for its recent graduates, assuming still further responsibility for them beyond the prescribed institutional tenure. However, because of the problems described above, this career development never could be actualized for the participating graduates, because of administrative and programmatic limitations.

The administration, still faced with a situation where there was a socio-cultural gap between the staff and the residents, engineered a conceptual change in the program to include three correctional Work Release positions utilizing



NEW CAREERS EMPLOYMENT REPORT

<u>NAME</u>	<u>FULL/PART TIME</u>	<u>PERIOD OF APPOINTMENT</u>	<u>AREA OF WORK</u>
(1)	P.T.	5/12/72 - 7/28/72	Nurses Aide
(2)	P.T.	8/4/72 - present	Food Services Aide
(3)	P.T.	5/12/72 - 7/1/72	Housekeeping Aide
(4)	P.T.	7/21/72 - present	Clerical Aide to Counselors
(5)	P.T.	6/23/72 - 9/1/72	Recreation Aide
(6)	F.T.	5/26/72 - 8/3/72	Recreation Aide
(7)	P.T.	4/24/72 - 4/28/72	Social Services Aide
(8)	P.T.	6/23/72 - 7/20/72	Recreation Aide
(9)	P.T.	7/21/72 - 8/11/72	Housekeeping Aide
(10)	P.T.	5/26/72 - 7/10/72	Clerical Aide
(11)	F.T.	5/12/72 - 7/22/72	Telephone Operator
(12)	P.T.	5/12/72 - 5/26/72	Housekeeping Aide
(13)	P.T.	6/9/72 - 6/15/72	Clerical Aide
(14)	P.T.	7/7/72 - 8/31/72	Teacher's Aide/Cottage
(15)	F.T.	5/26/72 - 6/8/72	Cottage Aide
(16)	F.T.	6/23/72 - 8/23/72	Food Services Aide
(17)	F.T.	10/30/72 - 11/16/72	Food Services Aide
(18)	F.T.	11/17/72 - 12/5/72	Cottage Aide
(19)	F.T.	10/27/72 - 12/21/72	Clerical Aide to Counselors
(20)	P.T.	6/23/72 - 8/18/72	Recreation Aide
(21)	P.T.	12/29/72 - 1/18/73	Groundskeeping Aide
(22)	P.T.	10/27/72 - 1/18/73	Food Services Aide
(23)	F.T.	10/27/72 - Present	Cottage Aide
(24)*	F.T.	12/22/72 - Present	Cottage Aide
(25)*	F.T.	1/12/73 - 3/5/73	Cottage Aide
(26)*	F.T.	2/73 - Present	Cottage Aide

N.B. Average length of Employment is 1 month 13 days

\* New Careerists - Work Release or Parolee (All others are defined by original application)

personnel from other correctional institutions. The positions selected were Cottage Aide slots. The personnel, it was hypothesized, would have recently completed an intensive rehabilitation process, and would provide an experienced model to the residents. The Work Release Director in the Department of Corrections was approached concerning the possibility of placing Work Releasees on this program, both administratively and operationally. Thorough screening of applicants and rigorous supervision at the outset of the assignment were the only stipulations for the use of Work Releasees.

The Work Release Director then called counselors at the facilities throughout the State to inform them of the openings at the Long Lane School. Potential Work Release candidates were to be evaluated according to the director, by eliminating all those who had a history of violence, drugs, or incidents involving children or young people. Two referrals from counselors were received. Both were counselled by a representative of the ROC center in New Haven, and immediately assigned to fulfill the duties of a New Careerist under the staff supervision of Dr. Charles Dean. Through our interview, it appears that the selection process was too dependent upon the prejudice and initiative of the individual counselors throughout the State. Many potential candidates might not have been forwarded for arbitrary reasons, while the two that were screened and hired were rushed through the system on the basis of one or two referrals. Two parolees were enlisted through the Connecticut Prison Association. The two Work Releasees, Dan Thielba\* and Joanne Riley\* are still presently employed. Due to their motivation, the administration has now received approval for the project to have six positions; three at \$1.85 an hour and three (upgraded) at \$3.18 an hour.

The performance objectives were changed to include the employment and maintenance of "successful" Work Releasees in a job which would provide them with a career training opportunity, while providing more meaningful counselor/student relationships.

\*pseudonyms replaced by names of actual persons

### ADMINISTRATIVE STRUCTURE AND FUNCTION

Long Lane School and Meriden School will be combined in the same physical location where the Long Lane School presently exists in Middletown. There are eight behavior modification cottages at the present time. Two other areas for housing juveniles are the Security Unit at Meriden and the Kimball Infirmary at Long Lane. The two schools combine to boast 165 residents; 102 boys are at Long Lane, 42 girls are at Long Lane, 21 boys still reside at Meriden. The full-time staff numbers 240. It is anticipated that the full-time staff at the merged facility at Long Lane will number 230 positions for 200 residents within two years.

A significant aspect of this program is in the assignment of the New Careerist within this given administrative structure. The New Careerists' entry position is S.G. 10 Youth Services Officer Trainee. They are informed that upon successful completion of their Work Release Program duties, they may take the exam for S.G. 12 Youth Services Officer. Joanne Riley, at Long Lane, was assigned to perform duties and to participate in the rotation shift schedule with the regular line staff. Her responsibilities with the resident girls were exactly the same as those of the professional personnel. This situation strengthens the confidence of the Work Releasee to perform professionally, a very definite technique in career development. She received training for her job by the other staff in the Cottage. Her personal development was her own responsibility. She was trusted implicitly at the outset administratively and socially, and was able to carry out required and special assignments with great dexterity. Dan Thibbar was assigned to the Security Unit at Meriden to work with the more aggressive boys. He was expected to perform these functions in exactly the same manner as a professional line staff. His responsibilities in making immediate decisions concerning problem youngsters were respected by the staff. Because of his freedom to perform within this role, Bob displayed his administrative abilities as well. For this reason, he has been given certain administrative duties to perform under the new supervision of a high-ranking professional official of the Meriden facility. This change in supervision has elevated his work responsibility and scope and provided him with an opportunity to develop a closer working relationship with a high-level professional at the facility.

Dr. Charles Dean oversees the person's work assignment on the campus. This includes not only his on-the-job supervision, advice, and problem solution, but also his hospitality in the off-hours at his campus home. It became known that the inmates frequent the Dean quarters for general conversation and discussion of problems confronted during the day. This devotion of the project director in his spare time is indeed a tribute to his commitment to the program and its ultimate success. This type of relationship with an older and respected community person, is apparently an important association to assist the inmate in searching for ties beyond his original peer group. Dr. Dean and his wife have provided their friendship to overcome the loneliness experienced by the newly released inmate to a strange and alien society and work situation.

In summary, it appears to the evaluator that this enlightened administrative assignment of duties to the two responsible New Careerists within the established Civil Service System is a major reason for the success of the program. The confidence of the Work Releasees are bolstered, their overall career development is enhanced, and their permanent job possibilities at the school are facilitated. They are not closely supervised as "an assistant" but are fully responsible line staff personnel with the residents in the Cottages. Work releasees receive much career training through the carrying out of duties required of "a professional" within the system of juvenile correctional institutions. They carry out the roles of the professional staff, and thus, have an excellent experience record for their working resume for future jobs. The element of risk for a future employer is reduced considerably in so doing.

### OPERATIONAL PROBLEMS

Several problems have arisen with this project during its operation. The first is the imminent merger of the two institutions. With the flux of supervisory staff between the two institutions, the assignments of the New Careerists, however, have remained surprisingly stabilized. Secondly, the physical location of the campus at Meriden in particular is very near the center of town, and is surrounded by taverns. This enticing element of society for the recently released prisoner has played the part of the downfall of more than one New Careerist. Thirdly, the initial hostility of the regular staff has been documented by one of the New Careerists as being a factor in the initial loneliness experienced by the inmate. Fourthly, the Work Release Program itself forces certain restrictions upon the inmate, such as campus residence, no more than \$12 a week spending money without special permission - including the purchase of clothes for work, restriction on off-campus travel without permission (to look for runaways) and denial of the opportunity to become Permanently employed until Parole date. Fifthly, the nature of the work required of the New Careerists is extremely taxing emotionally and physically. Sixthly, because of campus residence, any crises or events that occur at night, frequently involve the New Careerists in overtime situations above and beyond the call of duty at \$1.85 an hour. It is conjectured that certain of the five (5) unions on campus may take issue with this practice.

### STAFFING PROGRESS

The success of a program utilizing subprofessionals is most often related to the amount of turnover of the professional staff and the willingness of the administration to fill those positions with the subprofessional trainees. Such is the case at Long Lane/Meriden where a permanent staff member is leaving his post on the Meriden Campus early in May at which time Dan Thielbar will become a permanent employee of the facility. Turnover is about 103 employees a year (including the 240 full-time and fewer than 20 part-time positions) which is considered healthy given the objective to hire younger staff members. It has been estimated that the average staff age on the night shift is 55, while 42 and 44 reflect the average during the day at Long Lane and Meriden respectively.

### NEW CAREERIST EMPLOYMENT

Since October 1972, which marks the conceptual change of the project, 4 New Careerists have been hired, 2 Work Releasees, and 2 Parolees. Although there are not enough to make a valid comparison between the two groups of employees, it was the school's experience that the Parolees were harder to maintain within these positions. Both are no longer participants of this program. The screening process utilized for each was spotty at best. Although four or five persons were involved in the screening of the two (2) New Careerists, their selection still appears somewhat arbitrary. It became obvious that the screening process utilized for the other 2 persons was inadequate in determining the needs and problems of the individual as they might or might not be answered during this course of employment. Such seemingly should be the concerns of the prospective employer although every act of employment can be considered a risk. The screening process for the Releasees involved an interested Counselor who made a recommendation to John Waters who assigned a counselor to perform a selection interview and to transport the hiree to the school. The selection for the Parolees was through less formal channels involving Dr. Dean, the Connecticut Prison Association parole officers, and friends of the New Careerists. Because of the two successful hirees on the program, and the active recruitment to fill all six slots, Dr. Dean is presently seeking to hire three (3) more Work Release participants at the entry positions. All those interviewed spoke of the need for careful selection procedures of inmates within the next few weeks. The success of this program will be closely watched by the evaluator to compare the experience with those documented here.

### INSTITUTIONAL CHANGE

Dr. Dean, as the administrator of the two schools, has attempted to maintain close coordinative ties with the Department of Corrections, the Department of Children and Youth Services, and the State Personnel Department in the denouement of this program and its hirees. He regularly relates information to the grantee and Department of Corrections personnel concerning the hiree and documents any related incident as it arises. He has convinced those in the personnel system that his loose structure is a very effective technique in adult rehabilitation within the community. John Waters stated that there was no supervision at the school over the inmates and thus dictated the need for carefully selecting participants who were capable of handling themselves properly with the goals of the Work Release Program, this project has a great potential of becoming permanent after the funding expires. The only administrative hurdle would be the financial ability to keep Youth Service Officer trainee positions open and filled. It appears that this program is a viable one for the State and worthy of expansion as it meets the objectives of two (2) programs - Work Release and New Careers.

The operational level of the schools is a difficult aspect to measure, but for our purposes will be attempted to at least compare in some way the change as it has occurred since the administration of Dr. Dean who engineered the hirees under the New Careers Project. The staff according to Dr. Dean, purportedly, had great repugnance to new ideas or new people approximately 3-5 years ago. They thought "custody" rather than "rehabilitation" and treated the school residents accordingly. Dr. Dean said that the only way to counter this aversion was to bring in competent supervisors and professionals on the staff which would force out many incompetent staff members. Through natural attrition and desired changes, a rapid turnover began to take place

simultaneous with Dr. Dean's active recruitment of former Peace Corps, minority programs, or social action personnel for the staff positions. The New Careers program was consistent with this effort to incorporate community experience expertise. This activity accounted for a major changeover in the staff content within the last three (3) years and reduction of the average age from 45-50 to 35-40. The majority of new line staff hirees have been below thirty years of age, which has apparently coincided with a greater staff response to new treatment concepts and fewer runaways. It is hoped that through natural attrition and programs such as New Careers the staff will be primarily committed, experienced, open-minded, and effective supervisors of problem children in the very near future.

A weakness of the overall program of the school is the lack of appropriate and professional training for entry and In-Service positions. Training experience, except for the new Criminal Justice Academy in Haddam, is virtually nil. With respect to any entry level hiree, and especially a New Careerist, sophisticated training other than on-the-job must be provided for.

#### PARTICIPANT CHANGE

It is impossible to evaluate the change of the residents in the facility and it is impossible to correlate any change to the addition of the New Careerists to the staff roles. There are few possible activity measures of the residents that we might want to study, (for example, runaways) to determine satisfaction or some other benefit from the facility and its staff. However, the reasons for runaways, misbehavior, or other forms of deviant behavior at the facility are varied and are not necessarily directly related to a present stimulus, i.e. a good or bad rapport with a member of the staff. Countless uncontrollable variables in the child's environment come into play and make it virtually impossible to reliably measure any change since the addition of the new staff members. The incidence of runaways, it is asserted, are related more to the total social environment or to an independent event in the life of the young persons involved. The subjective realm of experience will be impossible to statistically verify with respect to the staff and its impact upon the residents.

From our interviews with the New Careerists and others observing their behavior with the residents of the school, we have deduced that they are indeed progressing very productively with the curriculum and the behavior modification concept. They are friends to the residents who confide in them certain things they would not have shared with others on the staff. The youth of the inmates, 23 for Joanne Riley, and 29 for Dan Thielbar is still another reason for this close relationship between the residents and the New Careerist. The special talents of the New Careerists are utilized by the administration to the best advantage of the residents. Joanne was arrested for narcotic sale and possession. Her personal experience with drug abuse has enabled her to have a great deal of success and rapport with girls on the campus who are experiencing similar difficulties related to drugs. This special talent has endeared her to the staff, for this expertise had not before been available to the institution. It many times requires her assistance on the off-hours, which she claims is not a problem. Dan Thielbar is assigned to the more aggressive boys, for he himself was a resident at Meriden School for Boys and "knows the ropes." He commands respect from the boys in that he "thinks inmate", that is, he understands their hassles at such an institution. He finds himself clarifying the residents' position to other staff members. He feels that since he can speak the boys' language, they are unable to put anything over on him. He personally said that his experience at Somers did not have as much impact on the boys as his residency at the Meriden School, as the example is closer to home.

The impact of the program upon the New Careerists can be documented as quite positive. The inmate's status has improved in employment and social aspects. Joanne Riley has been granted parole and has been offered a full-time permanent position on the Long Lane staff. Her social life on the campus of late has included many close relationships with the younger professional staff members which has played a major role in her happiness at the job. Dan Thielbar has been granted parole and is awaiting the pending vacancy in a full-time permanent position. His social life has included a working relationship with his wife and children who live nearby.

Attitudinal development is more apparent in Thielbar than Riley because of the makeup of the different personalities involved. Thielbar claims that he thought "inmate" until he was taken to the Meriden campus where he was expected to adjust to an alien environment. The initial hostility from the other staff he felt was just one of many problems facing any new releasee. His new situation posed many problems which had to be faced introspectively and socially. His hang-ups about money were overcome, according to him and his counselor, as was his initial barrier in forming meaningful relationships with the other members of the staff. Riley, on the other hand, was genuinely penitent of her past behavior and anxious to lead a productive life at Long Lane School.

This job has provided a very definite career development springboard for the two New Careerists. Joanne Riley, although having a bachelor's degree in Social Work before going to prison, would have been faced with limited opportunities to show her abilities so quickly and with such responsibility. Her excellent performance as a Cottage Aide has earned her full-time employment and excellent job experience on her employment resume. Dan Thielbar although having a background in merchandising, admits that he once viewed this job as a "filler" but now anticipates short-term future commitment within the field of juvenile corrections. He has been studying up on certain techniques utilized with the kids and is pleased about his imminent appointment to a full-time position. Although his counselor indicated that he mentioned merchandising as a fall-back career possibility at times when he was anxious about the Meriden job, he now feels that Thielbar might be ready to make a short-term commitment to this field. This apparently is a breakthrough for the New Careerist in terms of his future plans and capabilities.

The ultimate test to the program impact upon the Careerists is from Dr. Dean and the respective counselors. Dr. Dean claims that the difference between the inmates as they arrived on the campus was like night is to day to look at their status now. The change was much more pronounced in the experience of Thielbar. Dr. Dean realizes the true test to which the inmates are put when they arrive on campus and he understands the reasons for failure. The counselors attest to remarkable employment and social development of the Work Releasees. The work with the problem children forces them to confront certain issues concerning their own role within society. This confrontation has been a positive one for Joanne and Dan. It appears that the crucial factor in determining the success of a Work Releasee on this program is his ability to confront his special role within the field of rehabilitation.

In a research mode, it is exciting to analyze the potential of the utilization of Joanne and Dan within the field of corrections, as experts of the system. Because of their experience they have an intimate grasp of the psychological needs of the residents. They can inform the residents from a broad base of experience, which according to some, is the most valuable teaching prerequisite. It is believed that the person who has been through the system can relate his experiences to others within the field in a more meaningful manner than an MSW or caseworker whose background and educational experience are far different.

SUMMARY

The following conclusions have been drawn:

1. The use of Work Release personnel is of great advantage to:
  - a. The administration, staff and residents of Meriden/Long Lane School as:
    1. Assistance to the administration
    2. A development of specialized talents of the staff
    3. An addition of responsive counselors to the cottages
  - b. The Work Releasee himself as a product of a successful rehabilitation process
  - c. The Planning Committee on Criminal Administration as exemplary of a potential continuation project after expiration of funds
2. The administration has masterfully assigned the Work Releasees to professional posts as Youth Service Officer trainees at S.G. 10 which has four positive consequences:
  - a. The New Careerist receives professional career training and development
  - b. The administration invests confidence and trust in the inmate's capabilities
  - c. The New Careerist is confident in his abilities to perform the line staff position, accordingly displaying greater success
  - d. The New Careerist is incorporated within the established personnel system which facilitates his entry into the line staff position Youth Service Officer at S.G. 12
  - e. The employment "risk" of the New Careerist in the future is greatly reduced through the development of valuable employment and social skills

## SUMMARY AND RECOMMENDATIONS

The projects evaluated portray two different administrative situations, and hence, two different methods of project implementation. It is asserted that the Probation Aide project would have experienced a greater amount of success had the administration more carefully defined the objectives of the project, the functions of the Aides, and the daily supervision of the Aide's activities. The New Careers Program, because of the enlightened administration, experienced operational success despite certain limitations. Our analysis enables us to present the following overview as weaknesses of the concept of the utilization of subprofessionals as part of the personnel upgrading of specific administrations.

### 1. Concept Evaluation

- a. These projects are so limited in personnel as to be only a small portion of attempted systemic change. It is asserted that if such personnel utilization was increased, that changes cited as desirable might occur.
- b. There is a dichotomy in the operational objectives of the use of subprofessionals. Some administrations view it as a career development opportunity for the Aides, as in the New Careers Project. Others view it as a means to relieve the professionals from clerical duties. Is the project meant to be a training project when the Aide is only required to xerox and fill out forms? This purpose of the concept must be resolved before any administrations receive further funding.
- c. The addition of subprofessionals can easily become a desirable commodity for administrations whose personnel forces have been diminished or limited on future hiring. Each administration's motivation must be documented before receiving funds for this purpose.

### 2. Operational Limitations

- a. Certain qualifications for the position of the professional have been a hindrance to certain segments of the employable population. These qualifications, overseen by the State Personnel Department, are at times antiquated, but probably open to change if pressure is asserted.
- b. Administrations have not designed comprehensive training programs for their staffs, thereby impeding the training experience of the new Aides as they are hired. Training becomes an on-the-job experience and no supplemental education is usually offered.
- c. Administrations do not have definitions of the professionalism required to perform the various functions in their offices. When a subprofessional is a part of the roster of professionals, his role tends to be unclear. This specification of job functions within the office would facilitate the incorporation of any new employee, and most specifically, the Aide who desires career development opportunity. Such a definition would necessarily include specifications for moving up the ladder within the office positions.

- d. Administrators have not informed their staffs of the objectives of the Aide programs, their concept and their expectations. This tends to leave the Aide relatively unsupervised, or overseen by persons who misunderstand that he is to be trained within the system. Since the administrators themselves are often removed from the daily operations of an office, it is suggested that the daily supervision of each Aide be closely monitored by a middle management employee of responsibility.
- e. Administrators should include operational supervisors in the screening process for the Aides to insure proper motivation of the Aides and promising qualifications, while educating the supervisors as to the objectives of the program. The essential relationship between the professionals and the subprofessionals would be enhanced through this process.
- f. Recruitment of promising subprofessionals who could aspire to becoming a permanent part of the Civil Service System is seriously impeded by the short-term nature of the grant, connoting more of a dead-end type of job than the career development objectives in the grant application seem to indicate. A systematic plan for career development, and future commitment to the subprofessional beyond the life of the LEAA grant should be documented before money is made available to the grantee agency.
- g. Several offices within the Criminal Justice System, such as courts, corrections, police departments, probation offices, etc. have a fixed caseload via referrals from other parts of the system or by the nature of their statutory requirements. This predetermined caseload in number does not necessarily denote a predictable caseload. Since the office requirements of service provision are immediate, and at times, crisis-oriented, the office, although able to use extra personnel, might not be the optimum placement area for an aspiring subprofessional. Given the nature of the office functions, assignments would tend to be ill-defined and the training an inconsistent process, therefore. The nature of the office, therefore, in terms of its external requirements should be assessed very carefully before attempting to place a subprofessional within its ranks requiring proper manpower planning unavailable in certain Criminal Justice offices.

- h. The nature of State Civil Service appears to frustrate certain attempts to reform or upgrade the system through the injection of new personnel. We noted a protectiveness of job functions, thereby limiting practical differentiation of job task performances for new personnel. Such procedural situations should be assessed and working contracts of understanding be documented between permanent and grant project personnel.
- i. A special condition should be put on future grants requiring that the project document personnel allocation and utilization precisely in accordance with CPCA guidelines.

JOB FUNCTIONS  
OF  
PROBATION OFFICERS

APPENDIX A

- 1) Receives referrals and determines delinquency charge(s).
- 2) Dictates Notice to Appear.
- 3) Conducts Initial Interview and advises child of rights.
- 4) May conduct other inquiry following initial interview.
- 5) Fills out Non-judicial Dismissal form.
- 6) Refers child and parents or contacts Panel for counsel.
- 7) Files petition of alleged delinquency.
- 8) Secures court hearing date.
- 9) Confers with defense counsel in dispositions and related matters as required.
- Conducts Preliminary investigation, interviews parents, visits home, school etc.
- 11) Dictates Preliminary Investigation.
- 12) Notifies persons of court dates or changes.
- 13) Confers with Court Advocate in determining some charges, identifying witnesses, etc.
- 14) Dictates Summons.
- 15) Attends court hearings and records and dictates hearing summary in plea, disposition trial and continued matters, and detention.
- 16) Conducts field inquiries in continued matters and dictates supplementary information
- 17) Makes referrals to service agencies, residential schools, etc.
- 18) Makes appointments for child and family as required
- 19) May be required to transport child to and from detention, to appointments, to residential schools, and to training schools.
- 20) Dictates and files request for detention.
- 21) Visits with probationer and family on a scheduled basis.
- 22) Dictates progress reports on each probationer.
- 23) Responds to telephone inquiries.
- 24) Dictates miscellaneous letters.
- 25) Confers with service agencies, volunteers, etc.
- 26) Confers with supervisors as needed.
- 27) Meets with supervisor on a scheduled basis for case review and management.
- 28) Attends agency conferences, special lectures, etc.
- 29) Attends, office, district or state-wide meetings
- 30) Records and submits monthly statistical data.
- 31) Dictates requests for dismissals, and discharge from probation.
- 32) Processes non-delinquent cases and other inquiries for Erasure.
- 33) Attends special training programs.
- 34) Conducts behavior modification programs with probationers.
- 35) Public Speaking.
- 36) Serves legal papers as required.

JOB FUNCTIONS  
OF  
PROBATION AIDE

APPENDIX B

- 1) Serves legal documents as required.
- 2) Transports children to appointments, and interviews.
- 3) Transports children to residential or training schools, and detention.
- 4) Attends records summary of court hearings.
- 5) Procures police reports and school reports.
- 6) Interviews clients for purposes of recording vital statistics data.
- 7) Schedules initial interviews for Probation Officers.
- 8) Xeroxs materials for Probation Officers, clerks, etc.
- 9) Participates in detention recreation programs.
- 10) Follows-up children who have failed to keep appointments.
- 11) Supervises individual or small groups of probationers under the direction of Probation Officer.
- 12) Assists court advocate in preparation of trials.
- 13) Responds to telephone inquiries under direction of Probation Officer.
- 14) Assists clerks in recording data and filing.

SIXTEENTH REPORT

March 1973

JUVENILE PROBATION AIDE

First District, Juvenile Court

Grant #A71-9001-150

Submitted by: John M. Borys  
Project Director  
Juvenile Court  
78½ Fairfield Avenue  
Bridgeport, Connecticut

Field Trips:

- 1) Danbury to Bridgeport Detention  
5 individual trips on 5 separate days  
Total Time: 13 hours
- 2) Danbury to Bradley Airport  
2 separate days to meet incoming children  
Time: 8 hours
- 3) Danbury to placement interviews  
2 separate days  
Danbury to St. John's, Deep River  
Danbury to Jr. Republic, Litchfield  
3½ hrs.  
4½ hrs.  
Total Time: 8 hours
- 4) Danbury to Meriden  
1 day, boy committed to DCYS  
Total Time: 3½ hours
- 5) Danbury to School Systems for Reports  
5 separate days to  
Danbury (3 times)  
Bethel (1)  
Redding (1)  
Ridgefield (2)  
New Milford (1)  
Newtown (2)  
Total Time: 19 hours
- 6) Serving Petitions, Summons, Etc.  
9 separate days to  
New Milford (2 times)  
Danbury (7)  
Newtown (2)  
Total Times: 26 hours
- 7) Staff Meetings  
2 days  
Bridgeport  
Norwalk  
Total Times: 6½ hours

Specific Office Duties:

- 1) Record of Hearing in Court  
3 days  
Total Time: 5 hours
- 2) Interview Parents for Vital Statistics  
4 days  
Total Time: 10½ hours
- 3) Writing Charges for Notice to Appear  
4 days  
Total Time: 7 hours
- 4) Review Volunteer Assignments  
2 days  
Total Time: 2 hours
- 5) Staff Meeting, Danbury Staff  
1 day  
Total Time: 2 hours

Miscellaneous Duties in Office:

Answering telephone, photocopying materials, typing and filing, service of automobiles

Total Time: 29½ hours

Summary:

Time out of office	84 hours
Time in office, specific	26½ "
Time in office, general	29½ "

Based on 35 hour week                      Total      140 hours

Norwalk-Stamford      Report of Probation Aide Edith McPhee

Field Trips

1) To Detention  
5 separate days

Norwalk to Bridgeport (3)  
Stamford to Bridgeport (6)

Total Time: 18 hours

2) Servicing of Petitions  
14 separate days, 16 petitions

Norwalk (9)  
Stamford (8)  
Darien (1)  
Westport (1)  
Wilton (1)  
Greenwich (1)

Total Time: 24 hours

3) Clinic Appointments with children  
2 days Norwalk and Stamford

Total Time: 4 hours

4) Pre-placement Interview  
1 day Norwalk to St. John's, Deep River

Total Time: 4 hours

5) Stamford to Middletown  
1 day Commitment to Long Lane School

Total Time: 3 hours

Office Assignments

1) Observing court and accompany Probation Officer

Total Time: 50 hours

2) Pull Dead Files (Court Histories) and store

Total Time: 14 hours

3) Type master file cards

Total Time: 4 hours

4) Telephone

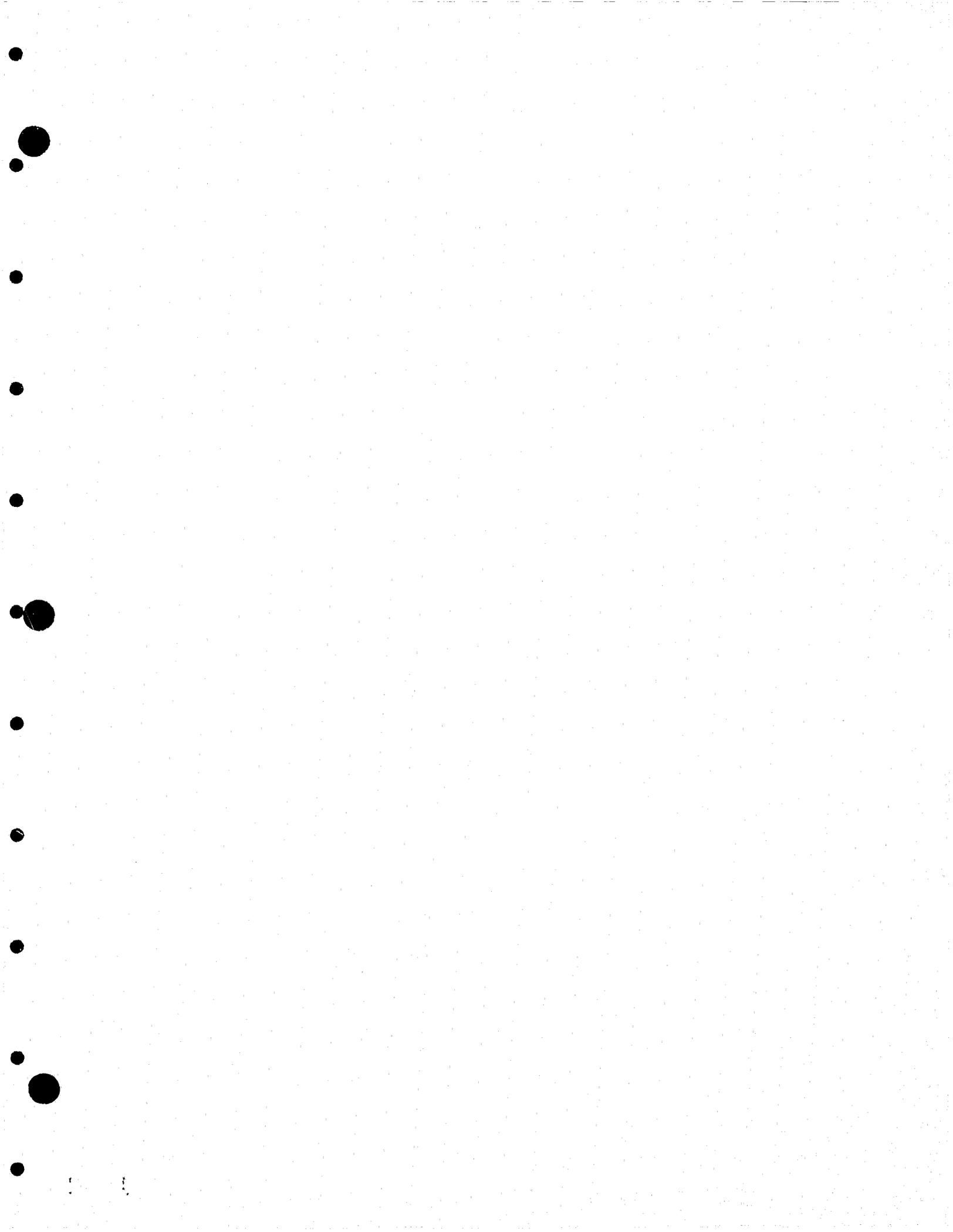
Total Time: 10 hours

5) Miscellaneous - Xerox, letters, etc.

Total Time: 9 hours

Summary

Time out of office	53 hours
Time in office	87 hours
TOTAL	<u>140</u> hours



	<u>Referrals Received</u>	<u>Average per P.O.</u>	<u>Total cases Disposed</u>	<u>Disposition Average per P.O.</u>	<u>Judicial Cases</u>	<u>Average Per P.O.</u>	<u>Judicial Average by Office</u>
Bridgeport (7.5 P.O.)	1318	175	1275	170	380	51	27 %
Norwalk (3 P.O.)	571	190	562	187	238	79	42 %
Stamford (4 P.O.)	695	174	690	172	312	78	45 %
Danbury (3. )P.O.)	591	197	554	184	179	59	32 %
Torrington (2 P.O.)	268	133	290	145	48	24	16 %
Average per Probation Officer District Wide		174		171		58	

<u>Office</u>	<u>Referrals Received</u>	<u>Average # Referrals Per P.O.</u>	<u>Total Cases Disposed</u>	<u>Average # Dispositions per P.O.</u>	<u>Judicial Cases</u>	<u>Average # Judicial per P.O.</u>	<u>Percentage Judicial per Office</u>
Bridgeport (7.1)	1179	145	1249	155	316	45	25%
Norwalk (3.)	485	162	469	156	220	73	46%
Stamford (3.6)	587	163	611	170	300	83	47%
Danbury (2.1)	496	234	470	224	133	63	28%
Torrington (2.)	182 276 20 276	91	237	118	70 43 11 37	35	29%
District Wide Averages		159		105		60	

\*

The above figures are based on an approximation of the probation officers on duty, and do not reflect the fact that Supervisors may have processed cases.

Comparison of Referrals

	<u>1971, received</u>	<u>1972, received</u>	<u>Difference</u>
Bridgeport	1318	1179	-139
Norwalk	571	485	- 86
Stamford	695	587	-108
Danbury	591	496	-95
Torrington	266	182	- 84

Referrals decreased by 15%

NCCD, The Children's Bureau and the President's Commission advocate that the probation and/or parole officer should not exceed a caseload of 50 work units per month. A work unit is defined as ~~one~~ one case under supervision. A preliminary investigation is weighted as five (5) work units. If a P.O. has 35 cases on supervision he should be able to make 3 preliminary investigation reports. The attached sheet illustrates that nine (9) P.O.s exceed the standard based on these two factors alone.

The available literature further states that this average of 50 units allows three (3) hours of supervision per month, per case. It further states that taking into account other factors such as travel, telephone inquiries, supervisory and training meetings, conferences, etc., the actual supervision time available is closer to one hour per case per month.

As far as I can determine these standards appear to have been developed on the basis of a department that specializes handling primarily supervision and investigations. To appropriately assess the case or work load of our probation staff we must also consider the following tasks for which they are responsible:

- a) Service of petitions, summons, etc.
- b) Determining charges and filing petitions of delinquency.
- c) Transportation for pre-placement interviews.
- d) Transportation for psychological and psychiatric interviews.
- e) Transportation of committed children.
- f) Transportation to and from detention.
- g) Preparation for and Detention hearings
- h) Records of hearing; dispositions and continuances.
- i) Records of hearing; trials.
- j) Non-judicial interviews and dismissals.

If we consider only the intake process (item j), probation officers on the average held 120 interviews in 1971. The notice to appear, the interview, and completing the non-judicial dismissal sheet consumes at least one hour. The addition of probation staff is well justified on the basis of our present rate of referrals.

Aide

In view of the various and sundry duties outlined above, the addition of Probation Aides would assist in reducing some of these tasks for the probation officers. Our experience demonstrates that the Aide can easily take over items, a, c, d, e, f, and i., each of which is time consuming. Our request for Aides provides for a ratio of one (1) Aide for four (4) probation officers.

Average Supervision  
Caseload for first  
six months, 1972

Average Preliminary  
Caseload for first  
six months, 1972

Average monthly \*  
work units for  
1st 6 months, 1972

Bridgeport

Bednar

38

3.5

55.5 ✓

Carpenter

16

3.5

33.5 ✓

Docimo

14

4.

34. ✓

Kuruc

34

3.

49. ✓

Maye

29

5.

53. ✓

Riley

31

5.8

60. ✓

Yoder

31

4.3

52.5 ✓

Norwalk

Beaumont

14

5.5

41.5 ✓

Boughton

29

5.8

58. ✓

Simpson

31

5.6

59. ✓

Stamford

Aldridge

4

3.1

19.5 ✓

Cade

52

6.8

86. ✓

Kerins

13

5.6

41. ✓

Paquin

30

6.3

61.5 ✓

Danbury

Clary

44

3.3.

60.5 ✓

Gibbs

26

4.0

46. ✓

Weiner

12

5.0

37. ✓

Torrington

Dunn

15

2.5

27.5 ✓

Ryerson

18

3.0

33. ✓

\* National standards advocate that probation officers not exceed 50 work units per month.

POLICE AIDE PROGRAM (A71-93-254)

In 1971, the New Haven Police Department under Grant A71-93-254 began a Police Aides Program. At its conception, the project was designed to:

- 1) Improve police-community relations
- 2) Provide better trained recruits
- 3) Retain interested candidates who are not prepared to take the civil service exam and,
- 4) Free shielded personnel for service "on the street"

Six aides positions were created in which the individuals performed various supportive tasks for police personnel. One aide, for instance, was placed in the armory. His duties included cleaning weapons, making bullets, maintaining the firing range, managing the range, etc. Formerly, all of the above tasks were performed by shielded personnel. On a regular basis (i.e. every 6 to 8 weeks), the aides were to be rotated to various divisions of the department in order to gain valuable experience. In addition to in-service training, the program allowed aides to participate in remedial courses designed to correct educational deficiencies prior to the civil service examination.

Several factors combined, however, to prevent the designed program from ever becoming a reality. The program, as initially constructed, was far too ambitious for the resources at hand. A change in administrations resulted in a less than complete transfer of goals from the old director to the new. Certain unforeseen restrictions on the use of LEAA monies also contributed to the discrepancy between the designed and realized program.

The ambitiousness of the Aide Program is obvious when goals are juxtaposed to existing structure. Six aides are hardly sufficient to make a significant impact in the area of community relations. More youth-police relations benefit could have been achieved through the program if it was given adequate publicity, but this was not the case. "Community relations" is usually considered a code

for the interaction between the police and certain ethnic or racial minorities. This being the case, the Police Aide Program was not administered with a view towards attracting minority recruits. An advertisement was placed in the New Haven Register and no further efforts were made. If minority recruitment and community relations were a priority, alternate means of publicizing the program should have been employed (e.g.: Minority papers, magazines, voluntary groups). The racial composition of the Police Aides is the most evident indication of the unrealistic nature of the community relation goal. Of the eight aides who have served in the program only two were members of minorities (i.e.: one Puerto Rican, one Black). This explanation was not made to attribute culpability, mitigating circumstances can more than account for deficiencies, but to justify in treating the goal of community relations in the remainder of this report.

The goal of providing better trained recruits can also be dismissed on the basis of program structure and common sense. The police aides are restricted to duties supportive of the shielded personnel and there are no provisions for a gradual introduction to "on the street" activities. The amount of "familiarity" with police work which can be achieved in these supportive roles could be gained in a short period of recruit training. The skills needed in detention are easily transferable and not tremendously related to the "professional" skills required in crowd control, investigation or other enforcement activities. The duties of the aides more effectively transmit empathy than skill or experience. This may be important for the career decisions of the aides, but does not provide superior training. In addition to restricting the role of aides to a supportive one and providing no structure for movement into more enforcement-oriented work, the structure of the program has evolved to several fixed positions rather than the rotating assignments initially intended. This added restriction of aide experience indicates that the goal of providing training has been co-opted by the demands of the existing organization.

The Police Aides Program, as it exists, actually attempts to achieve two basic goals:

- 1) The recruitment of motivated individuals who are not prepared to take the civil service exam and,
- 2) The freeing of shielded personnel for street work

Of these goals, the latter is by far the more important, at least on the basis of program structure. The aides are given a fairly permanent assignment in some supportive capacity. They can be reassigned for brief periods depending on the needs of the department. An individual at the Central Complaint Bureau can be reassigned to distributing uniforms if he is needed. Presently, there are four aides on duty with a fifth about to be hired. They are paid approximately \$110 weekly and can work any shift that the department deems necessary. One distinct advantage to the Aide Program is the fact that the department need not be bound by union restrictions in assigning these individuals. No rigid distinctions are made between the tasks of the aides and the policemen with whom they work. If any distinction does evolve, it is one in which the aide performs the more menial of the officer's duties (e.g.: "digging bullets", errands etc.). The aides are under the command of the unit supervisor and are seldom treated as a unit apart. This was evident in the fact that the aides did not know one another or their assignments. The Director of Training is the project director, but he seldom intervenes with the unit supervisors. All requests to shift aides between divisions are channeled through the Director of Training. He, in turn, negotiates with the divisions concerned. Unless the need is great, compatible working relationships are seldom changed. This has become less of a factor as assignments have tended toward permanence. The project director does not maintain constant contact with the aides. He usually relies on supervisor reports.

The extent to which this project actually has served as an effective recruiting tool and improved police services is extremely difficult to measure. The intent of

the program was to select individuals who proved their motivation by responding to the ad and in an interview, and allow them to participate in police activities thereby preserving their interest. The program, then, was seen as intervening between initial interest and application for a patrolman's position. To assess the program's impact it would be essential to have some measure of initial interest. With this indicator a control group of unsuccessful applicants could be constructed and the effect of the program determined. Unfortunately, no such measure was employed and therefore the question of initial interest cannot be answered. Successful and unsuccessful applicants could be compared with regard to the percentage applying for patrolman positions or the civil service exam but without pairing these groups by initial interest, these comparisons are fallacious.

The achievement of this goal is doubly difficult to measure because of unforeseen irregularities in program structure. Rather than accepting only those candidates who had all necessary requirements for police work, except age, the program directors accepted only on the basis of motivation. The intention was to use grant monies to provide remedial course work for those deficient. It was discovered later, however, that grant monies cannot be expended for this purpose. The result for evaluation research was, of course, that a control group must be paired with the experimental group not only in motivation but also in qualifications. It would be invalid to compare the qualified with the unqualified and fault the program for not doing that which it could not do.

The assessment of the program's effectiveness in freeing shielded personnel, in any objective fashion is equally difficult. The New Haven Police Department does not have a sophisticated personnel accounting system. Hours of work are recorded by the day, week and month but there is no indication of performance or duties as they relate to manhours. A policeman in the records division could spend an entire day sorting files or answering phones with nothing to indicate this difference in task. Similarly, a patrolman could be assigned to the detective division but his time still recorded in patrol. With this system, it is

impossible to determine the influence of aides in freeing shielded personnel for "street work." In addition, police departments, as any organization, have fewer resources than obligations and must often slight some duties to fulfill others. Very often additional staff do not allow for personnel shifts but simply result in the unit performing previously neglected obligations. Again since the New Haven timekeeping operation is not at all related to performance there is no record of change in output overtime.

Without adequate information systems an objective quantitative analysis of the Aides Program is impossible and a qualitative evaluation based on subjective statements of those interviewed must suffice. At the time of the interviews there were four active cadets. Three of the four were interviewed, as well as a number of supervisors and the project director, Mr. Martin Piccirillo. All interviews were semi-structured consisting of several topical areas around which the interviewer conducted his investigation. The respondent was first asked what was his reaction to the program in general. This was done to allow him to voice his most salient concerns. After responding to this initial probe the informant was then queried on his knowledge of selection procedures, program structure, job function, his future desire to become a policeman and his impact on the division in which he was working. In each case the respondent was urged to state what he thought to exist and his opinions of same. The exact format differed for Mr. Piccirillo and the supervisors but it was essentially the same for all.

In general, the aides were satisfied with the program. They felt that the salary was adequate and the tasks interesting or at least essential to gain an "overview" of police work. Although they were initially reluctant to be critical of the program, the aides did make several suggestions as to how the program might be made more attractive. They hoped that the educational component of the program would be reinstated. This criticism was voiced both by those

academically qualified and unqualified for the civil service exam. Those who were unqualified wanted some assistance in gaining high school equivalency and those qualified would like to sharpen skills and possibly do some advanced work (i.e.: college).

Most aides were satisfied with the assignments and were not quick to mention alternatives. One aide did mention that his job had lost its challenge and that he would like to become an investigative aide. The investigative aide is a civil service position within the police department. The investigative aide works solely in the detective division assisting the full time personnel in case investigations. The police aide felt that this would be more interesting work and more closely related to police work. When asked why he did not apply for this position the aide replied that he had but there were no openings. The aide had expressed a desire to quit earlier in the interview, but his interest seemed to increase as he talked of the investigative aide position.

Two of the three aides interviewed expressed a strong desire to become policemen. There was no behavioral support for this claim, however, since both were ineligible for the civil service exam. One was too young and the other had not finished high school. The individual who was not academically qualified had attempted to finish on his own, but was forced to withdraw because of the necessity to work two jobs. Evidently he was recently married and his immediate needs could not be satisfied by the aides' salary. Both aides did claim that they would take the exam when it was possible.

A third aide was somewhat ambivalent about his future in police work. It was evident that he thought that he was more highly qualified than most policemen and that he could do better elsewhere. Ironically he had taken the civil service exam and was awaiting the results. He was reserving judgment on a police career until he had completed college.

In the area of freeing shielded personnel, the respondents readily admitted that

no shielded personnel had left their department as a result of their arrival. General consensus was that the aides allowed the departments to keep up with their workload and to complete long neglected tasks. Since the police department responds to crisis, the aides provide a buffer to allow the department to both respond and maintain its daily functions. One interview, for instance, was conducted with an aide who was in charge of an entire unit while the two patrolmen normally assigned were called up for special duty. The routine tasks of the unit were being completed by the aide so that the unit would be operative the following day. There was no way of determining, however, if the aides were a necessity or simply a luxury.

CONCLUSIONS

It is truly difficult to say that the New Haven Police Aide Program was a success or failure based on the highly subjective data collected. It is possible to say that the program was too ambitious in its initial conceptualization and too ambivalent in its execution. The multiple goals first set forth were obviously out of the question for a program of such dimensions. Community Relations was espoused but never attempted. Training was in conflict with department manpower needs and was therefore ignored in the structuring and implementation of the program. The program's success as a means of recruiting highly motivated individuals is only mildly supported by program participants. An adequate assessment of this effort cannot be made without experimental controls. There is no doubt that the aides contributed manpower to the New Haven Police Department. In general, however, the aides had the effect of preventing a loss of efficiency (due to absence etc.) rather than increasing it.

The New Haven effort, though less than successful in achieving its stated goals, poses some interesting questions concerning police aide programs. In most programs previously funded in the state, (A69-49-12, A71-151-216), the emphasis was on Community Relations. Usually 30 or 40 young teenagers (15-17) were recruited for the summer months to serve more as a symbol of police-community exchange than to actually perform police-related duties. Often the cadets or aides would misperceive their role and require more policing themselves. The New Haven Program was a much more serious attempt to assist the police. It was of a manageable size, its recruits were older and their tasks were not frills but had to be done.

The fault of the New Haven Program was that while making the aides a serious attempt to assist the police, the police did not make a serious effort to assist the aides. The only training which the aides received was on-the-job almost by-the-way. If some training was essential to the task it was hastily given but there was no

attempt to go beyond supportive tasks. There was no attempt to educate the aide in that facet of the work which gives the policeman any claim to professionalism - "the street." A more tightly structured program with a series of levels or tasks, each of which brings the recruit closer to the street, would make the Aide Program more than a means of providing another body, it would be an internship. The absence of more varied tasks and functions more closely resembling actual "street" police work no doubt contributed to the discontent of the more qualified aides. They quickly became bored with supportive tasks and desired more challenging and exciting duty. Including more training and more complex (professional-like) tasks would not only make the program a more effective recruiting tool for the minority and the academically underqualified, but could also serve to contribute to the professionalization of the police.

This is not to say that the institution of an extensive paraprofessional program would not cause problems. The protests of police union officials can be heard already. The idea of providing aides with training when on-the-job training for shielded personnel is virtually impossible is enough to make training officers laugh. Police administrators will not be thrilled by a program that will require as much manpower to supervise as it will provide. If such a program is on a grant then who will pick it up when funding terminates? Probably the most difficult problem is having policemen themselves define the professional part of their job. Are policemen uniquely trained and equipped to do certain things? A sound paraprofessional program cannot be structured unless the profession itself has some clearly delineated expertise.

In return for grappling with such problems, however, the police administrator could reap several rewards. By incorporating the civil service exam and remedial courses into the program, the administrator would greatly increase his reservoir of minority group personnel. Both the administrator and the aide would have a basis upon which to be more selective rather than taking what comes only to find that neither are suited one for the other. Many of the jobs which are presently

filled by civilian or shielded personnel could be filled by aides. Shielded personnel are often too valuable (i.e.: expensive) to be performing some tasks while civilians lack sufficient knowledge of police work to perform adequately in some situations. The aide it seems would provide a happy medium.

A program similar in intent and target population with the New Haven Program but with more varied tasks, a mobility structure, and a stricter method of evaluating cadet performance would prove an interesting experiment.



**END**