

**PROJECT
OPERATION MIDWAY**



NASSAU COUNTY PROBATION DEPARTMENT

17780

Dup.

**FINAL EVALUATION
PHASE II**

PROJECT OPERATION MIDWAY
NASSAU COUNTY PROBATION DEPARTMENT
Louis J. Milone, Director

FINAL EVALUATION - PHASE II

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PREFACE

Operation Midway, an experiment in pre-trial diversion for young offenders arrested on felony charges, was among the first Nassau County criminal justice programs to receive a U. S. Law Enforcement and Assistance Administration Grant. This program, has since its inception in February 1971, served more than 500 young Nassau County residents between the ages of 16 and 25.

The partnership between the Law Enforcement Assistance Administration, the New York State Office of Planning Services and the New York State Probation Department, and the Nassau County Probation Department, constitutes a prime example of how three levels of government working together can experiment with new concepts, techniques and methodology to bring about more effective programs not only to combat crime, but to return wayward youth to the legitimate community.

As a result of this program, many young men and women will be able to continue their lives without the burden of criminal conviction. Evaluation of this program clearly indicates that services given at the earliest possible time, tend to be more effective than services rendered after conviction. This is especially true when services are available to the individual while still in his own community.

On January 1, 1974 this program was institutionalized as a part of the regular services provided within the overall structure of the Nassau County Probation Department. As such, the success of this program must be largely attributed to the creative and dynamic leadership of the Director of Probation, Mr. Louis J. Milone, whose belief in the rightness of the concepts involved enabled Operation Midway to overcome many obstacles during the three year trial period.

As County Executive, I am most pleased that Operation Midway is now a part of our regular county services in the criminal justice area, and I know that under the leadership of the Director and his staff, the same level of performance and high standards will continue to be maintained.

Ralph G. Caso
RALPH G. CASO
COUNTY EXECUTIVE

January 1974

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INTRODUCTION

In the Fall of 1970, through a grant provided by the New York State Office of Planning Services, Division of Criminal Justice (formally the New York State Office of Crime Control Planning), Project Operation Midway was formally initiated within the Nassau County Probation Department.

In the Nassau County Court, the period of time between the arraignment on the indictment and the time that the accused comes to the attention of the Probation Department varies from several months to sometimes more than a year. Operation Midway represents a project which has implemented a program whereby the Probation Department will intervene as a rehabilitative service close to the arraignment on the indictment, that is, as close to the point of crisis as possible.

A survey of the literature reveals that intervention at the point of crisis is more likely to produce positive attitudinal and behavioral changes than at any other point. Postponing the point of rehabilitative intervention may in some cases prevent the defendant from responding positively to rehabilitative services.

Conditions of the Grant ¹

1. Program participation will be limited to:
 - a. Nassau County residents arraigned on indictment before the Nassau County Court on a felony charge other than homicide.
 - b. Defendants between the ages of 16 and 25 years, inclusive, at the time of commission of the alleged offense.
2. Persons eligible for entrance into Project Operation Midway:
 - a. Must be so advised at the conclusion of his arraignment upon the indictment in County Court and may apply for participation in the program at the time or within 30 days thereafter.
 - b. Must be approved for entrance at the discretion of the judge sitting at arraignment who shall make his decision on the basis of any information available to him at arraignment, including the recommendation of the Midway staff. The Probation Department will investigate and present the Court with a short diagnostic pre-sentence investigation report, completed by the project staff. This report will

1. From "Attachment A" - phase II, Operation Midway Contract.

- include verification of eligibility requirements, a diagnostic evaluation of the person's motivation and willingness to become involved in the project, a brief analysis of the defendant's prior criminal record, and a recommendation for acceptance or rejection.
- c. Must advise the court that the defendant and his attorney agree that his prosecution will be deferred during the period of his participation.
- d. Will plead not guilty at the Courts request and will sign an agreement for deferred prosecution.

Following acceptance by the court, the defendant and his attorney will report to the project's office where the case will be assigned to the same probation officer who conducted the initial investigation. At this time there will be an in-depth diagnostic conference which will involve the defendant, his attorney, and members of the defendant's family. From these and subsequent interviews, and the additional use of self-concept, psychological, intelligence, vocational, aptitude and interest inventories, a specific treatment program will be developed and pursued throughout the treatment of the defendant.

Program services to be offered by the project will include:

- a. job placement and vocation, education, casework, and psychiatric counseling;

- b. referral to specialized training schools and/or community service organizations, and
- c. group work and group therapy techniques, where applicable.

The resources to be utilized in providing the services set forth above will consist of:

- a. the Psychiatric Consultation Clinic of the Nassau County Mental Health Board,
- b. the Meadowbrook Hospital (Nassau County Hospital), Extension Board,
- c. the Federal and County Manpower Development and Vocational and Educational Training programs,
- d. The Adult Long Island Vocational and Educational Service,
- e. public Adult Education programs, and
- f. private counseling agencies, where appropriate, (e.g., Alcoholics Anonymous, Catholic Charities, etc.)

When the probation officer feels that the defendant is ready for discharge from the project, a conference will be held with the participant's probation officer, a case supervisor, the counselor for the defendant, the project director, and the defendant himself. If after the conference, the participating staff agree that the defendant should be discharged, the case will be referred to the court with a

report on the defendant's behavior during the period of his participation in the program. This report may, in appropriate instances, recommend to the County Court that individual cases be dismissed with the consent of the District Attorney. In such an instance, the judge may require that the defendant wait for a trial period of three months before acting upon the recommendation.

All project staff members participate in an on-going training program conducted by the Probation Department's Coordinator of Training and his staff. Subject material include the techniques of case analysis, group counseling, client advocacy, and other treatment modalities which will assist the probation officers. In addition, the training coordinator and staff assist the project director in developing a methodology to integrate Operation Midway into regular Probation Department procedures and begin to orient and instruct regular line probation staff in the techniques of Operation Midway.

At the time this evaluation was initiated, the consultants were advised that the professional staff of Operation Midway would consist of a Project Director, two case supervisors, twelve Probation Counselors, one Mental Health Consultant (20% of time), and one Vocational Rehabilitation Consultant (50% of time). In addition there were two secretarial positions assigned to the project.

Objectives of the Project

After a careful analysis of the Conditions of this Grant along with a review of the results obtained during Phase I of this project, it is the opinion of the evaluators that if the program is successful it will most likely be reflected by the following conditions:

1. Reduction of court congestion
2. Reduction of recidivism
3. Provision for an innovative program for rehabilitation.
4. Elimination for some young people of the lifelong stigma associated with criminal conviction
5. Improvement of the self-concept of those defendants referred to the project
6. Improvement of the mental health and social functioning of the defendants
7. A heightening of the level of functioning within the family unit
8. An opportunity to provide the court with a longer experience factor, thereby assisting more effectively in judicial decision making necessary for final disposition.

It is the conclusion of the undersigned that if the self-concept, mental health and social functioning of the defendants assigned to this project are heightened, then we

may begin to realize a reduction in recidivism leading to an eventual clearing of the backlog of cases on the court calendar. At the present time our recidivism rates are high enough to tell us that traditional approaches to rehabilitation are relatively unsuccessful. Hopefully, an innovative program such as Operation Midway will Provide this much needed impetus.

Evaluation of Phase II - Operation Midway

The evaluation of Phase II of Project Operation Midway is largely descriptive. At the conclusion of Phase I, the undersigned were able to state quite conclusively that through participation in the project, self-esteem was heightened and the discrepancy existing between actual self-concept and ideal self-concept was significantly reduced. It is the feeling of the undersigned that additional testing relative to measuring of self-esteem and discrepancy between actual and ideal self-concept would be largely repetitious. The size and representativeness of the sample taken during Phase I was completely satisfactory to the undersigned and it is the feeling of the consulting team that rather than duplicate this effort, evaluations relative to other areas should be undertaken.

During Phase II of Project Operation Midway, a maximum of two hundred cases will be accepted and handled at any one time. This group will be rendered the same kinds of services as those available under Phase I of the project. These services will consist of:

1. Barrage of tests relating to mental health, self-

concept, intelligence, vocational aptitude, interest and scholastic ability.

2. Team diagnosis of each defendant by Operation Midway staff.
3. Utilization of team counseling concept including defendant, attorney, family members and probation officer.
4. Intensive individual counseling of defendant (client advocacy).
5. Referral to employment officer for job placement.
6. Referral to academic institution for scholastic placement.
7. Referral to mental health consultant and psychiatrist when necessary.
8. Referral to residential treatment facilities when appropriate.

As stated earlier, the evaluation will be largely descriptive and comparative in nature. We must recognize that Project Operation Midway is serving a very special kind of population relative to traditional probation agencies. The clients who have entered Project Operation Midway have not been convicted of the crime upon which they were arraigned. Prosecution has been delayed for a period up to one year in order to help resolve the immediate needs of the defendant.

I. CHARACTERISTICS OF OPERATION MIDWAY CLIENTS

Sociodemographic data on Operation Midway clients was obtained via the following methods: (a) Inspection of the backgrounds of 175 clients currently enrolled in Operation Midway; (b) Analysis of the personal characteristics of 353 past-and-present Midway clients, extracted from case records; and (c) Analysis of focused interviews conducted with a sample of 50 current Midway clients.

TABLE I A
Age of Midway Clients

<u>Age</u>	<u>N</u>	<u>%</u>
16-18	66	38
19-20	53	30
21-22	27	15
23-24	18	10
25-26	11	7

Table I A indicates that a majority (68%) of Operation Midway clients fall in the age range 16-20, with the median age being approximately 19. Approximately one-third (32%) of Midway clients are over 20 years of age. Thus, the emphasis of Operation Midway is clearly upon the youthful adult offender.

TABLE I A (1)
Male Midway Participants by Age

<u>Age</u>	<u>N</u>	<u>%</u>
16-18	58	39
19-20	44	29
21-22	23	15
23-24	15	10
25-26	10	7

68% of all male Midway participants sampled, fall into the 16-20 age bracket. (39% + 29% =68%). Only 7% (10) of the total male sample (N=150) are 25 and over. For more detailed data refer to Table I A (1).

TABLE I A (2)
Female Midway Participants by Age

<u>Age</u>	<u>N</u>	<u>%</u>
16-18	8	32
19-20	9	36
21-22	4	16
23-24	3	12
25-26	1	4

The percentage of females sampled in the 16-20 age bracket is almost identical to the males in the same age grouping. (Female: 17/20 =68%; Males 102/150 +69%). This shows a homogeneous population in Midway by age and sex.

TABLE IB
Sex of Midway Clients

<u>Sex</u>	<u>N</u>	<u>%</u>
Male	150	86
Female	25	14

Table IB clearly indicates that most Midway clients are male (86%); female clients comprise only 14% of the total.

TABLE IC
Race of Midway Clients

<u>Race</u>	<u>N</u>	<u>%</u>
White	149	86
Non-White	26	14

The data on race of Midway clients parallel the data on sex, 86% of the clients being white and only 14% being non-white. Table ID summarizes the characteristics of clients on race and sex, and indicates that most Midway clients (75%) are white males, followed by white females (11%), non-white males (11%), and non-white females (3%).

TABLE ID
Race/Sex of Midway Clients

<u>Race/Sex</u>	<u>N</u>	<u>%</u>
White male	130	75
White female	19	11
Non-white male	20	11
Non-white female	6	3

The data on education of Midway clients presented in Table IE indicate that only 19% are high school drop-outs, 12% are currently in high school and 69% are high school graduates, many having some college experience. While few (3%) are college graduates, it would appear that Midway clients are a relatively educated group.

TABLE IE
Formal Education of Midway Clients

<u>Level of Education</u>	<u>N</u>	<u>%</u>
Dropouts, high school	33	19
Still in high school	21	12
High school graduate	62	35
Some college (AA)	54	31
College graduate (BA/BA/deg)	4	2
Masters	1	1

TABLE IF
50 Midway Participants by Offense

<u>Offense</u>	<u>N</u>	<u>%</u>
Burglary	42	19
Possession	25	12
Sale/possession	71	33
Assault	13	6
Criminal mischief	6	3
Forgery	8	4
Robbery/larceny	34	16
Resisting arrest	3	1
Possession of weapon	6	3
Attempted assault	1	0
Bribery	1	0
Attempted burglary	5	2
Criminal possession stolen property	1	0

A total of 216 offenses were committed by 50 selected clients. Almost 1/2 (45%) of the total of 216 charges fell in the categories: "Sale and Possession of a Dangerous Drug" (33%) or "Possession of Dangerous Drugs" (12%). The second most common offense was burglary (19%) followed by Robbery and Grand Larceny (16%). Thus, 80% (180) of the total IF 216 offenses charged against Midway Clients fell in the categories of: Possession and/or sale of Dangerous Drug, Burglary, and Robbery/Larceny. Crimes of Violence (assault) accounted for only 6% of the total offenses. For more detailed data on offenses charged to Midway Clients, refer to Table IF.

TABLE IG
Record of Previous Offenses

	<u>N</u>	<u>%</u>
Previous offense record	115	34
No previous offense record	240	66

In Table IG are presented the previous offense data on 355 past-and-present Midway clients. Two-thirds (66%) of Midway clients have no previous offense record.

TABLE IH
All Midway Participants by Family Structure

<u>Home</u>	<u>N</u>	<u>%</u>
Broken	47	27
Intact	128	73

Almost three quarters of clients sampled came from homes with the family structure still intact (37%). 47 clients (Or 27%) had come from broken homes.

TABLE IN
Midway Participants by Marital Status

<u>Marital Status</u>	<u>N</u>	<u>%</u>
Single	165	93
Married	8	5
Divorced	1	1
Separated	1	1

93% (N=165) of Midway clients have never been married. Only 2% are either divorced or separated. The remaining 5% are presently married.

TABLE IJ
Total Number of Children by Midway Participants

<u># of children</u>	<u>N</u>	<u>%</u>
0	169	96
1	2	1
2	3	2
3	0	0
4	0	0
5	1	1

The majority of Midway clients (97%) are childless. Maximum number of children of those having children are 5.

TABLE IK
Residency of all Midway Clients

<u>Resides with</u>	<u>N</u>	<u>%</u>
Parents	108	62
Mother	30	17
Father	6	3
Alone (include children)	11	6
Relative	5	3
Spouse	8	5
Paramour	4	2
Roommate	3	2

Since the majority of Midway client's homes are still intact (73%), (refer to Table IH), 62% (N=108) of Midway clients reside with both parents. 20% live with only one parent (17% with mother/3% with father).

TABLE IL
Occupation of Midway Clients

<u>Occupation</u>	<u>N</u>	<u>%</u>
Student	41	23
Employed	102	58
Unemployed	32	18

The majority of Midway clients (58%) are employed, most at "blue collar" occupations. Only 18% are unemployed and the remaining 23% are classified as students.

TABLE IM
Occupation of Midway Clients' Fathers

<u>Occupation</u>	<u>N</u>	<u>%</u>
Professional	37	12
Managerial	18	06
Sales	26	08
White Collar	64	20
Blue Collar	133	42
Unemployed	40	13

Note - 37 fathers were deceased or retired

According to fathers' occupation, most Midway clients appear to fall into "middle" and "lower-middle" socioeconomic classes.

TABLE IN

*Annual Income of Midway Clients' Fathers

	<u>N</u>	<u>%</u>
over 20,000	54	15
15,000-20,000	61	17
12,500-15,000	69	20
10,000-12,500	66	19
5,000-10,000	24	7
less than 5,000	42	12
None (deceased/retired)	37	11

*Median income = 12,650

Analysis of the incomes of Midway clients' fathers reveals a median annual income of approximately \$12,700. Thus, it would appear that on the variable of family income as well as father's occupation, Midway clients fall into the "middle" to lower-middle" class category.

TABLE IO

Occupation of Midway Clients' Mothers

<u>Occupation</u>	<u>N</u>	<u>%</u>
Professional	22	6
Managerial	24	7
Sales/white collar	53	15
Blue collar	43	12
Domestic	12	.0030
Housewife or unemployed	201	57

Data collected relative to employment of Midway clients mothers indicates that 57% are housewives or unemployed. It is unlikely that mothers' occupations or incomes significantly affect the conclusion that Midway clients fall into the "middle" to "lower-middle" class socioeconomic range.

Summary

From the data presented in this section the following general conclusions emerge concerning the socio-demographic characteristics of the majority of the Midway clients:

1. Most are young white males
2. Most are students or employed high school graduate
3. Most are charged with offenses involving drugs or crimes against property, and have no previous offense record
4. Most are single, employed or currently attending school, and reside with parents.

- 5. Most come from intact and distinctly middle-class socio-economic home backgrounds, in terms of parent(s) occupation and income.

Needs of Operation Midway Clients

An attempt was made to measure the characteristic needs of clients in Operation Midway. 355 case records of past-and-currently attending clients were analyzed by Midway counselors. Various client problems (school, work, family, etc.) were classified according to the following criteria:

- 1. Client often in need of assistance
- 2. Client sometimes in need of assistance
- 3. Client rarely in need of assistance
- 4. Not applicable

The obtained data are summarized in the following tables:

TABLE I1
Problems at School

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	76	21
Sometimes	71	20
Rarely	40	11
Not applicable	168	48

TABLE I2
Problems at Work

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	117	33
Sometimes	75	21
Rarely	56	10
Not applicable	107	30

TABLE I3
Difficulties with Parents/Family

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	172	49
Sometimes	87	25
Rarely	68	19
Not applicable	28	7

TABLE I4
Assistance Finding a Job

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	117	33
Sometimes	75	21
Rarely	56	16
Not applicable	107	30

TABLE I5
Difficulty with Spouse

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	14	4
Sometimes	10	3
Rarely	8	2
Not applicable	323	91

TABLE I6
Problems with Attorney

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	15	4
Sometimes	29	8
Rarely	84	24
Not applicable	227	64

TABLE I7
Problems Understanding Legal System

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	88	25
Sometimes	95	27
Rarely	58	16
Not applicable	114	32

TABLE I8
Difficulty Finding Help for Drug Problem

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	46	13
Sometimes	60	17
Rarely	91	26
Not applicable	158	44

TABLE I9
Problem Obtaining Medical Assistance

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	21	6
Sometimes	28	8
Rarely	48	14
Not applicable	258	72

TABLE I10

Problem Obtaining Psychiatric Help

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	42	12
Sometimes	65	18
Rarely	76	21
Not applicable	172	49

TABLE I11

Difficulty with Police

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	51	14
Sometimes	68	19
Rarely	99	28
Not applicable	137	39

TABLE I12

Difficulty Obtaining Welfare Benefits

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	7	2
Sometimes	13	4
Rarely	19	5
Not applicable	316	89

TABLE I13

Difficulty Obtaining Vocational Training

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	51	14
Sometimes	57	16
Rarely	65	18
Not applicable	182	52

TABLE I14

Problems with Friends

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	78	22
Sometimes	102	29
Rarely	96	27
Not applicable	79	22

TABLE I15

Return of Bail

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	16	5
Sometimes	16	5
Rarely	28	8
Not applicable	295	82

TABLE I16
Problems with Draft

<u>Assistance needed</u>	<u>N</u>	<u>%</u>
Often	2	1
Sometimes	6	2
Rarely	12	3
Not applicable	335	94

The data compiled in the preceding tables relative to the needs of Operation Midway clients indicate that clients' needs for assistance cluster in the areas of family problems, problems associated with work and/or finding a job, problems in understanding the legal system and problems associated with friendship patterns. These data are summarized in Table I17. It is especially significant that interview data obtained from Midway counselors indicate that counselor's orientations focus upon these areas of client need.

TABLE 117
Needs of Operation Midway Clients

<u>Problem Area</u>	<u>Percent needing Assistance often/sometimes</u>	<u>Percent needing Assistance seldom/never</u>
School	41	59
Work	57	43
Finding Job	54	46
Family	74	26
Spouse	7	93
Attorney	12	88
Legal System	52	48
Drugs	30	70
Medical	14	86
Psychiatric	30	70
Police	33	67
Welfare Benefits	6	94
Vocational Training	30	70
Friends	51	49
Bail	10	90
Draft	3	97

II TECHNIQUES, PROCEDURES, AND CONDITIONS

The following listing represents the techniques, procedures, and conditions implemented during the course of Project Operation Midway that differ from those used in traditional Probation. It must be pointed out at this time that the positive "social atmosphere" surrounding this project was of such importance that it cannot be overemphasized. Although the nature of "social atmosphere" is most difficult to measure quantitatively, a careful examination of the following list hopefully will provide a basic perspective. If the social behavior and self-esteem of Midway subjects did change, then we may well look to the procedures and techniques used in the project that may have facilitated such changes.

1. Status of the participant - contrary to traditional Probation, the participant in Project Operation Midway has not yet been found guilty of the offense of which he is accused. In the opinion of the evaluators, this served to facilitate the treatment process since the stigma of a felony conviction was absent. In traditional Probation, all probationees have been found guilty in the courts and are serving on probation as a form of punishment.
2. Dismissal upon discharge - it is understood by the participant, his family, and the attorney, that among the possible alternatives available to the court and The District Attorney is dismissal of the felony

charge(s) for which the participant has been indicted. By understanding that this possibility exists, no matter how remote it may be, in the opinion of the evaluators this lends to and facilitates the treatment process. In addition to dismissal as a feasible disposition, it was also possible for the Operation Midway staff to become involved in plea negotiations. This may be considered in those cases where the alleged criminal act was of such severity that the District Attorney's office would not consider dismissal. As a second alternative to dismissal the case may proceed as normal, with no consideration given to the fact that the defendant participated in Operation Midway. This second alternative, in all likelihood, would apply only to those defendants who were uncooperative, refused to abide by the rules of behavior, were accused of committing a serious crime while in the project, or chose to drop out of the project and take their chances.

3. Case loads - the probation counselors in Project Operation Midway carried caseloads of maximum of 20 participants during Phase II of this project. In traditional Probation this figure may well reach beyond 75 or 100 depending on the jurisdiction studied. It is obvious that if the probation officer

has fewer cases, he will be in a position to devote more time to each and thus facilitate the impact of the treatment program. Many criminologists believe that in the long run it may well be economically more sound to reduce the case-load and hopefully reduce the rearrest rate. This should produce a reduction of the total economic impact on our criminal justice system caused by recidivism.

4. Client advocates - the staff of Operation Midway has labeled itself as being "client-advocates"* rather than appearing on the opposite side of the fence and playing the role of adversary. After taking part in a number of case conferences, we are firmly convinced that the staff is deeply concerned with the personal problems of the defendant and has overtly expressed a strong desire to help. The Operation Midway probation counselor has a basic belief in the dignity and worth of the participants as human beings, not "criminals." The probation counselor views the client as a person who is experiencing conflict and has failed to cope with the demands of society. The client's participation in the crime is seen as a symptom of possibly larger maladjustment in his life style. The counselor's obligation to the client takes priority which is mani-

*"A partison in a social conflict, his expertise is available exclusively to serve client interests." (Charles F. Grosser, "Community Development Programs Serving the Urban Poor," Social Work, Vol. 10, No. 3, July 1965, pp.15-21)

festated not only by continuous counseling of the client himself, but also the discharge of advocacy in terms of effecting the institutions which impinge on the client's life style.

Following are examples of the expression of client advocacy in Project Operation Midway:

- a. Helping a decorated (purple heart) Vietnam veteran secure veterans benefits which he had lost because of a minor offense during his service career. Working with attorney on this problem.
- b. Driving a client, afraid of first contact with college, to the school to help him settle in dorm and orient himself to campus.
- c. After a client had been discouraged by the bureaucracy of the Welfare Department, the Midway worker accompanied the client to Intake and service was secured.
- d. A client, involved in a fight with two other young men in the client's store, was charged with simple assault. After the police and District Attorney indicated that the client should not have been arrested and charged, our client received a summons. The Midway counselor appeared with the client in District Court and explained that the prior Assistant District Attorney on the case had promised a dismissal. The Midway officer secured such dismissal.
- e. A client aware of a recent warrant for a charge occurring during the early phase of Midway participation was afraid to respond to the warrant. The Midway counselor accompanied client to headquarters and was permitted to stay with client through police processing, booking and arraignment. Midway was instrumental in the release of client to his own custody by encouraging the client to surrender himself voluntarily.
- f. A client built up such a pile of parking tickets that he was afraid to appear in court to pay them. A Midway counselor appeared with client in court to give him support, and with the client's apologies to the court and Midway intervention, the court's response was firm but understanding.

- g. Midway officer drove client around for full day to various job interviews and successfully secure job for client.
 - h. Client with gonorrhoea, in a highly anxious state, was accompanied by Midway counselor to the Department of Health for treatment.
 - i. Client was terminated as a cargo handler because of stealing (present Operation Midway crime with no determination of guilt)---Midway counselor attended meetings with Service Employees International Union and also Airlines Management in order to get client reinstated.
 - j. New York State Unemployment insurance office refused to pay client unemployment insurance because of his termination from a position as a result of his arrest. Midway counselor personally visited the State Employment Service office with client and explained that he had not been convicted. The Unemployment Insurance office agreed to pay the unemployment compensation retroactively if the charge was dismissed or if the defendant was acquitted.
 - k. A Midway counselor accompanied newlyweds, unfamiliar with budget, especially in the area of food shopping, to supermarket in order to instruct them on how to make economical purchases.
5. Availability - one of the most positive features of this project is that staff is always on hand to assist a participant if he visits the office. If the probation counselor to which he is assigned is unavailable, there is always another staff member who can assist with the problem at hand. In traditional Probation not only is the time spent in interviews rather standard, but, too often a probationer is turned away because HIS probation officer is not available.

6. Flexibility in time - office hours and field days are coordinated among members of the Operation Midway staff so that a participant may visit the office at a time that does not interfere with either his employment or his education. Standard office hours are from 9:00 A.M. to 4:45 P.M., with Midway staff also present three evenings per week. The client is asked to make an appointment whenever possible, but is also encouraged to come to the Midway offices if a sudden problem develops and he feels a counselor may be of some help. In traditional Probation, too often a probationer is directed to report on a certain day at a given hour regardless of the consequences as related to employment, education, or other needs.
7. Rules of behavior - the participants in this project have voluntarily accepted a suggested set of rules of behavior which are primarily concerned with the accessibility of the client for treatment. The Rules of Behavior for clients in Operation Midway are as follows:
- 1. Refrain from any behavior which is in violation of the law.
 - 2. Remain within the county of your residence unless permission is granted to leave by the Probation Department.

3. Report any change of address to a project staff member within 48 hours of change.
4. Keep appointments set up by Project staff member.
5. Participate in psychiatric, psychological and medical tests as well as treatment when indicated.

We have been advised that for one reason or another these rules may be broken or at least evaded by a client under certain circumstances. However, these rules should not be viewed as being synonymous with regular Conditions of Probation wherein a violation constitutes a new crime. Failure to abide by these rules may not, in Operation Midway, result in any negative action on the part of the causes related to this behavior. It should also be noted that at no time have the Midway officers indicated that the breaking of these rules will result in ones automatic rejection from the project. Each case is weighed on its own merits. The evaluators would be inclined to believe that the rules were realistic since in the course of this project, only 48 clients were dropped as a result of breaking the rules. In traditional Probation, the probationer is bound by a set of "Conditions of Probation." These conditions are stipulated by the court and MUST be adhered to by the probationer. A good deal of resentment may build up for

which the individual can find no legitimate outlet. In Operation Midway the participant is not automatically rejected if he violates a rule, however, in traditional Probation he may well be returned to the court, or he may not be.

8. Testing - all individuals accepted by the project staff undergo a series of psychological, mental, attitudinal, and vocational tests in order to determine what type of treatment program will best meet their needs.* The MMPI proved to be of little value as a research tool in this project. Since the instrument requires a good deal of expertise in interpretation it was rather difficult for the Midway staff to use. It did prove to be of some value, however, in the selection of cases and the identification of those which indicate extreme pathology, and require more intensive treatment. The instrument was also useful when the question of possible psychiatric evaluation was raised. In traditional Probation, in many cases only those individuals who demonstrate need may be tested. Too often a probationer may be improperly treated due to lack of critical information, and as a result, may well return to the courts on a new charge.

* 1. Wechsler Adult Intelligence Scale
2. Strong Vocational Interest Blank
3. Differential Aptitude Test

9. Identification - a general feeling has prevailed that participants in the project have identified with Operation Midway, rather than with the Probation Department. This condition has reached the point where friends of participants often accompany them when they visit the offices and thus become an active part of the treatment program. It is not unusual for a friend to "drop by" on his own if he has a problem and wished to share this with a member of the Midway staff. Thus a certain amount of crime prevention among peers does take place. In traditional Probation, peers are generally excluded from the somewhat highly structured meetings between probation officer and probationer. In the Midway program, the peer group is looked upon as a most significant controlling factor.
10. Interaction with attorneys - in the Midway project there is a good deal of interaction between the participant and his attorney, as well as between the staff member and the attorney. The attorney is not viewed as an adversary, but rather as a concerned party and team member who is ready to provide assistance and encouragement if it is in the best interest of the defendant. Both counselor and attorney are working for the good of the client. This condition may lead however, to confusion on the part of the Midway counselor as to his proper role.

It is difficult to evaluate attorney response in Operation Midway by any means other than the tremendous interest which they have demonstrated in the project. The program is popular with many attorneys since rather than risk trials of felony charges or participate in plea negotiations at the time of indictment, the project provides a third logical alternative. The District Attorney's office tends to view the crime as the key factor in decision making rather than the client or his social background. Attorneys view Operation Midway as a vehicle to provide the judge and the District Attorney's office with information about their client which they know would have a positive effect if it were brought out under "normal" plea bargaining conditions. However, under "normal" plea bargaining conditions the client's background is not taken into consideration since many of the assertions made by counsel are not immediately verifiable and at the same time the attorney is seen as attempting to "get the defendant off" with a lack of regard for both community safety and the victim.

It is difficult to evaluate attorney interaction with project personnel, but it can be stated without reservation that excellent rapport has been established between Operation Midway staff and a large number of attorneys, both Legal Aid and retained. Many attorneys when in the court house on other business, informally stop by Operation Midway offices to discuss their client's progress. There are some attorneys who virtually make daily visits to these offices. They seem to feel comfortable with Midway staff and if there is disagreement concerning their client, the case is discussed with the Midway officer and the project director. Of all vehicles for attorney interaction possible in Operation Midway possibly the most important is the initial contact with the project staff. This is done in order to discuss the project, inform the attorney of its purpose, and create a better understanding of how the project can serve his clients needs. In addition, he will learn the procedures for his clients entrance into Operation Midway. A second conference occurs during the preliminary investigation and treatment when the client is accepted. An attempt is made to include the attorney in conferences when major decisions are

are being made about the participant's future. The attorney, when active, has been found to be a valuable source of motivation for the participant. The third formal interaction with defense counsel involves court appearances at discharge and disposition where the attorney discusses the participant's functioning in Operation Midway and is informed of Operation Midway's position regarding the legal conclusion of the participant's case. What has resulted in the project is a close alliance between the probation counselor and defense counsel who have complimented each other's advocacy roles. In traditional Probation there is very little formal or informal contact between the attorney representing a probationer and the probation officer.

11. Frequency of reporting - in the Midway project the frequency of reporting is varied to best meet the needs of the participant. In order to help make the defendant feel that he is progressing at a satisfactory rate, the time between visits may be lengthened. However, the participant is constantly aware that in the event he needs help or counseling, a staff member will always be available to see him. For any given client, reporting can range from being seen daily to having contact once a month as the client progresses. In each Midway counselor's case-

load there may be differences in the frequency of reporting for each client depending on his own individual needs. The average length of time of an interview is approximately 45 minutes although this period may vary. There may be instances for example when he is accompanied by family members and/or attorneys. In this case several hours may be spent during one interview session. The time span is flexible since unique client needs must take priority. It is the opinion of the evaluators that a standardization of frequency and length of interviews would not always be in the best interest of the client in a program such as Operation Midway. In traditional Probation, mandatory reporting is done at regular intervals, with very little flexibility given to the probation officer to reward progress.

12. Group sessions - group sessions have been organized so that participants in the project will have an opportunity to share their problems with others and discuss possible solutions. This may well facilitate progress in the treatment program since many young people feel alone, isolated, and often rejected. By knowing that others are experiencing similar difficulties, the stigma of official involvement with the criminal justice system may be reduced

in intensity. The consultant and project director have from the outset been acutely aware of the potential of group work techniques in Operation Midway. With the addition of two probation counselors to the staff who expressed an interest in group work, the project director authorized them to conduct groups made up of clients in their respective caseloads. In both groups the family of the client along with friends were invited to attend sessions. Most of the group sessions were taped and an evaluation of these tapes by not only the project director but also the Director of Research and Staff Development, revealed that although some of the sessions showed good group interaction, there was a definite lack of skill in group work techniques. At the present time a consultant in the area of group work has been retained. It is probable that there are many clients in the caseloads of those probation counselors who are not conducting groups who might benefit from group contact. In traditional Probation, it is not customary to meet in group sessions. Rather, the probationers often meets alone for very brief periods of time, with his probation officer.

13. The Family - in Project Operation Midway the family is looked upon as a basic competent part of the treatment process. Since the participant is continuously interacting with the family, it would be rather naive to believe that this group could be excluded from any constructive rehabilitative program. The family may be utilized to reinforce the efforts of the Midway staff and to provide new avenues to explore relative to meeting the needs of the participant. Once the application is made, the probation counselor requests that the client and his family appear for interviews. At this time the family is told that they will be expected to participate fully in the defendant's rehabilitation. This has been effected in many cases especially where the attitudes of the family members which impinge on the client's life style are destructive. The family is included in numerous interviews throughout therapeutic contact with the Operation Midway staff. They are included in conferences involving the defense counsel, probation counselor, client and project director. It should be noted, however, that the family as a unit does not participate in all cases, especially those where the participant resides alone and is separated geographically from his family. The significance of family involvement has been demonstrated by the voluntary

appearance of many parents at Project Operation Midway headquarters without direction of the probation counselor. The family is made to feel that they are in an integral part of the client's rehabilitative program. In traditional adult Probation, it is not customary for the family as a unit to become actively involved in the treatment program. Rather, they are looked upon in many instances as an institution capable of providing vital information to the criminal justice agencies.

14. Nature of caseloads - the probation counselor in this project has been assigned heterogeneous caseloads in reference to the type of offense the participant is accused of committing. This allows the probation counselor to familiarize himself with many different types of antisocial behavior patterns and experiment with alternate approaches and techniques. Hopefully, in the long run this procedure will benefit the defendant. In several instances, as a result of case conferences, it was necessary to transfer a case from one counselor to another when the counselor made a realistic decision that the client was not responding to treatment, but might respond to another counselor with a different attitude or orientation. In one instance a young man saw one of the probation counselors as being

overly directive and authoritarian and felt that this counselor's attitudes were quite conservative and old fashioned. In a conference this was discussed and the counselor agreed to have this case transferred to another counselor much younger chronologically and also more "hip". The client responded very positively. However, for the most part, when cases are initially assigned there is insufficient data to know enough about the client to foresee that his relationship with one counselor may be more advantageous than with another. During treatment a reevaluation is made to determine if the case is being handled by the most appropriate officer. During Phase I each probation officer carried a caseload of 25 clients. In the opinion of the undersigned, with the appropriate verification, referrals, consultations, visits and recording, it is felt that 25 cases, exceeded a workable caseload limit for Operation Midway.

Process recording, although a highly desirable means of providing information concerning the relationship between the client and worker was used in Phase I. It involves a detailed description of everything that is said during interviews. This type of recording can provide not only objective data, but also subjective attitudes and feelings of the client.

From the research perspective, if content analysis studies were to be conducted in the future on Operation Midway cases, process recording would be ideal. In reference to Phase I, however, process recording proved to be quite overdemanding on time commitments for both professional and stenographic personnel. The process recordings for some contacts were pages long. This proved to be a hindrance rather than an aid in the treatment process, considering that in many clinics, social workers and counselors operate effectively with intake summaries and consultation notes. In Phase II of Midway, process recording of this type has been eliminated.

In traditional Probation, narcotics offenders are assigned to a separate unit of the Probation Department where only this type of offender is supervised. When evaluating the heterogeneous vs the homogeneous methods of selection, it is the opinion of the undersigned that because of the high level of involvement in drug related offenses (about 55% of all arrests in Nassau County), the probation officer in order to better understand his cases should be assigned a sampling of as many different offense categories as possible.

15. Selection of cases - when cases are referred to the project the individual probation counselors determine which cases they are going to accept and which will be rejected. However, rather than reject a case outright, if the probation counselor feels that he is unable to accept the applicant, he may ask the other officers to review the application, interview the candidate, and make their own objective decision. As mentioned earlier, because of personality differences, the "trading" of cases may well become a positive element in the total treatment process. The selection of cases is based primarily on the objective criteria as stated in "Attachment A" by the funding agency.

The defendant must be between 16 and 25 years of age inclusive at the time of the commission of the offense. He must not be accused of homicide. Application for entry into the project must be made by counsel within 30 days of arraignment on indictment. These are the primary objective criteria provided by the funding agency. During the operation of the project several other issues arose which were not outlined in "Attachment A", such as residence, previous legal history and the overlapping of services provided by other agencies. It was determined that a person must be

a Nassau County resident so that he is accessible for treatment, and that he not be serving a sentence in a correctional institution. It was also determined that the participant not be on parole or probation to either a probation and parole office, or the State Narcotics Commission. It was felt that the above would be an overlapping of functions and that Operation Midway intervention might be disruptive to the ongoing treatment of the participant by other agencies. All the above criteria were discussed and approved by the Director of Research and Staff Development and the Coordinator of the local Crime Council. Another variable which was not strictly defined was that of Previous Legal History. It was felt that this program was not specifically aimed at first offenders, and therefore should be made available to persons with previous convictions. One-third half of the clients in Operation Midway have had previous convictions. Each application for entrance was weighed by the probation officer and the project director on the basis of its own merits. For example, a person with a previous legal history might show more willingness to participate in Operation Midway while another candidate

without a legal history might express indifference toward the program. Each case has been weighed uniquely during the preliminary investigation. This preliminary investigation involves the verification of the objective criteria as well as a subjective assessment of the defendants level of motivation and willingness to actively participate in the treatment process. It is the opinion of the consultants that in most cases the client is given the benefit of the doubt. The majority of cases rejected were refused entry because of the objective criteria as outlined above. Those cases rejected falling into the category of uncooperativeness proved to be instances where the client was hostile, unwilling to participate in Operation Midway, critical of defense counsel, the court, and generally unreachable. In most of these cases referrals were made by counsel without proper explanation of the project to his client. In some instances the client never appeared for the initial interview and could not be located by project staff. In traditional Probation, cases are assigned to the probation officer who, regardless of personality difficulties, has very little control over the selection of cases he will supervise.

16. Home visits - in Operation Midway home visits are made by appointment. Because the family and relatives are participating in the total rehabilitation process, the dignity of the family and the defendant is preserved. By making scheduled appointments a certain amount of trust is assumed which must be interpreted as a positive influence. In traditional Probation Home visits are often unscheduled. This procedure suggests a certain amount of distrust on the part of both the probation officer and the probationer. In the opinion of the evaluator this cannot be interpreted as a positive condition in the treatment process.
17. Client motivation - in this project the staff is concerned with motivating the defendant in terms of modifying his social behavior rather than coercing him to do so. By taking a positive approach this should lend itself to the treatment process. In traditional Probation, too often a probationer is directed to modify his attitudes and beliefs. It has been made implicit to the probationer that if he engages in illegal behavior while on probation he will go back before the judge to receive an appropriate sentence. In the opinion of the evaluators this procedure will not lend itself to constructive rehabilitation. Rather than apply force through external

pressures, our ultimate goal should be to encourage internal motivation and control.

18. Trust - since motions and petitions must be made for entrance into the project, the staff of Operation Midway has almost complete control over admissions and rejections. The general attitude prevails that "we will try anyone", "I believe in you", "if you want to succeed you can". Although the Operation Midway workers are acutely aware that the defendant is under felony indictment and is in grave legal difficulty, they tend to view the defendant as a human being who has acted out and committed an anti-social act. Rather than viewed as criminals, the clients are seen as human beings with problems, who, if at all possible, should not be pushed through a series of cold and indifferent bureaucratic agencies. Although the authoritarian approach must be used in some cases, the probation officers in Operation Midway are not "law enforcement oriented" and are determined to make the client feel that he is participating in a treatment setting rather than a punitive agency.

Genuine concern and human compassion are qualities which are evident in the probation counselor's approach. This orientation has resulted in tremendous trust on the part of the Operation Midway participants. This trust has been demonstrated time and time again as clients have discussed personal problems with the probation counselor without fear of a violation of confidence or compulsive punitive reaction. For this particular condition I would prefer not to make a comparison to traditional Probation. One would hope that since all divisions of probation are "helping" agencies this kind of attitude would exist. However, in Operation Midway this condition is so visible that it certainly is deserving of mention.

19. Free expression - in Operation Midway the defendant is encouraged to express himself as best he knows how and share his feelings and attitudes with his probation counselor. Only after this has been accomplished can the probation counselor become fully involved in the treatment process and help modify the social behavior of the participant. In traditional probation, due to the very heavy caseloads carried by the professional staff, there remains little time to become totally involved with each individual case. As a result many probationers have expressed the feeling that they are just going

through the motions trying to comply with the conditions set forth by the court and doing their best to stay out of difficulty with the law.

Role of Mental Health Consultant

As previously stated, the full-time mental health consultant assigned to the Nassau County Probation Department has been made available to the staff of Project Operation Midway. The office of the mental health consultant is located one block from the Operation Midway headquarters.

If the probation counselor and case supervisor both feel that a client may be in need of psychiatric care than a pre-consultation conference is held with the mental health consultant. At this time the case is presented verbally. If the mental health consultant agrees that the client is in need of psychiatric care, the case may be referred to the Nassau County Psychiatric Consultation Clinic. Selected drug cases may be referred to Hillside Hospital where a comprehensive physical and psychiatric workup is completed. A member of the Hillside staff joins the parents for lunch for an informal discussion relative to the needs of the client.

After the Hillside report is compiled a conference takes place among those who participated in the examination, including the psychiatrist, psychologist and social worker. Representing the Probation Department are the mental health consultant, probation counselor, and case supervisor. At this meeting questions concerning the recommendation of the staff of Hillside Hospital are discussed and implemented if possible.

Vocational Guidance Counselor

Operation Midway has at its disposal a full-time employment officer assigned to the Nassau County Probation Department. When a referral is made to the employment officer, the client over the course of four sessions is given intelligence, aptitude, and interest testing. Records reveal, however, that for the age range of Midway cases it is very difficult to locate jobs that are available.

III. DISCHARGE AND DISPOSITION PROCEDURES

A participant in the Midway Project may be discharged from the program as improved or unimproved. In evaluating the procedure whereby such action is taken several significant questions must be answered: Who participates in the decision-making process? What is the sequence of events in the process? What criteria are employed in arriving at such evaluative action?

The decision for discharge as improved or unimproved is a "joint" function of the Project Director, case supervisor and probation counselor. The decision for disposition is a "joint" decision of the Midway Staff, District Attorney, defense attorney and Court. The judge ultimately and officially determines the final disposition.

The "joint" decision of the Midway Staff for discharge is based on the effectiveness of its rehabilitation program relative to each client. In evaluating the effects of the program, the counselor receives feed-in information from the client, his or her family, the school, and the police. If the "joint" decision is to discharge as unimproved the client returns to the regular court calendar and is no longer the concern of Operation Midway.*

What is the sequence of events in this procedure for discharge from Operation Midway when the client is seen as having benefited from the program? When the counselor feels that the client is ready for discharge as improved the case is discussed with the case supervisor, and, if necessary,

* During the course of the Project, 48 clients were discharged as unimproved.

with the Project Director. If agreement is reached, the counselor then notifies the defense attorney to file a motion with the Court. Copies of this motion are sent to the Operation Midway Staff, the Court and the District Attorney. The case is then placed on the Court calendar. One week prior to the judge's decision on the status of the defendant, the counselor submits a Discharge Summary to the Court and the District Attorney's office. When the client is discharged from Operation Midway as improved, the defense attorney and the Midway Liaison Officer must appear in Court. After discharge Midway terminates its formal involvement with the client. Once the judge sets the Disposition Date, which usually extends to three months, but may range between two and six months from Discharge date, the defendant is on his own. However, he may consult with any member of the Midway staff if he wishes. The counselor maintains his contact with the District Attorney, the defense attorney and the Nassau County Police on a "check with" basis. One week before Disposition Date the counselor submits a Disposition Summary to the Court and the District Attorney's office. It contains a recommendation relative to the disposition of the case. This recommendation is signed by the counselor and his supervisor. If Midway Operation is recommending dismissal of the charge(s) against the client, it is so noted on the Disposition Summary. The Midway recommendation may be noted as "reduction of the charge," but the amount of reduction is not specified.

A Court conference, including the District Attorney, the defense attorney, the Midway Liaison Officer and the Judge is held in the Court on disposition day. An agreement is then reached that frequently requires plea bargaining. When the client appears in Court, final disposition is made by the Judge and the case is closed. Charge may be dismissed, the client may be unconditionally discharge, or placed on probation.

We have briefly identified the decision-makers along with the formal procedure from discharge to final disposition. It is now necessary to elaborate on the basis for the decision. From the time counselor receives the case, and an in-take summary is completed, until the discharge decision, the counselor makes Psychosocial Study reports every four weeks and consults with the case supervisor. He also does a police check before submitting the "Discharge Summary" to determine whether or not the client has been re-arrested during participation in the Midway Project. The results of the police check are reported in the Discharge Summary, which is dictated and transcribed on the Record of Contact form. This form contains the following information:

1. The date when the participant was accepted into the project and a brief summary of what circumstances brought the defendant before the court.
2. A description of the course of treatment including the case-work techniques utilized (foci or treatment, i.e., cultural difficulties, familial relationships, etc.), referrals to agencies, schools or other institutions.
3. An analysis of the results of the objective tests utilized (MMPI, Self-Concept Scales, Vocations Guidance Profile) and whether or not these results are consistent with any movement, positive or negative, on the part of the defendant.

(Sections 2 and 3 may be combined since referrals might be based on such objective test results described in Section 3)
4. A brief summary of the defendant and his response to the project. This includes description of his stability, insight, self-control, self-esteem and sense of responsibility. The defendant's relationship to other family members should also be summarized. In this section the probation counselor attempts to answer the question of how the defendant is seen now as compared to how he was seen when he first entered the project.
5. The discharge summary is concluded with the probation counselor's recommendation.

All information in the Discharge Summary has been previously discussed with the client, his family, the defense attorney, and members of the Midway Staff.

Following discharge from the Project and prior to the disposition date set for Court action, the client functions without counseling.* This time is used to test his or her psychosocial strengths. The probation counselor checks with parents, employer and school officials during this waiting period to keep himself informed of the client's activities. He tries to evaluate the effectiveness of the rehabilitation process. Has Midway been merely a crutch or has it had lasting effects on the client's core personality and social behavior? Feedback from persons associated with the client during rehabilitation keep the probation counselor informed of the client's social adjustment. For example, a mother may call the probation counselor to tell him that her son has enrolled in a specific high school or college. An employer may notify Midway that a client started work as a low level employee at \$80 a week and is now foreman at \$160 per week. A father may report that his son is effectively working in his business. Such positive behavior may be quite different from the rebellious, hostile, "blame others" attitude that frequently characterizes a participant entering the Midway Project. Such information along with a check with the Identification Bureau of the Nassau County Police Department to find out whether the defendant has violated any law since discharge from this project, comprises the disposition summary. This police check covers any jurisdiction where the client may have been residing.

*This time period has averaged about six months, but may be extended at the discretion of the judge.

Briefly, the disposition summary, which significantly influences final disposal of the case, contains the following:

- a) A brief summary description of the participants level of functioning in the project.
 1. Presentation of problems.
 2. A description of the counselor's success in dealing with these problems.
 3. A general description of test results and consultation.
 4. Changes in the participant's attitudes.
- b) A prognosis based on the narrative report and superficial checks with control or educational agencies.
 1. A statement on the legal outcome of the participant's case.
 2. A recommendation for:
 - a) dismissal of the charges if justice is thereby served.
 - b) consideration for reduction of the charge if justice is thereby served.

The information base for the recommendation in the disposition summary includes that of the discharge summary. This recommendation reflects the way the probation counselor in particular and the Operation Midway Staff in general view the client with respect to observance of the Rules of Behavior and attainment of treatment goals.

The defendant understands that Operation Midway expects him to be positively responsive to its rehabilitation program. This means being lawful, responsible and cooperative. Although these are not unusual expectations, they may be difficult for a particular client to accept. To act within the limits of the law is expected of every citizen, but may be extremely demanding for one indicted for a felony; to be accountable to a particular person and a specific program is the mode of adjustment most people make in marriage, friendship and employment, but it may be overly challenging for a frustrated, hostile, undisciplined person; to cooperate with those who are trying to facilitate one's therapy is the response of a reasonable person involved in the doctor-patient relation but may be impossible for a recalcitrant youth. Finally, a Midway client is not only expected to submit to diagnostic tests and evaluation but also must show positive response to treatment. Ideally, his reaction should be a long-lasting personal conviction charged with all the emotional, affective and volitional force that he possesses to maintain his new life style. In a sense, he needs to acquire motivational understanding of himself as a new man. Mere acceptance

of the law for its own sake or belief in the Midway Project is acceptable adjustment but not "ideal".

The acceptable and "ideal" criteria are operative in regular probation but it seems that Operation Midway has a greater potentiality for realization of the "ideal" because of its personalized, individualized, tailored approach. It aims to help the client gain insight into his problems, and assists him in exercising his strengths for achieving his treatment goals. These are not only objectives but also criteria because when a client demonstrates inability to profit by the services of this project within a specified period of time, he may be dropped from the Program; furthermore, unwillingness to exercise personal strengths when opportunities for rehabilitation are made available may disqualify a client for continuation in the program.

ACCEPTANCE AND DISCHARGE

During intensive interviews, the staff of Operation Midway was asked what criteria they considered significant relative to the acceptance stage of the proceedings and during discharge and disposition. From the lists compiled, thirteen specific criteria were abstracted. These criteria included:

1. Offense Charge - refers to the exact charge against the defendant as specified in the indictment handed down by the grand jury. This may or may not include all of the offenses charged by the police at the time of arrest. It does, however, represent the official charges of deviant behavior as presented to the court by the grand jury for official judicial action.

Use: This item was seen as of major importance since it set the stage for the nature of the crime, which made it possible for the counselor to evaluate this in terms of the attitudes of the District Attorney's Office, the community, and the counselor's knowledge of the relationship of the particular type of crime to potential rehabilitation.

2. Previous Legal History - refers to the defendant's record of all previous arrests for illegal acts with the final disposition of each.

Use: Criminal activity sheets on each case are obtained from the Nassau County Police Department. The seriousness of previous acts, the disposition, and the defendant's attitude toward these was considered in relationship to the other var-

iables. These previous acts are also considered in the light of community reaction through the institution of the court and the District Attorney's office.

3. Motivational Level - refers to the apparent willingness of the client to want to change his life style to one which did not involve illegal behavior.

Use: While it was often difficult to really assess the motivational level of the client every effort was made by the counselor to try to determine whether or not the client really wanted help in changing his behavior or whether he saw this as a way of "beating the rap." In every instance the previous functioning of the individual and an assessment of his cultural milieu was taken into consideration.

4. Cooperation - refers to the willingness of the client to work with the counselor and the other members of the treatment team to effect changes in behavior.

Use: While surface cooperation may be evaluated easily it was often difficult to truly evaluate the real cooperation and this could only be assessed over a period of time. Consequently, the assigned number on the scale for cooperation in relationship to acceptance frequently varied from that assigned at the time of discharge.

5. Level of Frustration - refers to the client's inner feelings about himself and his perception of obstacles preventing him from achieving desired goals.

Use: This item was also difficult to assess and was frequently more useful in terms of discharge than in terms of acceptance. Some frustration was easily observed and interpreted while other types of frustration often of greater importance, was more deep-seated and therefore more difficult to identify. Attempts are made to determine how the client's level of frustration affected his relationships with authority figures such as his parents, teachers, employers, and even the probation counselors.

6. Drug Involvement - refers to the use and sale of illegal drugs by the defendant. In the evaluation the type of drug used, the length of time such drugs had been used, and frequency was taken into consideration.

Use: In evaluating drug involvement the counselor was concerned with the life style of the individual as it related to drugs. Were drugs an integral part of the life style of the defendant, or was this only casual use? How did the client enter the drug culture, through peer group influence, as a result of severe emotional pressures, or for some other reason? What was the client's response to previous drug rehabilitative programs?

7. Peer Relationships - refers to relationships with members of the chronological age group of friends with whom the defendant associated.

Use: The counselor tried to assess this relationship with friends, strengths and weaknesses, the value system of the particular peer group and the degree of influence on the defendant.

8. Time Lapse between the Arraignment on the Indictment and Acceptance of Midway Application -

Refers to the actual time between the arraignment on the indictment and the date the offender and his attorney applied for Midway acceptance.

Use: This time may vary up to thirty days. What happened to the client during this interval was seen as of particular significance. This item also indicated the potential strength of the trauma of arrest in motivating the offender to want to change his life style.

9. Goal Orientation - refers to the client's own assessment of where he wanted to go, and his own life objectives.

Use: The client's own assessment of his goals and objectives was extremely important in helping the counselor to determine client motivation. This concept was used during the treatment program to assist the client to obtain realistic lifetime goals.

10. Gut Reaction of Midway Staff - refers to the overall feeling the Midway counselor obtained in assessing the positives and negatives relative to the defendant.

Use: This overall reaction which included all forms of communication relative to the offender, verbal, visual, written, odors, conferences with other people, was found to be of primary significance. The actual parts were not always definable but counselors came to find that their feeling tones frequently proved to be more accurate than some of the other items. (One might question whether or not this acted as a self-fulfilling prophecy and whether or not the counselor actually directed the offender into success or failure based on this gut reaction).

11. Occupational Functioning - refers to the actual performance of the offender in the work world, the particular job being held in relationship of this job to the client's job potential, as well as performance.

Use: The actual occupational functioning of those defendants who were either in the work world or potentially should have been in the work world, was always evaluated. Employers were interviewed in most instances and the individual's performance in relationship to his ability was considered to be of primary significance as was the length of time that the individual had been working.

12. Educational Functioning - refers to the educational background of the defendant, his intellect ability and the relationship of the performance in the educational institution as compared to his intellectual ability.

Use: Educational functioning was found to be most important and was used on all cases even when the person was no longer in attendance at an educational institution. The difference between educational functioning and the occupational functioning was of particular significance.

13. Psychiatric Functioning - refers to an assessment of the mental health of the defendant. This assessment was based on observation of the defendant's behavior as well as any psychological or psychiatric examinations available to the counselor.

Use: An understanding of the mental health of the individual was used in evaluating all aspects of the defendant's behavior in determining the type of treatment to be used and in making the final recommendation for discharge.

For all 355 cases thus far accepted into Operation Midway, the following tables are offered citing the relevance of each of the above thirteen criteria relative to acceptance:

TABLE III - 1

Offense Charged - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	257	72
Relevant	74	22
Mildly relevant	22	6
Not relevant at all	2	--

TABLE III - 2

Previous Legal History - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	212	60
Relevant	70	20
Mildly relevant	18	5
Not relevant at all	55	15

TABLE III - 3

Motivational Level - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	238	67
Relevant	108	30
Mildly relevant	6	2
Not relevant at all	3	1

TABLE III - 4

Cooperation - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	246	69
Relevant	103	29
Mildly relevant	3	1
Not relevant at all	3	1

TABLE III - 5

Level of Frustration (tolerance) - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	133	37
Relevant	127	36
Mildly relevant	86	25
Not relevant at all	9	2

TABLE III - 6

Drug Involvement - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	148	42
Relevant	79	22
Mildly relevant	63	18
Not relevant at all	65	18

TABLE III - 7

Peer Relationships - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	125	35
Relevant	142	40
Mildly relevant	78	22
Not relevant at all	10	3

TABLE III - 8

Time Elapsed between Arraignment on the Indictment and Acceptance of Midway Application - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	45	13
Relevant	55	15
Mildly relevant	45	13
Not relevant at all	210	59

TABLE III - 9

Goal Orientation - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	147	41
Relevant	112	32
Mildly	78	22
Not relevant at all	18	5

TABLE III - 10

Gut Reaction of Midway Staff - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	126	35
Relevant	83	23
Mildly relevant	94	27
Not relevant at all	52	15

TABLE III - 11

Occupation Functioning - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	143	40
Relevant	107	30
Mildly relevant	58	17
Not relevant at all	47	13

TABLE III - 12

Educational Functioning - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	110	31
Relevant	102	29
Mildly relevant	58	16
Not relevant at all	85	24

TABLE III - 13

Psychiatric Functioning - as a criteria for acceptance

	<u>N</u>	<u>%</u>
Extremely relevant	91	26
Relevant	90	26
Mildly relevant	119	33
Not relevant at all	55	15

Thus, the rank order in terms of the most relevant criteria used for acceptance into Operation Midway are as follows:*

1. Offense charged
2. Cooperation
3. Motivational level
4. Previous legal history
5. Drug involvement
6. Goal orientation
7. Occupational functioning
8. Level of frustration (tolerance)
9. "Gut Reaction" of Midway Staff
10. Peer relationships
11. Educational functioning
12. Psychiatric functioning
13. Time elapsed beteen the arraignment on the indictment and acceptance of Midway application.

For the 170 cases thus far discharged from Operation Midway, the following tables indicate the relevance of each of the above thirteen variables:

* Applicants who ranked high (were positively viewed) in terms of the first seven criteria were more likely to be accepted into Midway than were applicants who were viewed negatively in terms of the first seven criteria.

TABLE III - 14

Offense Charged - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	140	82
Relevant	19	12
Mildly relevant	9	5
Not relevant at all	2	1

TABLE III - 15

Previous Legal History - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	119	70
Relevant	32	19
Mildly relevant	9	5
Not relevant at all	10	6

TABLE III - 16

Motivational Level - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	130	77
Relevant	38	23
Mildly relevant	1	--
Not relevant at all	1	--

TABLE III - 17

Cooperation - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	129	76
Relevant	40	24
Mildly relevant	0	0
Not relevant at all	1	--

TABLE III - 18

Level of Frustration (tolerance) - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	56	33
Relevant	51	30
Mildly relevant	44	26
Not relevant at all	19	11

TABLE III - 19

Drug Involvement - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	57	33
Relevant	26	16
Mildly relevant	39	33
Not relevant at all	48	28

TABLE III - 20

Peer Relationships - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	46	27
Relevant	56	33
Mildly relevant	47	28
Not relevant at all	21	12

TABLE III - 21

Time elapsed between arraignment on the Indictment and
Acceptance of Midway Application - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	5	3
Relevant	6	3
Mildly relevant	19	12
Not relevant at all	140	82

TABLE III - 22

Goal Orientation - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	73	43
Relevant	62	36
Mildly relevant	27	16
Not relevant at all	8	5

TABLE III - 23

"Gut Reaction" of Midway Staff - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	78	46
Relevant	28	16
Mildly relevant	43	26
Not relevant at all	21	12

TABLE III - 24

Occupational Functioning - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	83	49
Relevant	39	23
Mildly relevant	28	16
Not relevant at all	20	12

TABLE III - 25

Educational Functioning - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	42	25
Relevant	31	18
Mildly relevant	38	22
Not relevant at all	59	35

TABLE III - 26

Psychiatric Functioning - as a criteria for discharge

	<u>N</u>	<u>%</u>
Extremely relevant	47	28
Relevant	29	17
Mildly relevant	50	29
Not relevant at all	44	26

Thus, the rank order in terms of the most relevant criteria used for discharge from Operation Midway are as follows:*

1. Offense charged
2. Motivational level
3. Cooperation
4. Previous legal history
5. Occupational functioning
6. "Gut Reaction" of Midway Staff
7. Goal Orientation
8. Drug Involvement
9. Level of frustration (tolerance)
10. Psychiatric functioning
11. Peer relationships
12. Educational functioning
13. Time elapsed between arraignment on
the indictment and acceptance of
Midway application

* Clients who displayed high levels of motivation, cooperation, positive occupational functioning, and positive goal orientation in relation to the offense as charged, are more likely to be discharged from the project as improved.

As may be noted, there is almost a one-hundred percent correlation between the significance of criteria used for acceptance and the significance of criteria used for discharge. Specific recommendations will be made relative to an ongoing criteria rating by the counselor so that we may be able to measure the validity of this finding. In addition, a specific recommendation will be made relative to the point at which application for participation in Operation Midway may be made. Length of time elapsed between arraignment on the indictment and acceptance of Midway application appeared last in rank order for both criteria for discharge because of the maximum thirty day provision on filing a motion for acceptance. It is the opinion of the evaluators that perhaps the time elapsed between time of arrest and acceptance of the Midway application is the more significant variable, since crisis intervention in order to be most effective, should take place as close to the time of crisis as possible.

RISK

Midway Counselors were asked to indicate the risk level of Clients in the project. The formula used in rating the client on a scale of high, medium, and low risk was as follows: For each of the thirteen variables used for criteria for acceptance into and discharge from Operation Midway, the Probation Counselor assigned a number from 1-5, one representing the low of the continuum and five the high. The possible ratings on this scale ranged from a low of zero to a high of 65. The following ranges were established as an indication of the three levels of risk - *

1. "Low Risk" - clients with a rating from 0 - 20.
2. "Medium Risk" - clients with a rating from 20 - 40.
3. "High Risk" - clients with a rating from 40 - 65.

The 355 clients who have entered the project were rated as follows:

	<u>N</u>	<u>%</u>
High Risk	149	42
Medium Risk	147	41
Low Risk	59	17

Specific recommendations relative to the acceptance of high risk cases are made in the final section of this evaluation.

FINAL DISPOSITION OF CASES

After lengthy consultations between counselors, supervisors and the project director concerning the merits of each individual case with due consideration given to the thirteen variables referred to in this section, the following

* These ranges were arrived at after discussions involving the evaluators, the project director, case supervisors, and the Director of Research and Staff Development.

ing 101 recommendations for disposition were made by the Midway Staff:*

	<u>N</u>	<u>%</u>
Felony plea	8	8
Misdemeanor plea	26	26
Violation plea	9	9
Dismissal	58	57

After referral to the office of the District Attorney and appropriate consultations between the Assistant District Attorney assigned to Operation Midway and the Chief Assistant District Attorney (in the case of a narcotic's offense, the Assistant District Attorney in charge of the narcotic's division) the following 91 recommendations were made to the Court:

	<u>N</u>	<u>%</u>
Felony plea	8	9
Misdemeanor plea	21	23
Violation plea	15	16
Dismissal	47	52

After due deliberation with the Midway staff, District Attorney's office and the defense attorney, the Court took the following action:

	<u>N</u>	<u>%</u>
Felony plea	10	11
Misdeameanor plea	19	21
Violation plea	16	18
Dismissal	46	50

* Data based on total number of clients who had been discharged from Operation Midway, and whose cases have been disposed of by the court.

The evaluators viewed as very positive the fact that in 97.8 percent of the cases recommended for dismissal by the Midway staff there was a positive endorsement from the District Attorney's office. The undersigned also viewed as extremely positive that fact that the Court granted dismissals in 79 percent of these cases. We also view as very positive the fact that there was an 80 percent correlation between the number of felony pleas recommended by the Midway staff and the number of felony dispositions in the Court.

IV. FOLLOW-UP SERVICES

Although Operation Midway currently has no formal system of follow-up services, the defendant is encouraged to seek out his counselor, should a problem arise. Thus enabling the counselor to refer him to an appropriate agency, e.g., family services or vocational guidance. This approach is purposefully designed since the 3 months time immediately following discharge has been provided to test the person's ability to function adequately in society without the support of the Project, structured follow-up services would be self-defeating.

Plans are being considered to have a letter sent to the discharged client (with copy to the attorney) requesting that the client report his present circumstances. The attorney may add his own comments. It is felt this would be a simple yet significant follow-up upon separation from the Project's rehabilitation services. It would let the discharge person feel that those who participated in his positive adjustment are still interested in him. Furthermore, Newsletter Operation Midway could be sent on a regular basis to all former and present participants in the Project. Such continuing communication could explain how Operation Midway relates to their lives and the overall judicial process. Peer group and parental group influence following discharge could very well be utilized without the client having direct contact with Midway yet, availing himself of its advisory service. Such groups could function as a bridge between sudden disengagement from formal rehabilitation and entry into society-at-large, on a normal basis.

V. RELATIONSHIP BETWEEN OPERATION
MIDWAY AND THE PROBATION DEPARTMENT

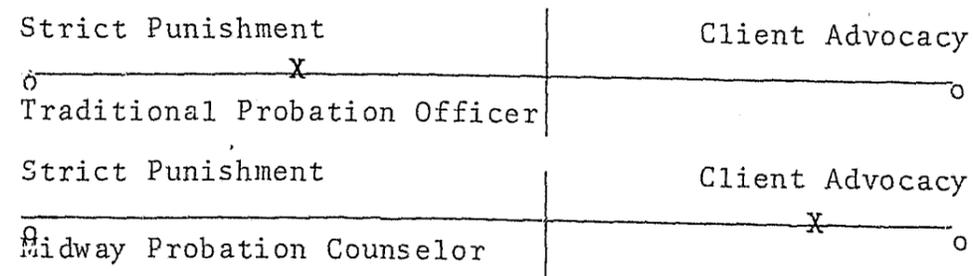
Operation Midway exists within the Research and Staff Development unit of the Nassau County Probation Department. The Project Director assigned to Operation Midway reports to the Director of Research and Staff Development and the Director of Research and Staff Development, in turn, reports directly to the Director of Probation.

Basically the Department is divided in terms of the line operations and the staff operations. Research and Staff Development, which includes the training function, departmental research, and experimental programs, falls under the heading of Staff Operations. The line operations are divided between the Family and Adult Divisions.

The work of the line probation officer differs basically from the work of the Probation Counselor operating out of Midway in that the line officer is concerned with an offender after he has been found guilty of a crime by Court action or has plead guilty to a charge. The Midway Counselor is dealing with a defendant charged with a felony but who has not yet been found guilty.

It is the feeling of the undersigned during the preparation of this report that in order to fulfill our responsibilities we must relate to the informal relationships existing between Midway and line probation. Five specific factors have been segregated for analysis and discussion.

1. Philosophy - after talking with many individuals involved with the Nassau County Probation Department it is our impression that any change(s) in existing philosophy relative to correction techniques will engender a fairly high level of hostility and anxiety. There are some professionals who want change, but there are many who do not. A condition such as this may lead to a certain amount of unrest and discontent. In the Adult Division there is some feeling that in terms of treatment, the harsher you make the punishment the less likely the chances are of the person acting out again in a criminal manner. Whether or not this is the best method of encouraging people to act within the framework of the law is subject to a good deal of debate. Below are presented two scales relative to philosophy of treatment. The range of the scales are from strict punishment to client advocacy. An X is marked on the appropriate scale below where it is believed the traditional probation officers would fall and where it is believed the Midway Probation Counselors would fall*.



* Positions arrived at after discussions with the Midway Staff, and the Deputy Director of Probation (Adult Division) along with the President of P.O.B.A.

With respect to any particular individual, it should be noted that he may fall at any point of the scale. The comparisons made are not peculiar to the Nassau County Probation Department, but rather are characteristic of the field as a whole.

2. Hostility manifested organizationally - we have been made aware through our interviews of the role of the Probation Officers Benevolent Association (P.O.B.A.) and the conflict in correctional philosophy between different sections of the Probation Department. It appears that the leadership along with the vast majority of the members of P.O.B.A. is made up of individuals who have a law enforcement orientation and rather conservative attitudes toward the functions of probation. It is understood that this organizational group is highly critical of change, especially in the direction of innovative projects such as Midway. For the most part, Midway counselors do not participate formally or informally in the activities of P.O.B.A. - they have not been actively sought out for membership in the organization and have not on their own initiative made an attempt to affiliate. We have also been advised that the membership of P.O.B.A. is made up for the most part of those probation officers who are working on the line in the adult division. There is very little active participation among probation officers assigned to the Family Court, again for

reasons relating to a basic difference in correctional philosophy. This philosophical difference reached a peak of polarization during the year 1968-69, when there was a mass resignation from P.O.B.A. by officers assigned to the family court.

3. Hostility toward Director of Research and Staff Development - we have been advised that a good deal of hostility maybe directed toward Midway due to the fact that a rather progressive woman had been appointed to the position of Director of Research and Staff Development (the section of probation that the Midway staff is directly responsible to). In addition to being given total responsibility for the operation of the projects within the Probation Department, this individual developed the research and training unit. In order to allow the training unit to function effectively it was necessary to bring in a number of highly qualified specialists from the outside. These training specialists were not readily accepted by the line probation officers. As the training unit was developed the Director of Research and Staff Development participated in arrangements to send potential specialists back to college to obtain the M.S.W. degree.

CONTINUED

1 OF 3

4. Recruiting from outside Probation - we have found that among the professionals working on the line, there is some degree of resentment relative to the fact that the overwhelming majority of the counselors in Midway were recruited from outside the Nassau County Probation Department. The bulk of the present group of counselors has had no basic experience working on the line, they were unfamiliar with the structure of the Department prior to their joining the Midway staff, and they had not acquired the "law enforcement" philosophy that is evident on the line. In spite of some of these hostile feelings, it is the opinion of the evaluators that these are the very characteristics that make Midway work.

In addition to the hostility displayed outside recruitment, it has also come to our attention that there is a basic resentment on the part of many of the line probation officers due to the fact that in Midway the formal title of the professionals has been changed to Probation Counselor. This resentment has been expressed attitudinally. When discussing the possibility that the project may end at some point due to lack of funds, some professionals working on the line felt that members of the Midway staff could not enter the line because they really were not peace officers.

5. Caseloads - on the line probation officers carry caseloads averaging about 60 probationers. In Midway, the caseload has been maintained at the level of twenty clients per probation counselor. There is indication of a rather strong feeling among certain line probation officers that if they had caseloads as low as the counselors in Operation Midway they would be capable of accomplishing similar results.

After rather lengthy discussions with representatives of adult line probation, it is the opinion of the evaluators that there is a critical need for stronger and more effective lines of communication between those responsible for the Administration of Operation Midway and probation officers assigned to other sections of the department. We have found that there exists procedures, and techniques utilized in Midway among professionals in adult probation.

It should also be noted that there is a strong feeling among the leadership of P.O.B.A. that the "line" is the forgotten area of probation. The leadership feels that the line probation should always have first priority when funding is being discussed. These feelings are reinforced by their notion that projects such as Operation Midway are creating a drain on the financial resources that may become available to the Probation Department. The evaluators have identified a distinct negative attitude represented by such statements as:

"If there have to be projects - utilize the line operation in an attempt to carry them out."

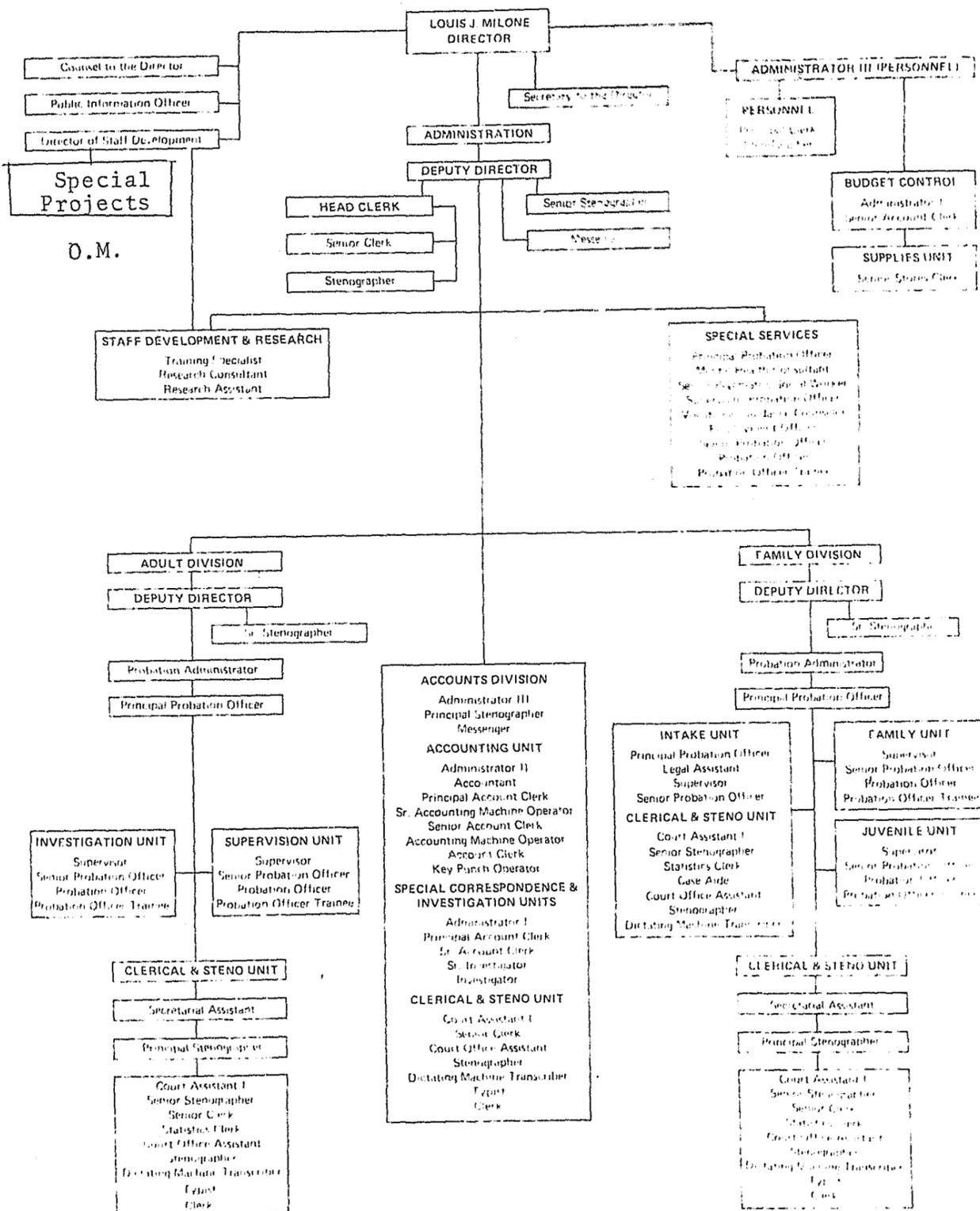
"The Federal Government is being ripped off by the Department of Corrections by sponsoring projects."

"Projects such as Midway may have potential but they must be structured differently - regular line P.O.'s should staff the projects."

"Midway should work - the probation counselors have an opportunity to select their clients."

In light of the apparent success of Midway and the relative negative attitudes on the part of many of the line personnel, the evaluators cannot overemphasize enough the importance of strengthening the channels of communication.

NASSAU COUNTY PROBATION DEPARTMENT ORGANIZATIONAL CHART



VI. STAFF ROLES FOR PROBATION COUNSELORS AND PROBATION OFFICERS

Basically the Operation Midway Counselor is operating as a client advocate in terms of his relationship with the defendant. This staff role is expressed through all of the procedures and techniques that were discussed in Section II of this report. We have concluded after discussions with the Midway administrative staff that they see the basic role and obligation of the traditional Probation Officer as a person who is acting as an arm of the Court and working with an individual who has been found guilty of committing a criminal offense. In addition to their rehabilitative efforts they keep a watchful eye on the probationer and do their best to prevent him from acting out again. They are concerned with the probationer violating the law of the conditions of his probation. It is the collective feeling of the administrative staff of Midway that the Probation Counselor is working with the client, his family, the defense attorney, and the Court - therefore, rather than assume the traditional surveillance of the Probation Officer, he is basically a client advocate.

A most important aspect of the work of the Probation Counselor that was not explored in depth in Section II is the therapy used by means of working through the group. Professor Jerome Tavel, a consultant to Project Operation Midway was primarily responsible for the development of this area, following is the report of Professor Tavel:

STAFF ROLES OF THE LINE PROBATION OFFICER

The adult division of the Nassau County Probation Department is divided into three basic units - (a) the investigation unit (b) the supervision unit, and (c) the narcotics unit.

The investigation unit is staffed by thirty-three investigators who are assigned to the District Court and the County Court. The primary responsibility of the investigators is to prepare a comprehensive pre-sentence report. They are given a period of three to six weeks to make their investigation which must be submitted to the Court a minimum of seventy-two hours prior to sentencing. The pre-sentence report consists of:

1. A complete legal history of the defendant relative to the present case, including a detailed analysis of all Court appearances.
2. A comprehensive report on the defendants previous legal history.
3. Social diagnosis - including an analysis of birth and early development, employment record, military service, family background, religious affiliations and extent of involvement, social habits relating to use of drugs and alcohol, and an analysis of his mental and physical health.
4. A subjective evaluation of all the numbers 1-4.
5. An evaluation relative to whether or not the defendant is suitable for probation.

The Supervision unit is staffed by thirty-four Probation Officers whose primary responsibility is to supervise those individuals who have been placed on probation by the Courts. The caseloads range from sixty-four to eighty-five. The responsibilities of the members of the supervision unit include the following:

1. Preparation of a plan of treatment developed for each probationer. The responsibility for the development of the plan of treatment is shared by the investigating probation officer and the probation officer responsible for supervision.
2. Conferences with the probationer on a weekly or bi-weekly basis for the purpose of lending assistance in the solving of problems. Mandatory monthly home visits are also conducted.
3. Referral of the probationer to outside agencies who may lend assistance leading to the resolution of problems.
4. Process any violation of the conditions of probation.
5. Conduct investigations for any probationer assigned to him who may be accused of committing a new crime. (This consists of a pre-sentence report).

It was emphasized by the administrators we talked with at the Adult Division that in addition to the probation officer being well-trained in relation to his dealings with the probationer, he must also be well versed in terms of his managerial responsibilities. He is dealing with very heavy caseloads and must be capable of dividing his time in a sensible and reasonable manner.

The narcotics unit is responsible for both investigation and supervision relative to those convicted of narcotic offenses who have been assigned to probation. This unit utilizes a format similar to that employed in the investigation and supervision units of the adult probation division.

VII. A COMPARISON OF CLIENTS IN
OPERATION MIDWAY WITH THOSE ON REGULAR PROBATION

The following analysis relative to similarities and differences between clients seen in Operation Midway and those on regular probation is based upon data obtained in extended, focused interviews with a sample of fifty (50) Midway clients and fifty (50) individuals on "regular" or "line" probation. The interview elicited information relative to sociodemographic background of the respondent (age, sex), previous offense record, offense charged, and services provided (or considered deficient). It should be noted that, although every attempt was made to insure representativeness of each of the two samples, the mechanics of contacting respondents and or arranging personal interviews probably resulted in some degree of self selection (and hence bias) in the sample(s).

Inspection of the data relative to caseloads in Operation Midway and "line" probation indicates that Line Probation Officers see more clients than do Midway Counselors (average caseload of Line Probation Officers is 60, compared to an average caseload of 20 for Midway counselors). However, comparisons of comparable data relative to characteristics of offenders on Line Probation and in Operation Midway reveal no significant differences between the populations served by the two programs - a plurality of

individuals within both programs appear to be youthful, white males, charged with offenses related to drugs or crimes against property, from middle-class backgrounds. (For more information compare the data in Tables IA thru IN with the data which follows).

Probation

TABLE VII A

Sample Probation Participants by Age

<u>Age</u>	<u>N</u>	<u>%</u>
16-18	19	38
19-20	15	30
21-22	6	12
23-24	7	14
25-26	3	6

The total research sample of Probation clients (N=50) interviewed, yielded the following data to form a composite picture of the typical probation participant. The majority of participants fell into the 16-18 age bracket (38%) and the 19-20 age bracket (30%) putting the emphasis and concentration upon the adult youthful offender. Only 6% (N=3) fell into the 25-26 age category. For more detailed age data refer to Table VII A.

TABLE VII A (1)

Sample Probation Participants by Sex

<u>Sex</u>	<u>N</u>	<u>%</u>
Male	49	98
Female	1	2

98% (N=49) of probation clients sampled were male. Female clients accounted for only 2% (N=1) of total population sampled.

TABLE VII A (2)

Sex/Race of Probation Participants

<u>Sex/Race</u>	<u>N</u>	<u>%</u>
White Male	45	90
White Female	1	2
Black Male	4	8
Black Female	0	0

The majority of clients sampled were white males (90%,N=45). The only female in the sample is white (2%).

TABLE VII B

Sample Probation Participants by Offense

<u>Offense</u>	<u>N</u>	<u>%</u>
Burglary	12	24
Possession	9	18
Sale/Possession	22	44
Assault	0	0
Criminal Mischief	0	0
Forgery	0	0
Robbery/Larceny	4	8
Resisting Arrest	0	0
Possession of Weapon	1	2
Attempted Assault	0	0
Bribery	0	0
Attempted Burglary	0	0
Criminal Possession/ Stolen Property	2	4

More than half (62%) of the 50 charges fell into the categories: "Sale and Possession of a Dangerous Drug" (44%) of "Possession of a Dangerous Drug" (18%). The second most common offense was burglary, (24%), followed by robbery/larceny (8%). For more detailed information refer to Table VII B.

Respondents Evaluation of Regular Probation: Open-ended questions and more structured questions relative to the respondents' evaluations of Probation Officers and the services they render yielded three major attitude-syndromes. (A) Probation Officers are viewed as important in stimulating personal awareness that a crime has been committed, that the individual is responsible for his criminal action(s), and that there are "reasons" for the criminal action(s). (2) Officers are viewed as authority/parental figures. This appears to result in a reluctance to divulge to the Officer material of a personal or "confidential" nature relative to the motivation for or commission of the offense. (3) Most respondents are unable to articulate services rendered other than those viewed as mandatory (regular visits) or related to surveillance.

Respondents' Evaluations of Operation Midway: Interviews indicate that most respondents "like" and feel that they have a "good", if not personal, relationship with their counsellors. There is substantial trust and confidence in counsellors as "good people to talk to." Referrals to other agencies were seen by clients as among the most important functions performed by Midway staff.

The most frequently mentioned and emphasized facet of Midway is the opportunity it provides for "another chance."

This inducement appears to be one of the most significant (if not the most significant) motivations for enthusiastic participation in the Program. Frequent, regular meetings with counselors is viewed as an important factor in motivating the client to "keep out of trouble."

Summary: The comparison of offenders seen in Operation Midway with offenders in regular probation and the comparison of offender's reactions to the Midway and regular probation programs yields the following conclusions:

- A. The significantly smaller caseload of the Midway counselor contributes significantly to the success of Midway as an alternative to regular probation.
- B. The likelihood that Midway counselors will be seen as advisors rather than as parental/authority figures contributes significantly to the maintenance of a client-relationship which is characterized by confidence and which facilitates communication relative to the motivation for and circumstances surrounding the offense.
and
- C. The general view of Operation Midway as an alternative to regular probation which provides "another chance" is an especially significant inducement to cooperate in and profit from the Program.

VIII ORGANIZATION OF OPERATION MIDWAY

Operation Midway is a special project of the Nassau County Probation Dept. (see Chart I). Since it is an experimental research project it is afforded a PRIMARY line of communication to the Director of Probation through the Director of Research and Staff Development. Because it is a funded project the fiscal administration has direct involvement in the program.

Additionally, for the project to operate at maximum efficiency there must be an on-going relationship with the following units: Administrative Services, Community Relations, The Adult Division and the Family Division.

The rehabilitative approach relies heavily upon various community services which are not part of the formal structure of probation. Specifically, the Departments of Social Services, Educational Services, Drug Abuse, Mental Health and Youth Services.

Last, but certainly not least, for the program to function maximumally there must be ties to the various criminal justice agencies, i.e. Police, Courts, District Attorney's office, etc., since every client in Operation Midway has been indicted on a felony charge and is awaiting final disposition of said charge.

The large inset box of Chart I shows the formal organization of the Midway Project, which consists of: Project Director, Case Supervisors, Court Liaison Officer and Counselors, in their hierarchical positions with lines of communication defined.

Essentially, the two Case Supervisors (each with a six member line unit responsible to them) channel cases through the Court Liaison Person to the Court under the watchful eye of the Project Director, who has ultimate responsibility.

The Defense Attorney is not a member of the Midway staff, but does have a basic functional relationship with Project Personnel especially the line Counselors.

Chart II locates the Midway Counselor's point of entry into the legal sequence (arrest to final disposition) and points out his pivotal relations to various groups, agencies and persons. Outside the immediate project, however, it is the Director of Research and Staff Development of the Probation Dept. who provides the authority which enables the project to function. Her authority is provided by the Director of Probation, the person to whom she reports and the one responsible for the Probation Dept. totally.

The Operation Midway Project Director is then, immediately responsible for this small but very important "social" organization within the Probation Dept., which is an integral part of the Criminal Justice System functioning within the County of Nassau.

The formal structure of the Midway Organization is the system of rules, and objectives defining the tasks, powers and procedures of participants according to an officially approved pattern, as stated in the research design submitted for Phase I of the project, "namely" in the Nassau County Court, the period of time between the arraignment on indictment and the time the accused comes to the attention of the

Probation Dept. varies from several months to sometimes more than a year. Operation Midway is a project which will develop and implement a program whereby the Probation Dept. will intervene as a rehabilitative service close to the arraignment on indictment, that is, as close to the point of crisis as possible.

In other words the objective of the program is rehabilitative crisis intervention for felony offenders, even those who are recidivists.

Specifically, then, the objectives are:

1. to rehabilitate more successfully
2. to reduce Court congestion
3. to eliminate (for some people) the life-long stigma associated with criminal conviction

In addition to the objectives the social structure consists of certain rules, the most important of which being that the objectives must be accomplished within approximately 12 months following a defendants arraignment on an indictment and assignment to a counselor.

The social structure of the project's organization defines the division of labor and powers of the participants. This evidences itself in the following official job descriptions and/or classification of positions by the Nassau County Civil Service Commission.

A. Project Director

Implement all phases of project as directed and as designated.

Confer with Judges and attorneys on development of guidelines for handling of project cases.

Confer with Training and Research Specialist and assist on transmittal of project findings to all other areas of Probation.

Report writing project evaluation and general administration.

B. Probation Counselor Supervisor

Plans, assigns and guides the work of a unit of Probation Counselors in a special project geared to providing in depth social work services to select offenders. Provides guidance and direction to the Probation Counselor in the selection of the offenders for the project and provides in depth supervision to the Counselor providing treatment. Conducts regular case conferences with Probation Counselors for review

of cases, interpreting rules and procedures, and the study and diagnosis which lead to effective planning and implementation of treatment.

Will be responsible for establishing and supervising group therapy utilizing the concepts of reality confrontation, peer group and other group work techniques.

Cooperate with attorneys, police, educational and social agencies, parents and others concerned with probation. Utilizing special community organization techniques, work towards establishing rapport with community groups and social agencies to establish referral sources and procedures.

C. Probation Counselor

GENERAL DUTIES: Under supervision participates as counselor in the development, implementation and evaluation of specific and innovative rehabilitative techniques designed to effectively change or modify the behavior of accused offenders.

Following arraignment after indictment and before prosecution program, provide an individualized rehabilitative service to a limited number of persons between the ages of 16 and 25

who have been charged with the conviction of a felony (excluding homicide as a capital offense). Services will also be given to the families of clients. This individualized program utilizes a wide range of individual group and family counseling techniques. The Counselor will also be responsible for coordinating the services of other institutions and agencies as well as individual specialists where they may be required to meet the client's needs.

Provides liaison with the County Court and the defendant's attorney on all matters relating to the re-socialization of the accused offender.

Assists the administrative staff in the identification and evaluation of experimental techniques. Also assists in the interpretation of these to the regular line Probation operation.

D. Probation Counselor Trainee

GENERAL DUTIES: Under supervision participates as a counselor in the development, implementation and evaluation of specific and inovative rehabilitative techniques designed to effectively change or modify the behavior of accused offenders.

During the first year of employment the candidate will be trained to assume the duties described below:

Following arraignment after indictment and before prosecution program, provide an individualized rehabilitative service to a limited number of persons between the ages of 16 and 25 who have been charged with the conviction of a felony (excluding homicide as a capital offense). Service will also be given to the families of clients. This individualized program may utilize a wide range of individual group and family counseling techniques.

This counselor will also be responsible for coordinating the services of other institutions and agencies as well as individual specialist where they may be required to meet the client's needs.

Provides liaison with the County Court and the defendant's attorney on all matters relating to the re-socialization of the accused offender.

Assists the administrative staff in the identification and evaluation of experimental techniques. Also assists in the interpretation of these to the regular line Probation Officer.

E. Court Liaison Officer (a position defined in discussions between judges and the Midway Staff).

The basic function of the Operation Midway Court Liaison Officer is to be in the Courtroom or Judge's Chambers and to represent Project Operation Midway in all procedures relevant to the Project.

These are described below:

1. While in the Courtroom, the Liaison Officer disseminates printed Project material to attorneys representing defendants who are between the ages of 16 and 25 and are being arraigned on Indictment. The Liaison Officer refers counsel and his client to the Project Director for further information and aid.
2. When a case is referred, the Liaison Officer reviews District Attorney's records to obtain identifying data pertaining to the candidate. More details concerning the charge are obtained as well as the identity of co-defendants. On the basis of this information, an assignment slip is prepared.
3. The Liaison Officer checks County Court Clerk records to obtain up-to-date bail status and arraignment proceedings which may not be contained in District Attorney's files. Any new or pending Indictments not disclosed by the candidate are also noted.
4. The Liaison Officer confers with the Project Director and Case Supervisors to discuss each motion in detail as to whether

or not the motion should be assigned for preliminary investigation. For example, if Steps "2" or "3" above show that the offense is very grave and the candidate has a previous record, the motion may be summarily rejected for consideration.

5. The Liaison Officer supervises the Stenographer in the preparation, typing and submittal of appropriate assignment slips, disposition slips, etc. to the Operation Midway staff as well as the Legal Probation Statistical Unit.
6. The Liaison Officer coordinates the receipt of all memoranda and other reports from Case Supervisors in accordance with a weekly prescribed schedule. He informs the Supervisors when such reports are being requested by the Court.
7. The Liaison Officer prepares a weekly calendar for the use of the Operation Midway staff. The calendar is submitted to the County Court Clerk for official scheduling of Operation Midway matters on the motion or conference calendars. The Liaison Officer also confers with Case Supervisors con-

cerning corrections, omissions and adjournment of cases.

8. The Liaison Officer confers with the Legal Secretary to the Administrative Judge each morning prior to the opening of Court session to review and discuss Project recommendations.
He confers with the Legal Secretary after the Judge leaves the Bench to review and discuss directives of the Court on Operation Midway matters as well as dispositions.
9. The Liaison Officer maintains records of daily court activity, noting activity on each calendared case. These daily court activity sheets are kept in a file which can be used as a reference for any questions pertaining to the Court activity of any Operation Midway Cases.
10. The Liaison Officer represents Operation Midway at all disposition conferences. He makes the decision whether or not the Project Director should be involved in this conference.
11. The Liaison Officer confers with the Project Director on a daily basis, at which time each case on the calendar is reviewed. At that time, the Liaison Officer brings to the attention of the Project Director any problems which have arisen during that day.

The chain of command from line up is: counselor confers with his case supervisor who checks with the Court Liaison Officer concerning the Court calendar and confers with the Project Director on the development of the case. The Court Liaison Officer represents the counselor supervisor in Court relative to the defense attorney, the District Attorney and the Judge. In this sense Court Liaison is a position above counselor but, subordinate to the case supervisors and Project Director.

The utilization of community resources occurs through the Probation Department units such as Adult Division and Family Division. Formally, the counselor contacts the various consultants in the Probation Department such as in education, vocational guidance, psychiatric and mental health. These consultants refer the client to the appropriate community agency, as identified on the left side of Chart I. The counselor has the responsibility to see that his client has utilized a particular service and must obtain an evaluation or result report from the consultant and agency.

Often forgotten, but most important is the training specialist under the Director of Research and Staff Development who provides the educational programs for the development of skills effective in the functioning of the Midway Staff. A brief look at his job responsibilities is essential. They include as specified by the Nassau County Service Commission:

Administration Planning, Development and Coordination of Training and Staff Development Program for professional personnel within the agency, which includes:

Orientation of new probation officer trainees,
In-Service courses for all probation officers,
Seminars for supervisors and administrators,
Graduate social work student unit,
Special seminars as needed and directed by the Training and Research Specialist for the Director of Probation, which involves:

Conferences and planning, development and implementation as well as review and follow-up with the other training specialists who carry out training programs and supervisions of Probation Officer trainees.

Various other assignments as directed by the Director of Probation

Assist the Training and Research Specialist in the overall administration and development of research programs and special research projects, and grant programs with the agency. These include:

Developing, planning and writing of grant proposals; implementations on evaluation and consultation sessions with project directors and project staff and research consultant, as well as periodic conference relative to the handling of special problems.

Activities related to such projects as:

Drug Abuse in Suburbia Study - 5 year study

Operation Midway Project

Probation Aides Project

Halfway House Project

Drug, Education, Diagnostic and Treatment

(Planning Grant Proposal - completed)

Establishing and maintaining positive working relationships with colleges and universities, especially schools of social work, criminal justice and other behavioral science programs, as well as with the health, education and welfare agencies, private and public, in the county, state, other states and federal.

Developing, implementing and maintaining agency scholarships program, encouraging the professional staff to seek further education through a variety of specially funded projects, especially through the Law Enforcement Assistance Administration Program (L.E.A.A.), and state, county and departmental programs.

Continuous review of literature activities developments in the field of corrections, probation, criminal justice, social work, all the behavioral sciences and management. Includes attending various institutes, conference and workshops, and making visits to various agencies especially concerning programs and innovations in the area of staff development and training, probation and criminal justice administration.

Having identified the official roles of various personnel in the Midway Project, their functional relations can be sequentially described. The defense attorney files a motion asking that his client be accepted into Operation Midway. The District Attorney's files are checked by the Project's Liaison Officer for objective legal data to assess the defendant's eligibility and the case is then conferenced with the Project Director. A counselor does a preliminary investigation for Operation Midway which, after

a case conference, provides the basis for the recommendation to the Court that the defendant may or may not benefit from its program. The Judge either rejects the defense attorney's motion or places his client in Operation Midway whereupon the Project Director gives the case to a Case Supervisor, for assignment to a specific counselor. Which counselor receives the case depends on the relative number of clients each counselor has and the fit between the type of client and the personal qualifications of available counselors. Sometime, the case supervisor reassigns a case because a counselor feels less comfortable with a particular client than another counselor may.

Informally, counselors work out case assignments although officially the case supervisor has full authority to distribute work-loads as he deems appropriate. Also, the Project Director officially accepts a case and gives it to the case supervisor, yet this is only nominally true because the Court Liaison officer works directly with supervisors while informing the Project Director of his action.

Such informal arrangements do not result in competition or feelings of usurped authority because of the enthusiasm and concern of the Staff. The cooperation of the Staff one with another, facilitates the functioning of this unique approach. In other words, the logic of sentiment sustains the operation despite a feeling of uncertainty concerning its status. For example, a probation counselor

does not have the civil service job security of a Probation Officer and, the continued funding of the Project is currently under consideration. This leads to a feeling of insecurity on the part of the Midway staff which is counteracted by their strong psychosocial and professional support of each other.

Not only have ten members of the Midway Operation successfully passed the Probation Officer's test but they have encouraged the other counselors to pursue their interest in meeting this qualification. As a result all untested counselors have taken the most recent Probation Officer's test and are awaiting the results.

The staff includes personnel with varied professional backgrounds and personal contacts that are shared and utilized informally to expedite specific problems for clients. The informal system makes it possible for Midway personnel to cut through a considerable amount of bureaucratic red tape. A few illustrations may clarify this point: 1) One counselor knows someone in the Nassau County Narcotics Addiction Control Commission which sometimes facilitates getting a client into a drug rehabilitation program quickly. In a crisis situation, such as detoxification normal procedural rules of the Probation Department are disregarded to

facilitate immediate service. In other words, in the case just noted, consultation with the appropriate department in probation was by-passed. 2) Three counselors have had complete, formal training in theology and work experience in religious institutions. 3) The Project Director and the two case supervisors have had collectively eleven years, part-time experience with different mental health clinics and shelter homes in Nassau County. 4) One counselor was the Head Resident Counselor of dormitories at Fairfield College, Conn. 5) Another had eleven years individual and group counseling experience and, two had four years each of similar experience in different community service agencies. 6) Another counselor has a personal contact in the New York City Division for Youth that helped all counselors in locating clients in drug placement homes in upstate New York. 7) Four counselors have had from two to four years of teaching experience and contacts in BOCES and colleges. Informally the Midway personnel tell one another of their contacts which then become available to all. Job placement and acceptance into high schools, colleges, and professional schools becomes much easier because of the varied background of Midway personnel and their spirit of cooperation rather than competition or conflict in carrying out their assigned tasks.

Through informal channels the Midway Staff has personal contacts in many of the following services which have been used recently:

Community Mental Health Clinics
Private Psychiatrists
Methadone Maintenance Clinics
Psychiatric Hospitals
Long Island Council on Alcoholism
Nassau Drug Abuse Commission
Department of Social Services of Nassau County
Adelphi Speech and Hearing Clinic
Synanon (California)
Daytop Village
Samaritan House
Inwood House
Topic House
Elmont Narcotics Guidance Council
Weight Watchers
New York State Unemployment
Board of Cooperative Educational Services
Economic Opportunity Commission
Nassau Manpower Employment Task Force
Federal Employment Emergency
Office of Vocational Rehabilitation
Job Corps
TEMPO (temporary employment)

Of these the most frequently used public and private community referral agencies are community health clinics, BOCES - special education classes, job placement agencies -

New York State Employment Agency, the Office of Economic Opportunity, and drug abuse clinics especially Meadowbrook Hospital.

The key personnel - Project Director, two Case Supervisors, and Court Liaison were from the Regular Probation Staff and moved over to the Midway Operation. Furthermore, they have built up personal contacts within the Probation Department through long years of service. This facilitates understanding and the resolution of day-to-day administrative problems. For example, the Project Director came from the Adult Division with which Midway has frequent contact and had had ten years experience in the Nassau County Probation Department. A problem arose in the transferral of urine samples since they are routed through the Adult Division and kept in its refrigerator. In the beginning someone from the Adult Division brought the samples to Midway. When it became bothersome to this unit the Project Director discussed the matter with the Director of the Adult Division and assigned a Midway counselor to the task of getting the samples from the Adult Division. Close contact between these two operations also occurs because the Midway Project handles re-arrest cases, the files for which are in the Adult Division. Midway protects the confidentiality of its client reports but, when a defendant has been discharged as unimproved and convicted, the Adult Division usually assumes responsibility for the case. Therefore, Midway files are made available to the Adult Division.

Likewise, Midway personnel may pick up a case known to regular probation and review the probation officer's folder or Family Court reports. Informal rapport also exists because one case supervisor came from the Family Unit - marital counseling and another from the NARCO Unit of regular probation. Both of these background connections are extremely important for the type of client dealt with by Midway. Finally, the Court Liaison Officer was a Senior Probation Officer in the regular adult line unit before coming to Midway.

Important as these informal links are with regular probation they are too few and relatively insignificant. This became evident in interviews with regular probation supervisors and probation officers. Informal relations in regular probation and role conceptions of probation counselors, influence the social organization of Operation Midway more than the few personal contacts previously noted.

As part of this evaluation interviews were conducted with the two supervisors and Project Director as a group, and individually, and the probation counselors in groups privately. The same procedure was employed with regular probation workers. Seven supervisors and seventeen of the twenty-five probation officers who had cases in the control group for the Midway Study were also interviewed.

Operation Midway Personnel were notably cohesive whereas the regular probation personnel were polarized as indicated by the way ideas and feelings were interchanged from one to another by a sense of participation in a common goal and method, by group-oriented activities and loyalty, and by a feeling of personal satisfaction with what one was doing.

a. Interchange of Ideas and Feelings

In group discussions Midway Personnel asked each other how they felt about their work, the criteria they employed and the way they saw their role. In contrast, with traditional probation, two people dominated the group interview, namely; the so-called "chief" and "commander." No member challenged the spokesmen nor did the most vocal members raise questions in the group. Rather, the leaders assumed they had the answers and acted very authoritatively. This necessitated private interviews which were requested by the "silent members." In contrast, difference of opinion was not only tolerated but encouraged in Midway group discussions.

b. Midway Personnel had no doubt that they had the same goal, rehabilitation, and employed the same approach, counseling. Regular probation officers split on goal-orientation and method, witness the following:

- 1) Protection of the community through violating the offender thereby facilitating a readjustment in his behavior. They urged diligent checks to see that the offender kept the Conditions of Probation.
- 2) Help the individual towards rehabilitation by...advising him of the jeopardy he is placing himself in by skirting or violating the Conditions of Probation.
- c) Group Oriented activities and loyalty.
Whereas the Midway Personnel assisted each other, but rather committed to making the Project work, regular probation revealed fragmental, almost cross-purpose actions that raised serious doubts as to the personal commitment of members to the group.
- d) Job-satisfaction
The last indicator of cohesion in the Midway Project was the personal pride taken in work performed and in the concept of the innovative approach. Regular probation workers divided into two groups:
 - 1) Those frustrated in trying to do a job that neither the Courts nor society appreciated.
 - 2) Those who felt satisfied in quietly working with probationers in terms of their own flexible interpretation of the Conditions of Probation.

The solidarity of Midway Personnel irritated the community protectionist in regular probation, but led some strong counselor oriented regulars to hope for an opportunity to move over. Midway Personnel were unable to identify clearly those who were sympathetic with their approach. As a result new informal relations between Midway and regular probation were limited and ineffective.

Because solutions to problems not anticipated by the research design were not worked out informally, specific recommendations have been made in the final section of this evaluation.

Operation Midway must seek out those in regular probation with whom they can work most effectively, and open its doors to newcomers in its attempt to gain increased acceptance. Of the seventeen regular probation officers interviewed all knew about Midway and all but two claimed personal contact with Midway Personnel. With respect to "knowledge of" the range was from "its a mystery" to "I have seen them motivate clients." As to contact, some conferenced cases with Midway counselors, some had worked with its supervisors and the Project Director, and others knew particular counselors on a personal basis.

The basic problem in the social organization of the Midway Project resolves around a clarification of role definition. How does the counselor see his role? How does

the officer visualize the work of the counselor? In open, free-flowing discussions about these questions must be explored to facilitate smooth operation of the Midway Project in the Probation Department.

We can point to a few "hot buttons"* and questions of counselors and officers that demand in-depth analysis through face-to-face meetings:

1. Client - one who solicits services voluntarily.
Question: What place does "client" have in probation?
2. Authority structure of policy and procedure.
Question: In what sense is one's work an arm of the Court?
3. Semantics - titles related to what is.
Questions: Is counselor or officer a better title for work done? Does advocate or protection of society best describe the role of a probation worker?
4. Flexibility - ability to vary reactions
Question: How flexible is the social organization of the Criminal Justice System? How flexible can a person be in playing a role in the Criminal Justice System? How flexible are the Conditions of Probation?

* "Hot buttons" - questions that cause reactions.

5. Multiple Roles - a role in its relationship to other roles.
Question: How many roles can a probation worker identify with?
How many different roles can one person play?
6. Group Dynamics - acting as a catalyst in interpersonal relations.
Question: How does a probation worker utilize this technique?
7. Counseling - advising, explaining, directing.
Question: How significant is counseling in probation work?
8. Priorities - needs that must be met in an order of importance.
Question: How important is preventative work in probation?
9. Leniency - losing a restriction.
Question: How does discharge from Operation Midway differ from Relief from Pathology in regular probation?

That discussion of such items would facilitate the "jelling" of the Midway Social Organization is suggested by the following specific insights from interviews with counselors and officers, clarification could provide a common understanding of their role performance.

- a) For a technical violation of the conditions of probation, one must look at the merits and strengths in a person and not immediately violate them.
- b) In jail, three probation officers are in regular attendance for counseling purposes, among other things.
- c) "Raids" and dealing with violations of probation represent a small percentage of probation work.
- d) Investigation of an arrested person may lead to the discovery of another person in need of probation.
- e) Chit-Chat and small talk is functional in working with an offender.
- f) An internal departmental report of a probation officer may never be given to the Court. It may contain a violation of conditions of probation.
- g) A raid - the execution of a probation warrant - must be carried out because the responsibility has been given by law, namely, a probation officer is a peace officer.

- h) To violate a person on probation can mean many things:
 - 1) you have given up on him
 - 2) you want to get rid of him
 - 3) you want to facilitate his rehabilitation
 - 4) you want to shake him up and make him aware of his condition

A discussion between Midway Personnel and regular probation officers of "hot-button" issues and possible points of common understanding would facilitate informal relations within the Project, as it relates to the social organization of the Probation Department. The cohesiveness of this experimental group contributes to its functioning, but, the same solidarity inhibits broader, more functional relations with the entire department. This dilemma may be resolved by the creation of a new position, namely, Coordinator of Professional Services, who would report directly to the Director of Research and Staff Development. One function of such a position would be to organize and integrate formal and informal "airing" of the various role-players' self-concepts of their roles.

The Director of Research and Staff Development has held such informal meetings in the office and at home but, exclusively for those involved in the Midway Program. They have been effective to some extent by leading to the development of the Client Advisory Committee, Parent Groups, and exploration of the attorney's role in Midway. Its reach has been limited, despite an open-door policy because regular probation personnel feel defen-

sive relative to what they call the "vested interest group of innovators" and "do-gooders with a social work orientation." Hence, they do not take advantage of this opportunity for free flow of information and interchange of ideas. Furthermore, the fact that the Midway Project and the Office of the Director of Research and Staff Development are located one building while most of the Probation Department is officed in another may inhibit interaction.

Serious gaps and misunderstandings, especially about the Midway Program exist, in part, because the Director of Probation has been ill during the past six months. Furthermore, lines of communication are not too clear since no formal procedures' manual for entry into the Probation Department has been written (although this is anticipated within the next nine months). As a result some vagueness prevails concerning the procedure for entrance into Operation Midway.

Although the specialist in charge of training for probation officers and probation counselors is well qualified to carry out his function, many of the probation personnel do not understand the function of training. The principal training specialist has been with the Nassau County Probation Department for eleven years, five years of which have been in staff development. As a graduate of the Crime Instructor Training Program, N.Y. Civil Service Commission, possessing an M.S.W. Degree and training in the Psychiatric Clinic of the Department of Social Ser-

vices for neglected children and, a member of the American Society for Training and Development. He is adequately equipped to direct training. The problem is one of communication namely, that the probation personnel have the instrument but do not know how to use it. Channels of communication for utilization of training are blocked. Somehow, the personnel must come to relate needs of the worker to program needs on the basis of job performance and available training sessions. Training must be tailored to individual, independent study concerning the individual's motivation to learn. This is particularly applicable to the training of probation counselors which requires sophisticated knowledge of group dynamics and therapy, client advocacy and probation as a diversionary approach. Although sections of the formal training of a probation counselor touch on this, it has not been discussed or explained in sessions involving Midway Personnel and Regular Probation Personnel. The role of Coordinator of Professional Services could resolve such functional conflict.

A second recommendation pertains more directly to the social organization of Operation Midway. Staff conferences, where the Project Director, Supervisors, counselors and related consultants or their representatives participate in team conferences should be instituted - especially as the Project expands. This provides a broader base of experts participating in setting treatment goals and in evaluation of movement towards objectives. The informal sharing of information will become increasingly difficult as the number of counselors in-

creases. Furthermore, staff conferences preclude the possibility of one person determining by "gut" feeling that a defendant is ready for discharge. It expands the number of options available to counselor and reduces the possibility of client "conning." The projects success or failure than rests on a therapeutic team approach rather than the personality of the counselor.

IX RECRUITING OF STAFF

In an experimental project such as Operation Midway, staffing is a most sensitive area, which, must by necessity be properly controlled. Because of the client advocacy nature of the project, individuals were sought who were not only well trained but, in addition, were oriented toward a progressive philosophy of corrections. Even though the role of the staff is substantially different in Operation Midway as compared to traditional probation (as cited in Section II and VI of this report), during Phase I of the project the line workers retained the title of Probation Officer. At the beginning of Phase II of Midway, it was felt that given the high level of intensive rehabilitative contact between staff and client - the title Probation Counselor would be more appropriate. The title was changed.

It was learned during interviews with the Director of Research and Staff Development, the Project Director, and the Case Supervisors that although no formal procedure had been established for the selection of Counselors, a number of variables were taken into account during the recruiting stages. Among the considerations were the following:

1. As applicants applied to the Probation Department for staff positions, the Director along with his Deputies would separate those individuals whom they felt would work especially well in the Midway Project.

2. Applicants were sought who had prior experience counseling people who had problems; not necessarily problems dealing with probation or unlawful behavior. As a result of this screening, three ex-members of the clergy were identified as potential Midway staff workers and eventually offered positions and retained. Among this group was an ex-priest who also spoke Spanish. This individual was considered to be an especially good addition to the Midway staff.
3. Because of difficulties that may develop relative to identification, it was recognized that it would be beneficial to have at least one Black counselor on the Midway staff. During the course of the Project two Black counselors have been hired to work with both White and Black clients.
4. All of the probation counselors assigned to Midway initially applied for positions with the Probation Department. Some of the counselors applied with the specific intention of working with Operation Midway Clients.
5. A number of the probation counselors had not taken the civil service examinations for the position of Probation Officer prior to their appointment in Midway. (Since Midway is a funded Project, the completion of the examinations was not a necessary condition for

- employment). At this time however all counselors have completed the examination. For those whose test have been scored, all have passed.
6. Of the twelve counselors assigned to Midway, seven have Probation Officers status with the department in addition to their counselor titles. (This means that they are either probationary or permanent members of the Probation Department).
 7. As a requirement for entrance into the department, all professional staff must hold either the B.A. or B.S. degree with a college major in the social or behavioral sciences. All Midway counselors meet this requirement. Two counselors have Masters degrees and six are pursuing the Masters degree.
 8. Only those candidates are accepted as staff members in Midway who share a philosophy of constructive rehabilitation. The potential counselor must be receptive to the idea of experimenting with innovative techniques and demonstrate the ability to adjust to new and different treatment situations.

During Phase II of Operation Midway, Case Supervisors were added to the staff in order to strengthen the organizational structure and add a new dimension of professionalism to the project. We were advised by the Director of Research and Staff Development that among the qualifications considered during the selection of the supervisors were the following:

1. Professionals who had prior experience with the Nassau County Probation Department and had considerable knowledge relative to the organization of the department.
2. Professionals who had been trained in social work and treatment techniques and had earned the M.S.W. degree. From this category there were a number of potential candidates within the department who met this need.
3. The personal characteristics of the potential Case Supervisor were most important. The Director of Research and Staff Development was concerned primarily with the following traits:
 - a. How the candidate viewed himself and his job.
 - b. did he have the ability to motivate other people.
 - c. was he willing to try new ideas which might or might not work.
 - d. was the candidate flexible.
 - e. could the candidate be honest in his dealings with the Midway staff and engage in a real exchange of opinions.

From this list of rather stringent requirements, two Case Supervisors were selected. All indications suggest that they are both doing a superb job.

X. THE STAFF OF OPERATION MIDWAY

Extended interviews were conducted with Operation Midway staff, eliciting information relative to personal, educational and occupational background, and attitudinal orientation. Tables X A through X D summarize the backgrounds of Midway counselors.

Operation Midway's twelve (12) man staff is composed of nine (9) white males, two (2) white females, and one (1) black male.

Eight (8) of these individuals are in their early 30's, three (3) are in their early 50's, and one individual is in his early 20's.

Most of the Midway counselors have a Master's degree and all have at least a Bachelor's degree.

The occupational background of counselors includes: priesthood, social work, education, counselling, and line probation (2). All counselors appear to come from distinctly middle socio-economic class backgrounds.

Midway Counselors

TABLE X A

Midway Counselors by Age

<u>Age</u>	<u>N</u>	<u>%</u>
20-29	1	8
30-39	8	67
40-49	0	0
50-up	3	25

The majority of counselors sampled fall into the 30-39 age bracket. (67%) 25% (N=3) is 50 years and older.

TABLE X B

Midway Counselors by Sex

<u>Sex</u>	<u>N</u>	<u>%</u>
Female	2	17
Male	10	83

83% of Midway counselors are male due to a caseload of 150 males (86%). (It should be noted that male counselors are assigned only male clients; whereas female counselors are assigned both male and female clients.

TABLE X C

Midway Counselors by Race

<u>Race</u>	<u>N</u>	<u>%</u>
White	11	92
Black	1	8

The majority of the Midway counselors are predominately white (92%). Only 1 counselor (8%) is black.

In terms of attitudinal orientation, the following factors emerge from the interviews as especially significant:

- A. A client orientation: characterized by considerable personal concern and empathy for the offender and his predicament, and by an attempt to understand from a non-judgemental perspective the personal and situational factors bearing on the case.
- B. A family orientation: characterized by a propensity to view the client's familial background as important to an understanding of his problem, and by an inclination to work with and help the family/peers of the client.
- C. A collegial orientation: characterized by considerable personal regard for fellow counselors, and by a high degree of cooperative functioning among the counseling staff.

Counselor's Evaluations of Operation Midway

A content analysis of interviews conducted with counselors in Operation Midway elicited the following information, which appears to be representative of Midway staff consensus:

1. There is considerable satisfaction with the procedure of cases being assigned by Supervisors or by the Project Director if there are extenuating circumstances as well as with the opportunity to discuss the assignment of cases.
2. Workshops/in-service training programs are regularly conducted at which attendance is mandatory for both Midway and Line Probation personnel - there is mixed reaction to these activities as to their estimated effectiveness because they were viewed by counselors as nonrelevant.
3. Midway is seen by counselors to differ from regular probation in terms of: (a) allowing considerably more time to be devoted personally to each client; (b) providing more opportunity to involve the family in the rehabilitative process; (c) facilitating the use of small group work within the context of which clients with similar problems can help one another; and (d) not being constrained by what are given to be certain rules and operating procedures of regular probation which may interfere with the rehabilitative process.

4. Several services are deemed especially important to the counselors role and function: (a) providing an opportunity for clients to candidly discuss problems and to receive helpful advice; (b) providing an objective and non-judgemental atmosphere within which (can take place; (c) providing assistance in the areas of job placement and school problems; and (d) assisting in economic problems, i.e., helping set up budgets for clients who live alone and are self-supporting.

5. Certain conditions are seen as detrimental to or interfering with the treatment process: (a) mental health consultations and similar processes are viewed as inefficient; (b) the testing and reporting processes involved in vocational guidance and job placement are considered too time consuming; (c) the placement counselor is viewed as superfluous by some Midway counselors.

6. There is considerable satisfaction and agreement with the philosophy and organization of Operation Midway - especially insofar as Midway minimizes the stigma of a felony conviction.

and

7. Counselors are apprehensive or concerned about: (a) the future of Operation Midway - the possibility of increased caseloads and less per/client time; and the possibility that incorporation into regular probation with minimize the uniqueness of the Program and dilute its effectiveness.

(b) perceived hostility from regular probation.

(c) the perception that the Midway hierarchy, the Courts and the District Attorney's Office is often uncertain of operating procedures because of the changing nature of the rules governing Program operation(s).

(d) the tendency for counselors to confuse their role(s) with that of the attorney, e.g., become involved in plea bargaining, etc. - it is felt that the role(s) of the attorney should be more clearly delineated so as to obviate this possibility, and it is additionally felt that the attorney should sustain contact with counselors subsequent to the client's acceptance into Midway to a greater extent than is done at present.

(e) faulty communications network among the Courts, the District Attorney and Operation Midway. It is difficult at times for Midway counselors to communicate directly with the District Attorney and (or) the Judge.

The Characteristics of Line Probation Officers

Tables XE through XG summarize the background characteristics of Line Probation Officers. Gross background characteristics appear to be less important in distinguishing Probation Officers from Midway counselors than do the professional attitudinal orientations of the two groups. Differences in attitudinal orientations between the two groups appears to be related to the occupational group with which each identifies. Line Probation officers appear less likely to identify with social work professionals, and they tend to manifest a less empathetic/understanding, therapeutic informal orientation, focusing more on the "offender and the offense" than on the social and familial milieu of the "client".

TABLE X E
Line Probation Officers by Age

<u>Age</u>	<u>N</u>	<u>%</u>
23-24	3	4
25-26	17	25
27-28	11	16
29-30	16	23
31-32	3	4
33-34	3	4
35-36	2	3
37-38	2	3
39-40	1	1
41-43	0	0
44-45	2	3
46-47	3	4
48-49	2	3
50-59	1	1
60-62	3	4

The majority of Line Probation Officer's sampled fall into the 25-30 age bracket (64%). There is a wide range between the ages 30-62 years.

TABLE X F

Line Probation Officers by Sex

<u>Sex</u>	<u>N</u>	<u>%</u>
Female	8	12
Male	61	88

The majority of Line Probation Officers are male (88%).

TABLE X G

Line Probation Officers by Race

<u>Race</u>	<u>N</u>	<u>%</u>
White	68	99
Black	1	1

TABLE X H

Line Probation Officers by Education

<u>Education</u>	<u>N</u>	<u>%</u>
BA/BS	55	82
BA +	9	13
MA	3	4
LLB	1	1

All Line Probation Officers have at least a BS/BA. Thirteen have advanced education or graduate degrees.

XI. TRAINING OF PROBATION COUNSELORS

The Nassau County Probation Department requires all persons hired as probation officers and/or counselors to participate in pre-service and in-service training programs.

Usually, after a candidate has successfully passed the entrance exam and is selected from the Civil Service list, said candidate initiates his employment with the department in a formalized three month training program. (The schedule for this program as it was conducted from February through May, 1972 is appended to this section of the report).

This pre-service training consists of an orientation to the department and the Criminal Justice System as a whole, as well as on-the-job training. The on-the-job component is an individualized method conducted in tutorial fashion by a case supervisor who is highly experienced as a line probation officer.

In addition to the above, all probation officers and/a counselor must take seminar and in-service training courses which the department offers during the year.

The entrance requirement to take the Civil Service exam for Probation Officer Trainee is at least a Bachelor's level degree in Social Work or a related field. To enter as a probation officer or counselor the educational requirement is

raised to a Masters level degree in Social Work or a related field; or a Bachelor's degree and two years of experience as a probation officer, counselor or in some related area.

All of the probation counselors in Project Operation Midway met the above stated requirements, and have gone through the three month pre-service training program. During this time each was assigned a caseload of two or more, and did pre-sentence investigations under careful supervision; after which they moved into line units for a period of approximately twenty-one months while their caseloads increased to normal size.

Those probation officers selected for Operation Midway receive additional special training in group techniques, arrangements are made for them to attend case conferences and participate in seminars in psychiatric social work conducted within the department.

The quality which significantly distinguishes the probation counselor from the probation officer is attitude toward the offender.

The probation counselor tends to view the offender as a person with a problem, in need of help, and, rehabilitation. The probation officer sees the offender as a criminal who they must attempt to rehabilitate. Although these are generalized statements, they seem to be borne out in interviews with members of both categories at the Nassau County Probation Department.

Ideally, the combination of traditional probation training and a personal philosophy of rehabilitation rather than penalization, represent the foundation of what should lead the candidate toward becoming a successful probation counselor. However, this can only occur if client advocacy theory is introduced to the trainee during his formal training period.

Operation Midway is a diversionary project concerned with insuring that the alleged offender does not further involve himself in deviant activity. The probation officer who can view himself as the agent of change and function effectively in this role has, even if indirectly, been exposed to probation counselor training.

The more mature probation counselor, those with previous professional counseling experience, seem totally aware of client advocacy in relation to the offender and the rehabilitation process. Irrespective of previous experience, they take the regular three month orientation program and subsequent in-service training arranged for all probation counselors.

This training includes courses in Human Growth and Behavior, Community Resources and law conducted two hours per week for a twelve week period. In addition to this all probation counselors also participate in the continuing training program that explains new policies and procedures in the criminal justice system, especially those specifically related to Nassau County.

Programs designed to cover any in-service material usually take place two hours per day, one day per week for 8 weeks. In any event the training is tailored to meet the needs of the individual and are often based upon an on-the-job performance evaluation of the counselor. For example, a probation officer from San Francisco, California, who comes to Nassau County may become a probation counselor by taking one month of formal training here during which time he will learn the rules, regulations and routines of the Nassau County Probation Department, as well as familiarizing himself with specific legal jargon such as that used by the Family Court - which is a New York State phenomenon.

An important concomitant of the formalized theoretical and on-the-job training program is the peer group relationship with 15 or 20 well trained probation counselors. This is not to deemphasize how effectively individual guidance from a supervisor can prepare a new counselor. However, optionally one or two candidates should be the maximum number being processed at any one time.

If there is a risk in employing probation counselors with limited training and probation experience it is, to a large degree, mitigated by the Midway peer group influence and the maturity, professional counseling experience and strong motivation to learn and succeed, which is usually, demonstrated by the probation counselor candidate.

A prospective probation counselor may well have mastered the techniques of behavior modification. He must now, however, learn how to apply these techniques to the criminally involved - as is the case with one counselor currently working in the Operation Midway Project. Another project counselor with short term formal probation training is non-the-less successful thanks to peer group support and his own previous experience in street-work which enables him to relate well with clients.

Generally, the Midway staff views the training program for probation counselors positively. Certain of these were probation officers who moved into Operation Midway and became probation counselors (a title created by the Nassau County Civil Service Commission specifically for Operation Midway). These people felt that on-the-job training was most important whereas the procedural sessions of the formal probation training program were really not that pertinent to counseling. These were the same persons who emphasized the resocialization function of probation work and felt heavy responsibility when doing a pre-sentence investigation, which they were rarely expected to do as probation counselors. Additionally, they expressed a willingness to assist any new counselor in "learning the job." Reciprocally, the non-probation officer counselor who had come to Midway most recently felt confident in doing his job yet, was aware of the need for guidance from his supervisor. Interestingly, another counselor of the same type, but who had been in the Midway project for several months, reflected more self-assurance

However, the danger of institutionalization exists in formulating a training program for probation counselors before there has been sufficient experimentation with different approaches. Hence, its very flexibility and variability may well be viewed as vital in terms of achievement of the goals of the project.

Ideally, there should be an integration of the training program of the probation officers with the practices of the probation counselors. However, because of the changing quality of the practices, as the counselor gains experience, this may be easier said than done. For instance, as confidence in the operation grows, as a result of increased professional and community support, it may be feasible for the project to start accepting defendants initially considered unimprovable. And the low number of non-whites in Operation Midway may indicate a lack of properly preparing the counselor to understand the black family and the language of the black community, resulting in a need to reevaluate the kinds of clients being accepted into the program and the kind being rejected - and the reasons. It should also be pointed out that few black defendants made motions to enter Midway.

The contrasting role conception of the probation officers as compared to the probation counselors seems to point to a need for specialized training for the counselors. The Probation Counselor perceives his role as client-oriented, individualized, social work in nature and heavily dependant upon counseling. Whereas the probation officer views himself as a peace officer, an arm of the court and a protector of the community - who may or may not use counseling.

The Probation Counselor, further, feels that his role requires him to be an objective third party who will encourage and assist his client to effect a life-style change. The counselor endeavors to accomplish this by helping the client set goals for himself and by informing the client of available services which may meet his specific needs.

All counselors seem to be interested in their client as "people" not cases. Thereby, developing relationships which are both professional and personal - in meeting the needs of the clients. Some of the counselors see themselves as "father figures," while others consider themselves "sounding boards." All, though, are committed to serving their client's needs with dignity and humanity.

Prior to delineating the multiple aspects of the counselors role as seen by themselves, special mention should be made of the shifting ad hoc character of the role. This means that each counselor felt obligated to maintain flexibility in the sense of changing according to the development of the client and adjusting to the type of defendant to whom he is assigned. Apparently, much depends upon the age differential between client and counselor.

Although never claiming the prerogatives of other professionals, the counselors do see themselves as performing certain functions of related professions. For instance, they recognize doing certain portions of the legal work although they are not lawyers, and identifying client pathology although they are neither psychiatrists nor psychologists. They refer to themselves as being conciliators, arbitrators and ombudsman between clients and their parents and/or sponsors in such situations as preparing a family budget or making referrals to venereal disease clinics.

The overall perspective was of a firm person who loosened up somewhat but, never to the point of confusing the client. Such a person advocated the need for a structured situation and specific time schedules.

Most often the counselor invisioned himself as an "absorber of hostility" and an interpreter of parents rationale, without necessarily agruing with what the parents say. This approach was faciliated through socializing between counselor and client, i.e., chit chat for chit chat sake; which served to break down barriers to communication of significance. Of equal importance was the counselors own role interpretation of providing the best legal vision of the court without being representatives of the court, which enabled them to visit the client's home as a friend and thereby experience a relationship unique to probation.

The basic function, however, as seen by the counselors was converting the defendant from a troubled criminal type to a productive member of society, antithetical, obviously, to the image of the armed, law-enforcing officer of the criminal justice system.

Following is a delineation of the self-concept role of a probation officer developed from interviews with many Nassau County Probation Officer's assigned to the Adult Division. While use of the statements is not meant to imply unanimity of thought, a scrutiny of them will illustrate the polar extreme.

1. They see the person with whom they work as a probationer, defendant or offender but never as client.
2. They operate within an authoritative structure of policy, procedure and legal restriction.
3. By title they assume they have greater expertise, and therefore, can interpret and explain criteria and procedures.
4. By law they are peace officers who may use counseling in treatment.
5. They view themselves as using authority of the court to help them do their job.
6. They see the community protected when they return a defendant to court for having violated probation.
7. They identify themselves with several roles - teacher, clergyman, counselor, social worker, parent surrogate, police officer, referral agent, father figure, sex object, military counselor, therapist, bookkeeper, employment finder.
8. They consider themselves as dealing with persons quite different from the criminal pictured on television.
9. They see themselves as flexible but acting within a structure set by legal ground-rules, e.g., must record what a client tells.

10. They recognize that they must work with the person assigned to them by the court.
11. They understand their role as direct counselors with referral agencies doing indirect counseling such as group dynamics.
12. They conceive of the probation officer as an investigator who diligently cross-checks to avoid being conned.
13. They see their role as protective of the legal, investigative system, e.g., the work of NARCO rather than protective of the person with a problem.
14. They are most conscious of being responsible to the courts and the community rather than the individual.
15. They see their possession of a weapon as a right given by law for self-protection in carrying out the dangerous aspects of their role.

From this polarity of role conception arises the demanding need for very specialized training geared to the functions of the probation counselor.

XII. FUNCTION AND ROLE OF THE COURTS AND DISTRICT ATTORNEY'S OFFICE

The function and role of the Court and the office of the District Attorney is possibly the most unique aspect of Project Operation Midway. In the traditional case, the Court, of course will maintain a rather neutral position, while the primary function of the District Attorney's office is one of prosecution to the fullest extent of the law.

With respect to the office of the District Attorney, we have learned that during the early stages of the Project, this new approach to treatment and deferred prosecution was something very alien to the Assistant D.A.'s working with the Midway staff.

With the traditional cases passing through the District Attorney's office there is little, if any contact with the probation officer. The D.A. is primarily concerned with prosecuting the case on the basis of its own merits (insist on going to Court on the strong cases, and negotiating a plea and disposition in the weaker cases). While working with a Midway case a specific recommendation is made by the Probation Counselor, with copies sent to both the Court and the District Attorney. For these cases the D.A. will evaluate the case relative to the Midway report and then make a recommendation to the Court. We have been advised that the Counselor's reports are fairly influential in terms of modifying the recommendation of the District Attorney to the Court.

It has been learned that unofficially the District Attorney's office will generally agree to a dismissal (if recommended by the Midway staff) in cases involving a temporary kind of condition - such as a burglary of a non-residence if the defendant was under the influence of alcohol at the time of the commission of the offense. Likewise, he will generally agree to a dismissal for cases involving possession of drugs in small quantities. On the other hand, the District Attorney's office has been maintaining a rather firm policy for offenses of a violent nature. We have been told that for crimes such as aggravated assault and forcible rape, the defendant must enter a felony plea unless he wanted to take the case to trial.

In general, we can examine the role of the District Attorney's office in terms of the following categories:

1. Intake - when a motion is made to place a defendant in Operation Midway there is no action taken by the District Attorney. The D.A. has not opposed any application made by the defense attorney to enter a client in the project. It is the feeling of the prosecutor that he has no real role to perform at this stage in the proceedings.
2. Evaluation - two weeks prior to the discharge of a client from Midway, the Probation Counselor submits a one to two page report to the Court and the District Attorney describing the progress of the client, his present life styles, progress made while a participant in Midway, and recommendations for reduction of the charge(s) or dismissal. At this time

the Assistant District Attorney assigned to Midway examines the file and discusses the disposition with the Chief Assistant District Attorney. (In a case involving narcotics the case is discussed with the Chief of the Narcotics Division). As a general rule, we have been advised that the District Attorney's office will offer to the defense attorney a reduction in the charge one degree lower than the defendant would receive if he were not in Midway. At this point the District Attorney is not concerned with the strength of his case against the defendant, but only with immediate disposition if agreement can be reached. If there is a difference of opinion between the Assistant District Attorney assigned to Midway and the Chief Assistant District Attorney or the Chief of the Narcotics unit, the recommended disposition is generally offered that will benefit the defendant.

3. Conference - the next step is for the Assistant District Attorney to meet with the Judge, the defense attorney, and Midway liaison officer and advise the Court relative to what plea will be acceptable. If all parties are willing an agreement is made. At this point the Judge may discuss the decision of the District Attorney's office with the Assistant and suggest possible alternative pleas. At the discretion of the District Attorney he may accept or reject the recommendations of the Judge. The defense

attorney always has the option of continuing the plea of not guilty and taking the case to trial if he feels it may now be to the advantage of his client. For Operation Midway cases the norm has been to reach mutual agreement between the Court, the District Attorney, and the defense.

4. Sentencing - the District Attorney's office plays no active role in terms of recommendation for possible sentences. This aspect of the proceedings remains strictly in the hands of the Court. (As a general policy, the District Attorney of Nassau County will not make recommendations regarding sentencing for any case before the Court. We understand that the only exception to this rule relates to cases involving organized crime figures).

THE COURT

Since the inception of Project Operation Midway, Judge Paul Kelly, as Administrative Judge of the Nassau County Court has presided over the great majority of the cases (from February, 1971 to January 31, 1973). On February 1, 1973, Judge Kelly moved to the Supreme Court and Judge Francis Altimari assumed his responsibilities on the County Court bench.

Both Judge Kelly and Judge Altimari have very strong feelings relative to the positive philosophy of Midway, the quality of the Probation Counselors, and the potential for rehabilitation and constructive treatment techniques utilized. The two Judges differ however, relative to their sentencing philosophies following disposition.

Judge Altimari believes that in many cases there is a real need for continued structured supervision after separation from the Midway unit. In cases of this nature he has found it advisable to sentence the defendant to probation for a period of time he feels may be appropriate. He believes that ideally it would be more advisable if Midway trained counselors were assigned to line probation in order to accommodate such cases. During Judge Kelly's tenure as Administrative Judge of the County Court he did not use probation as a sentence after discharge from Midway and final disposition.

Intensive interviews were conducted with both Judge Kelly and Judge Altimari. Each Judge was asked the following three basic questions:

- a) How do you view the function of the Court in terms of Project Operation Midway?
- b) What formal and informal guidelines did you use for disposition and sentencing procedures?
- c) What do you think the future will be in Nassau County for Project Operation Midway?

A synopsis of the two interviews follows:

JUDGE KELLY

Question: How do you view the function of the Court in terms of the Operation Midway Experiment?

Answer: Operation Midway is essentially a completely new philosophy with reference to the handling of criminals, alleged criminals, and criminals to be. The project is being staffed by people who know their business in the area of probation and the field of criminology. It was my position to usually back-up the recommendations made by the professionals who were handling this program. At times I would of course disagree - and at times I would agree to the point that I would have to put pressure on the District Attorney's office to go along with the recommendations that were being made. Generally, I took the position that these people knew their business, and usually permitted them to carry the ball in most of the cases. I found, after a period of working with them for two years, that this faith in their ability to handle the situation was not at all unjustified.

Question: I understand there was a waiting period of three months after the individual was discharged from the Midway Project. Did you feel that this period of three months was sufficient relative to measuring what they were able to accomplish after Midway, before sentencing and disposition?

Answer: Originally, there was not a period of three months between discharge and disposition. It was at my insistence that we decided to introduce a three month waiting period. There were occasions when I stretched the waiting period and made it four months and even six months to make absolutely certain that the defendant was well on his way.

I think that after a period of nine months to a year that the defendants were in Operation Midway, that another three months on the outside would give us a pretty good picture of whether or not this was going to be a successful effort. Anytime we needed a longer waiting period there was nothing that prevented me from exercising my discretion and extending the period to six months or even a year.

Question: We are very concerned with the quality of the probation staff who are working in Operation Midway. After your years of service on the bench, how would you rate and judge the quality of the professional staff?

Answer: I was greatly impressed with the men and women that I saw. I was especially impressed by their dedication, their experience, and their ability to handle the kind of situation that could be found in Operation Midway. I thought they were exceptionally well qualified.

Question: Did you see the reports that were written by the Probation Counselors?

Answer: Yes. I would receive the reports and then we would discuss them with the supervisors and the other gentlemen and ladies who were involved from the project.

Question: What do you think the future will be in Nassau County for Project Operation Midway?

Answer: I certainly hope that it will be enlarged and continued. Today, the great cry for an answer to the crime problem is rehabilitation. I think everyone will agree that there is damn little rehabilitation that is going to be accomplished in a prison. But, the whole nature of rehabilitation, as I see it, is based primarily on trying to find out what is causing this particular person to deviate from the proper lines of societal conduct.

That is where Operation Midway has the great advantage. It is the only program that I know of that begins before the defendant has had a chance to harden into the habits of criminal conduct. We get him immediately upon the arraignment, that is the secret to the success of this program. This is especially true for the younger offender, if you can spot him at the beginning of the arraignment part, you can perhaps pull him away from whatever influences have been causing him to become criminal. At the same time you are working with the family and friends in an attempt to resolve the problems within Operation Midway. Home conditions are a very important variable and sometimes the home conditions must be changed. This represents a thrust in the right direction if our goal is rehabilitation.

We must have a longer period of time than the two years we have been allowed in order to evaluate Operation Midway. We need at least five years to study a man who has been discharged from Midway, just as in a cancer operation, we cannot make an instant decision.

Question: Do you feel there is a place for projects such as Project Operation Midway within the Probation Department after the experimental phase of the project is over?

Answer: I think there is not only a place, but I feel it should be a very large part of the duties and the obligations of probation to carry out what has been started in Operation Midway. I think it's as important, or more important than anything they are probably doing right now. I was more than a bit concerned when I discovered that the funding for this project was being arbitrarily cut off; just one year, and then after a struggle on the second year. The funding agency should have realized that you cannot complete a project such as this in one or two years. Again, using the analogy of a cancer (and crime is a cancer) - once you have

discovered that a particular drug is helpful you wouldn't take the position that we will now stop experimentation - and that's exactly what we are running into here. For that reason, I feel that this program should be funded, for whatever amount of money is spent on it certainly is well spent.

JUDGE ALTIMARI

Question: Judge, how do you personally feel about the Operation Midway experiment?

Answer: The Court is extremely pleased with the progress of Operation Midway. Their ratio and percentages of success are almost categorized as fantastic. This may be diluted, if you would examine closely those who are being accepted. In other words, is Operation Midway accepting all those favorable candidates who without the project probably succeed on their own because of a self-determination in them or a mistaken judgement which has brought them before the Court. I think, however, in spite of this possibility that the program is a success. The professionals working in the project have done a fantastic job with young men and women who without their aid would have great difficulty. The function of this Court basically, is to reevaluate what should be done to a defendant in order to assist in the rehabilitative process. I think that in Operation Midway we have added a new dimension to this process, this new dimension is embarrassment. Not only is the Court involved with the defendant, but so is the Probation Department, the family, the Minister, Priest, or Rabbi, along with the friends. The defendant knows that someone cares. If he does not make it there are many people who will be let down. To me this is a genuine factor, but we don't hear about it much.

The Court is very anxious to see this program continue, and if possible financially, expanded. Not expanded to the extent that the caseload per counselor will increase, but expanded to the extent that the defendants accepted into Midway will represent a greater risk. Only then will we know if the success of the program will continue. In the risk factor lies the great challenge to Operation Midway.

Question: What are the formal and informal guidelines that you use for disposition and sentencing?

Answer: I am guided to a great extent by the recommendations of both the members of Operation Midway and the District Attorney's office. I have had an opportunity to sit and chat with all of the people who are vitally concerned, and I have indicated to them that where there is a serious charge, such as a B felony, or robbery in the first degree with a pistol, that I do not look with favor upon a dismissal of that event. I think the seriousness of that crime must be weighed. I do not adhere to the principles, which have been mentioned by some, that by not dismissing the indictment, we therefore set this boy, this defendant back, by discouraging him. I think not, I think that if he is a genuine candidate and he's done well, that he ought to be made to realize that a B felony carries with it a maximum incarceration of twenty-five years in the State Penitentiary. When he is given the opportunity now to plead to a class D felony, or a class A misdemeanor (which is a tremendously reduced charge), this in itself is a great reward for his efforts on behalf of himself. I think that Probation is a proper disposition after Operation Midway in certain instances. I also think that we should extend Operation Midway to the Probation Department - there should be a professional in charge of all those who come to Probation after finishing a year in Operation Midway. This person must be intellectually and spiritually attuned to the type of young man who is coming to him as one of his charges. I have expressed this opinion rather clearly to the Probation Department.

Question: What you are doing then, in a sense, is offering the defendant, after completing Operation Midway, the alternative to be free on probation rather than going to prison.

Answer: Yes, I really believe that if he successfully completes the program, that incarceration should never be a sentence after disposition. If that be the case they should not have accepted him and continued him in the project.

Question: Do you work closely with the Operation Midway staff and discuss the reports that they send to the Courts?

Answer: They are all examined, reviewed, and discussed at great length; as a result of that dialogue conclusions are reached.

Question: What do you think the future will be in Nassau County for Project Operation Midway?

Answer: Hopefully, it will become a permanent part of the Probation Department. If a serious charge is reduced to a less serious matter and the sentence is probation, than the defendant should be transferred to the Probation Department. Operation Midway would be divided into two sections - (1) the present unit which administers treatment to those who are yet to come before this court for disposition and (2) a unit within the Probation Department that would continue to treat some defendants after disposition in the Court.

Question: In terms of your total experience on the bench working with professionals from the Probation Department, how would you personally rate the Probation Counselors who are assigned to Operation Midway?

Answer: I would have to say excellent. If there be a finer or more suitable word I would use it. I'd say excellent.

XIII OPERATION MIDWAY

and

THE COMMUNITY

The key to good community relations is a combination of high level performance and adequate information of said performance communicated to the public. Therefore, the role functioning of each member of the Midway team and communication of work of the Project by personnel of the Probation Department - especially the Public Information Offices - are vital to a desirable relationship between Midway and the community.

Each counselor maintains contact with lawyers, community agencies, schools and the family and friends of clients in each of his cases. In facilitating the defendant's positive adjustment to society by appropriately referring him to the services available in the community, among other things, a favorable attitude towards Operation Midway emerges.

The Project Director, Case Supervisor, and Court Liaison Officer help to reduce the congestion in the Criminal Justice System by simplifying the lines of communication between Probation Department, Court, and District Attorney's office, hopefully, establishing a more positive attitude toward the legal system. Further, the Director of Research and Staff Development, by attempting to relate Operation Midway to regular probation seeks to overcome any internal resistance to the Project that may occur. Indirectly, this conveys to the community and professional workers outside the Department a feeling of cooperative, solidified

action on the part of the Probation Department.

In general, when the purpose of Operation Midway is explained, and the way it enters the defendant's life demonstrated, community reaction IS enthusiastic. People understand in the community, thereby, protecting the community in the long run. As a result the person is rehabilitated and the community becomes safer, because of Operation Midway.

How is this accomplished? Although there is no speaker's bureau, requests for information concerning Operation Midway are filled by the Public Information Officer, using line people and specialists to speak to small groups. An attempt is made to accommodate all who call but not every member of the Project does a quality job, nor can every person in the Probation Department adequately explain the Program. Furthermore, such assignments are time-consuming for a staff already carrying a heavy load. Nevertheless, many take on speaking engagements when requests are made directly to them. Usually, the Public Information Officer receives telephone calls or written applications and asks available persons from Operation Midway to speak. Note - schools must make written requests.

Although many inquiries are made concerning Operation Midway, the Project is also explained in seminars relative to probation in general. Here, similarities and differences of the Probation Officer and the Midway counselor receive special treatment. For example, during 1971/72 a series of fifteen meetings covering all school districts in the County was held and Operation

Midway was discussed in an attempt to improve relations and establish a stronger liaison between probation and schools. The Probation Department had a booth at Eisenhower Park when a Vocational Seminar was held there and also had a three day coverage for the Festival of Life in the same park.

Operation Midway was presented, upon request, to such institutions, institutes, and organizations as the following: South Oaks Hospital, Meadowbrook Hospital, C.W. Post College, Baldwin High School - full school seminar, Institute on Alcoholism at Freeport Hospital, Town of Oyster Bay Symposium on Drugs, the Legal Aid Society, The Freeport Chamber of Commerce, the National Council of Jewish Women for their study on juvenile delinquency, and to inter-agencies, such as the Nassau County Police for police recruits, the Department of Social Services and the Department of Drug and Alcohol Addiction, to name a few.

The Public Information officer responds to calls for interviews concerning Operation Midway, from students living in Nassau County but attending colleges elsewhere, and from such esteemed members of the press as the New York Times, Newsday, the Long Island Press and the Columbia School of Journalism.

From this it is easy to see that: a) community interest in the Midway Project cuts across a broad spectrum of the community, b) that the Probation Department (especially the personnel of Operation Midway) cooperates in letting people know what they do and what to do, c) that little confrontation exists between the Project and the community, and d) that public and

private agencies outside the Probation Department seek rapport with the Program.

For people who are not familiar with the objectives and philosophy of probation, discussions with those engaged in this work (including explanation of its procedures) brings a understanding of this alternative to incarceration. The Midway Project is seen as an innovative alternative, namely, formal yet non-institutionalized rehabilitation. Although more research is needed to firmly establish the point, it seems that through increased understanding of Operation Midway, a strong, positive feeling for it emerges. Nevertheless, some private and even public agencies do not want to deal with an offender or possible offender. Hence, even greater emphasis must be given to changing the community attitude from "dealing with a criminal" to "helping a person with a problem."

Furthermore, Operation Midway must reach out to the non-white person with a problem both in providing services and in interpreting the Project. The statistical section indicates the low number of non-white clients in Midway, and, an analysis of Project personnel reveals only one non-white counselor.

Although information seeking groups and outside agencies which relate to Operation Midway, undoubtedly service and employ people from various racial and ethnic backgrounds, Midway has no specific contacts with the Black Community. Likewise, the very poor are not being reached by Midway.

In addition to overcoming a lag in relating to the Black Community, Operation Midway should seek a stronger relationship with the Bar Association, the Legal Aid Society and the Civil Liberties Union. Furthermore, Midway should institute workshop groups wherein lawyers and project personnel could share ideas and feelings through face-to-face interaction. Mere exchange of written communication between Operation Midway counselors and lawyers does not develop the kind of personal understanding and shared, agreed upon methods necessary for successful, long-lasting rehabilitation of clients. The benefits of the Project have been formally identified in letters from defense attorneys involved in cases, but, these ideas and evaluations rather should be communicated personally to their peers and the citizens of the community. Operation Midway could learn from the lawyers' experience in the field and utilize their interpretive understanding in relating to outside agencies and the citizenry. Attorneys often serve on school boards and service agency boards. They also have contacts in the community that may facilitate job placement.

To what extent the Midway Program can or should be allowed to work directly through such contacts rather than various Probation Department Consultants needs to be determined. However, it would be a way of cutting through the bureaucratic structure and reducing the maze of "red tape" that defendants complain about in such forums as the Client Advisory Committee. On the other hand, tampering with regular referral procedures

in the Probation Department to accommodate a project could have serious organizational consequences. However, when merely considering Midway's relationships with outside agencies, direct contact seems functional and preferable in some areas, such as education and vocational placement.

RECOMMENDATIONS

Operation Midway has now completed two full years of funded operation through the New York State Department of Planning Services, Division of Criminal Justice. All three evaluators have been greatly impressed by the progress made by Operation Midway clients, the high caliber of the professional staff, and the very positive attitudes displayed by all concerned directly with the project. The only true measures of success in a crime prevention program are the level of recidivism displayed by those individuals who have been discharged and the number of clients discharged as improved. Using these variables as a barometer of success, Operation Midway has passed this crucial test with flying colors. Through March 1973, one-hundred and twenty-five clients have discharged from Midway as improved, of this number, three have been rearrested on minor traffic violations, one has been rearrested on a charge of harassment, and one client has been rearrested on a charge of petty larceny. Excluding the traffic violations this represents a recidivism rate of less than two percent.* In Nassau County the recidivism rate among those assigned to regular probation has been recently measured at a level of forty-one percent. The 125 clients discharged as improved represents 72 percent of the total number of clients discharged (48 were discharged as unimproved). After a most comprehensive study and evaluation of Project Operation Midway we are making the following set of recommendations:

*In traditional Probation the recidivism rate in Nassau County has been measured at forty-one percent.

1. That every effort be made by the County of Nassau to include Project Operation Midway as an integral part of their program to combat crime and delinquency. It is recommended that the County assume this responsibility by January 1, 1974. Because of the great success displayed by this project, it is strongly urged that the present level of funding be continued until the above mentioned date. It is further recommended that even though Operation Midway is a part of the total Probation Program, it should remain a separate unit since it basically represents a pre-trial rehabilitative program. We believe that due to the experimental nature of Midway, it should remain under the jurisdiction of Research and Staff Development for at least a five year period of time.
2. It is recommended that there be experimentation with the caseloads of the Counselors. We believe that the productivity level of the Counselor is a more important variable than the actual number of cases assigned to him. Therefore, the overall level of productivity per counselor should be equal to the supervision of twenty intensive cases. For example, this would make it possible for a counselor who has two clients away at college to handle a total number of cases in excess of twenty.

Under no circumstances, however, should this ideal productivity level be altered at this time, for the procedures and techniques used in Midway will elicit the best possible results only if the counselor has a manageable level of responsibility.

3. It is recommended that the Case Supervisors added to Operation Midway during the second phase of the project be retained. It is suggested however, that a supervisor be assigned no more than five probation counselors.
4. It is recommended that more effective methods of communication be established between Operation Midway and the other sections of the probation department. Our evidence suggests that the adult probation division may be more receptive to innovative projects such as Midway if the goals and procedures of the project are shared with them. We suggest that members of the adult division of the department be kept informed of the progress of Midway, new personnel who may be added to the project, and experimental techniques and procedures in use. Additionally, we recommend that members of adult probation be invited to participate in staff conferences and group sessions.
5. It is recommended that a higher percentage of non-white minority defendants be given the opportunity to participate in the Midway Project. In order for this to be accomplished a more concerted effort has to be made to inform attorneys of the nature

- of the program including its objectives, procedures, and success. Special emphasis should be directed at legal aid and assigned counsel
6. It is recommended that a greater percentage of cases be accepted in Project Operation Midway that represent a higher level of risk than those cases presently assigned. Only after this has been accomplished will we be able to measure the true effectiveness of Operation Midway.
 7. It is recommended that a special track within the training program be developed for the purpose of training counselors in the Midway Project. This will of necessity require a certain amount of redirection relative to the function performed by this most important unit within the Probation Department.
 8. It is recommended that legal avenues be explored to determine the possibility of allowing the defense attorney to make a motion for acceptance into Midway prior to the arraignment on the indictment and within thirty days after the arrest. This condition would apply only to those cases where an arrest had been made prior to a Grand Jury indictment. For cases which are indictable by direct Grand Jury action (prior to arrest) they should proceed as in Phase II. By allowing for earlier entry into Midway the chances of assisting the defendant at the closest point of crisis would be

greatly heightened.

9. It is recommended that a probation supervision unit be maintained within Project Operation Midway. Those clients, who, in the opinion of the Court are in need of additional supervision would be returned to the same Probation Counselor to whom they were initially assigned. It is further recommended however, that if the Counselor and case supervisor agree that a change should be made, than the client will be assigned to a new Counselor. If while on probation, to the Midway unit, he is arrested for the commission of a new offense, it is recommended that he be returned to the Court for legal disposition.
10. It is recommended that an ongoing evaluation of each active case take place. It would be desirable for each counselor to evaluate the significance of criteria for acceptance and discharge at the time of their occurrence rather than wait until disposition has taken place and

the client may no longer be on the active list.

Acceptance	Discharge	
_____	_____	1. offense
_____	_____	2. previous legal history
_____	_____	3. motivational level
_____	_____	4. cooperation
_____	_____	5. level of frustration (tolerance)
_____	_____	6. drug involvement
_____	_____	7. peer relationships
_____	_____	8. time elapsed between arraignment on the indictment and acceptance of Midway evaluation
_____	_____	9. goal orientation
_____	_____	10. "gut reaction" of Midway staff
_____	_____	11. occupational functioning
_____	_____	12. educational functioning
_____	_____	13. psychiatric functioning

(17) Length of time in Midway:

(18) Recommendation of Midway staff:

(19) Recommendation of District Attorney:

(20) Court action:

(21) Results of Police Check:

_____ Negative _____ Positive

(If positive, explain)

APPENDIX II

Analysis of Eighty-Six Non-Midway
Court Dispositions*

86 cases processed thru court system as follows:

- 2 Unconditional Discharge
- 4 Conditional Discharge
- 7 Nassau County Jail for a total of 1964 days
- 3 NACC " " " " 11 years
- 1 Elmira " " " " 3 years
- 2 Sing Sing " " " " 8 years
- 67 Probation " " " " 205 years

COST FOR 80 PERSONS SENTENCED TO CORRECTIONAL SYSTEM

7 Nassau County Jail @ \$27.00 per day	\$ 45,738.
3 NACC @ \$5,500. per year	60,500.
1 Elmira @ \$5,500. per year	16,500.
2 Sing Sing @ \$5,500. per year	44,000.
67 Probation @ \$600. per year	123,000.

TOTAL \$289,738.

OR \$3,621.73 per individual

Operation Midway \$1,721.81 per individual

Difference \$1,899.92 per individual

It should be noted that the figures for the individuals referred to the correctional system do not include court costs, overall administration, loss of tax revenue when the individual is incarcerated, welfare costs for families deprived of the earnings of individuals incarcerated, nor is there any inclusion of the potential recidivistic rate. In 1972, an analysis of individuals with prior conviction records showed that 70% of the

County Court cases had prior records or were recidivists.

*The above cases represented defendants who made application to Operation Midway but were rejected due to quota limitations.

APPENDIX III

Operation Midway Referrals

Community Mental Health Clinics	38
Private Psychiatrists	13
Methadone Maintenance	17
Psychiatric Hospitals	16
Long Island Council on Alcoholism	4
Nassau Drug Abuse Commission	21
Adelphi Speech and Hearing Clinic	2
Synanon (California)	1
Daytop Village	1
Samaritan House	2
Inwood House	1
Elmont Narcotics Guidance Council	1
Weight Watchers	1
New York State Unemployment	16
Board of Cooperative Educational Services	17
Economic Opportunity Commission	7
Nassau Manpower Employment Task Force	11
Federal Employment Emergency	4
Office of Vocational Rehabilitation	5
Job Corps	11
TEMPO (temporary employment)	5
Port Alert (Drug Groups)	4
Planned Parenthood	1
Freeport Hospital Outpatient Alcoholic Program	3

Hofstra University Psychological Counseling	1
Rockville Centre Community Drug Council	1
Development Center	26
Vocational and Educational Extension Board	2
Hempstead Job Bank	2
New York State Department of Labor	1
Veterans Administration	3
United States Army Recruiter	2
New York City Board of Education	1
Career Counseling	2
Nassau Community College Placement Office	6
Vocational Guidance Referrals	29
Mental Health Consultant (Probation Department)	74

APPENDIX IV
CONDITIONS OF PROBATION

MANDATED CONDITIONS:

1. Report to a probation officer as directed by the Court or the probation officer and permit the probation officer to visit him at his place of abode or elsewhere.
2. Remain within the jurisdiction of the Court unless granted permission to leave by the Court or the probation officer.
3. Answer all reasonable inquiries by the probation officer and promptly notify the probation officer of any changes in address or employment.

OTHER CONDITIONS:

4. Work faithfully at a suitable employment or faithfully pursue a course of study or of vocational training that will equip him (her) for suitable employment.
5. Avoid injurious or vicious habits and abstain from use of intoxicants and narcotics.
6. Refrain from frequenting unlawful or disreputable places or consorting with disreputable persons.
7. Support his (her) dependents and meet other family responsibilities.
8. Undergo available medical or psychiatric treatment and remain in a specified institution, when required for that purpose.

SPECIAL CONDITIONS:

9. Where there is reason to believe that narcotic drugs are being used, he/she shall submit to periodic tests to determine in the proper medical manner whether narcotic drugs are in fact being used.
10. Make reparation or restitution to the aggrieved parties, in an amount not to exceed the actual damage or loss caused by his/her offense.
11. Shall agree to waive extradition from any state in the United States.
12. Will submit to a reasonable search of his/her person by a probation officer when there is grounds to believe that he/she may be in violation of probation

The period of probation shall expire on _____ unless terminated by the Court prior to the aforementioned date.

Dated this _____ day _____ (Judge)

of _____ 19 _____ (Court)

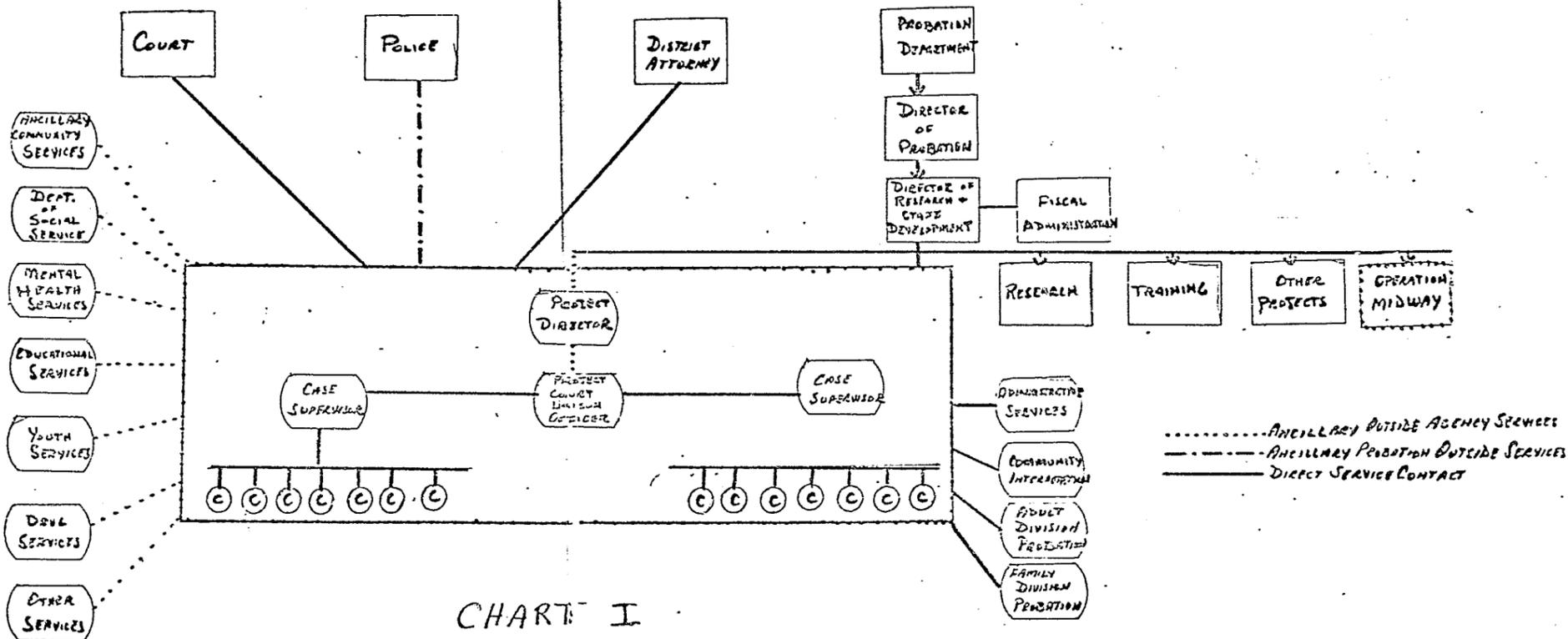
I have read and understand the above conditions of probation. I agree to abide by them

Dated this _____ day _____ (Probationer)

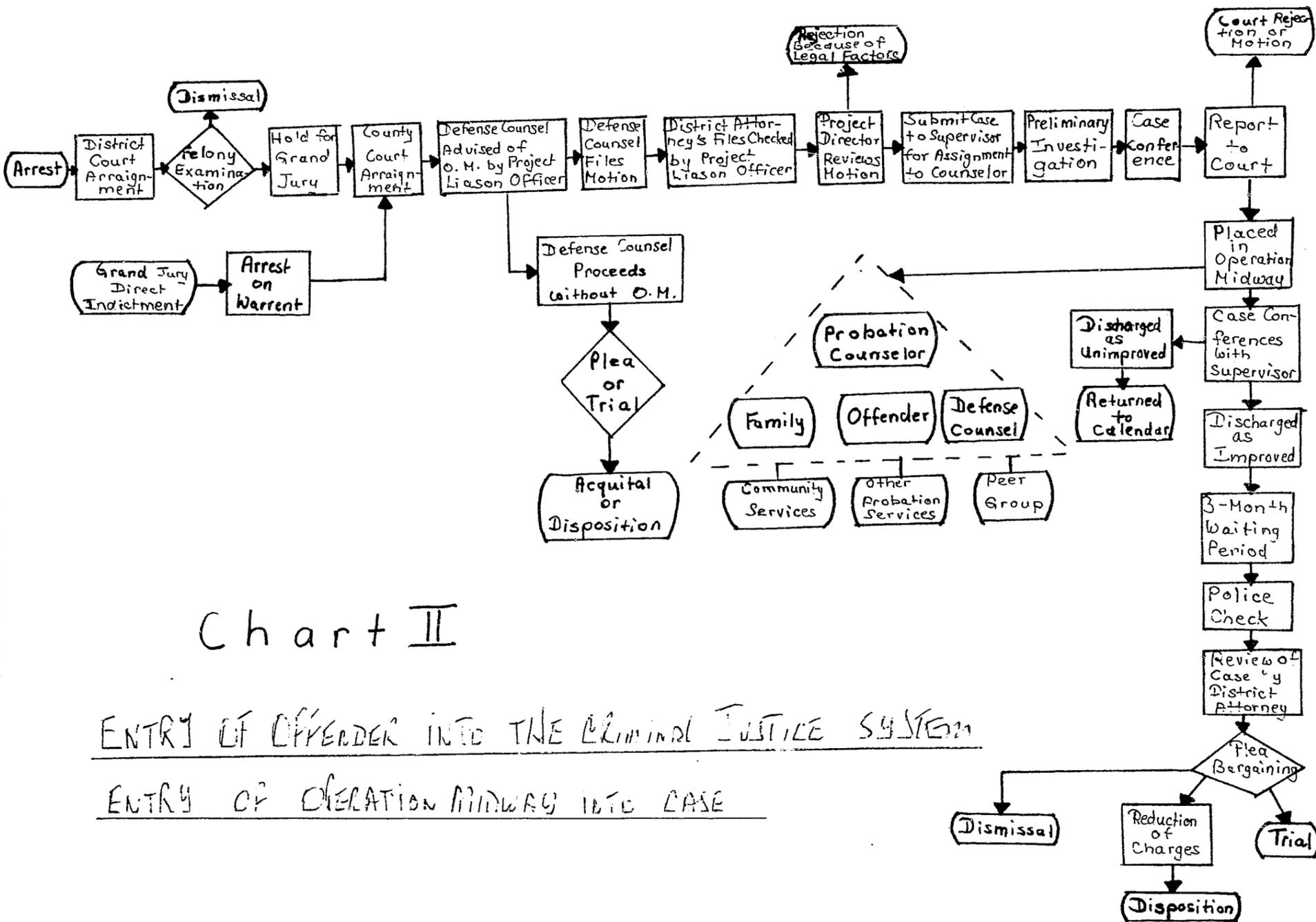
of _____ 19 _____ Witness _____ Probation Officer

APPENDIX V
OPERATION MIDWAY
RULES OF BEHAVIOR

1. Refrain from any behavior which is in violation of the law.
2. Remain within the county of your residence unless permission is granted to leave by the Probation Department.
3. Report any change of address to Project staff member within 48 hours of change.
4. Keep appointments set up by Project staff member.
5. Submit to psychiatric, psychological and medical tests as well as treatment when indicated.



ORGANIZATIONAL CHART OF PROBATION MIDWAY AND RELATED DEPARTMENTS AND SERVICES.



APPENDIX VI

THE USE OF GROUPS

Jerome Tavel, Consultant

I. INTRODUCTION

The use of the group as a method of servicing various clients has become increasingly utilized throughout the human service network. While there is no conclusive data that demonstrates the clear advantage of this service, there are assumptions that do support its continuance. Experiences from self-help groups such as Alcoholics Anonymous, drug therapeutic centers, etc., reflect the special kind of aid that clients can provide to each other that is not often possible through the services of a professional worker. In addition, cost factors in servicing groups often are less than individual counseling service.

When I initially began to provide consultation in June there was one group of six males being serviced. Since that period a total of eight groups have been serviced or will be serviced very shortly. Of these eight, five have terminated either because members completed their client status or the group did not meet the needs of the client. There are two groups presently functioning and one which will be started very shortly.

Total # Groups	Groups Served & Terminated	Groups Presently Being Serviced	Groups to Be Started Shortly
8	5	2	1

Type of Groups

All groups were organized by the particular counselor from his existing caseload with two exceptions. The Client Advisory Committee, which will be discussed later, consists of clients who were appointed by all twelve counselors, and one of the present male groups will have two female members added to their group who will be coming from the caseload of a female counselor. It should be noted that other than the Advisory Council, this is the first group service made available to female clients.

	# of Groups	Type of Group	# of Members	Period of Service
Counselor A	2	Informal Discussion	1) 6 Males	1) 1/72 - 6/72
		" "	2) 5 Males 2 Females	2) 2/73 - Present
Counselor B	1	Informal Discussion	6 Males	7/72 - 8/72
Counselor C	2	1) Informal Discussion	1) 5 Males	1) 7/72 - 8/72
		2) Co-defendants Who Were Friends Previously	2) 3 Males	2) 9/72 - 10/72
Counselor D	2	Informal Discussions	1) 5 Males	1) 6/72 - 8/72
		To be Decided	2) Not Decided As Yet	2) Will Begin Shortly
Counselor E	1	Client Advisory Committee	10 Males 2 Females	10/72 - Present

In addition to providing a five session training program for all probation counselors during the period of July 1972 through August 1972, the consultant provided onsite direct consultation to various counselors and supervisors regarding not only issues of group service but issues of maximizing referrals of clients to appropriate agencies, (i.e., transferring client from Nassau County Jail to Nassau County Medical Center psychiatric facility), and assisted in the development of record writing that was geared toward training the counselor by the supervisor rather than focused administratively. In addition, the consultant arranged a meeting with the legal staff of the Mental Health Information Service at Creedmore State Hospital for purposes of familiarizing the counseling staff with the legal implications of people charged with crimes who are also possibly mentally ill. At another meeting the consultant helped the staff by providing guidelines for classifying clients into socio-economic groups which was requested by agencies related to Operation Midway.

II. GROUP SEMINAR AND EVALUATION OF TOTAL GROUPS SERVICED

A. Group Seminar

The first session was primarily didactic material provided by the consultant. The consultant discussed the basic concepts of group services with particular emphasis of distinguishing group therapy from group counseling. In addition, discussion included criteria for group formation and the particular problems of developing a group service within the context of an authoritarian setting.

The counselors agreed to review their caseloads and make some preliminary assessment of their clientele for potential use of group service.

At the second session, techniques of selecting and development of groups were discussed. In addition, the role of the counselor in initiating and motivating clients for group service as well as his role at the first group session were discussed. It was at this point that the consultant noticed that many of the counselors were resistant and frightened regarding development of groups. The discussion became more academic rather than practical. It became clear that those counselors who were most interested in group work were the ones most motivated in participating, and focused on practical issues. Those counselors either unwilling, unable, or feeling that group service was not relevant tended to discuss issues more academically.

At this session it was necessary to discuss with the counselors new procedures for record writing that the consultant had recommended to the administrative and supervisory staff. The consultant indicated his recommendation was based on utilizing records for purposes of training counselors to provide higher quality service rather than organized for unnecessary bureaucratic reasons. The overall response was very positive and in regard to new format. However, due to the limits of client and counselor time and inadequate support by the supervisors, the use of records for training counselor staff was never fully utilized. Finally, when the issue

of clients who are mentally ill emerged, I agreed to arrange a meeting with attorneys to deal with some of the legal implications. In developing the seminar we had all agreed that while the primary focus would be working with groups, when issues arose that were relevant and meaningful they in fact would be dealt with at that time. It was on this condition that we arranged the meeting at Creedmore State Hospital. The third seminar was the meeting referred to earlier at Creedmore State Hospital dealing with services for mentally ill clients.

The fourth session moved from theoretical discussions and academic issues of group formation to real live problems of group services. Since the seminar had begun, services of groups increased from one to three. One of the counselors who recently began servicing a group presented his experiences and fortunately was open enough to expose his own weaknesses and demonstrated his willingness to learn from both the counselors and the consultant. From the discussion that took place, general principles were identified by the consultant which included:

1. The need for the worker to be open, honest and direct with members.

2. The immediate setting of goals and a "contract" with the members. This means that there be as much clarity between worker and client group as to what the service is all about at the earliest possible time.

3. Indicating some limitations of service due to the nature of the agency. Since this is an agency with legal responsibility, total confidentiality can not in fact be provided.

4. Counselors use individual sessions with clients for purposes of directing those problem areas that lend themselves to solution through the group process of peer learning rather than individual work with the counselor. It was qualified that this decision must take into account the development of the group, the needs of the individual client and the appropriate timing and pace of group life.

5. The goal of group service is that problem solving emerge from the group itself. In the early stages the worker will have to be very active and provide controls or the group might become unfocused and destructive. As the group becomes more cohesive and develops its own strengths, it could learn to tolerate and deal with conflict in a more mature manner.

At the fifth session a counselor made a presentation of his meeting with his group. Issues of group formation, group solidarity and the role of the worker were identified. The consultant identified a conceptual framework of group service in terms of four stages which had been developed by Dr. William Schwartz of the Columbia University School of Social Work.

Stage I: Tuning In

Being sensitive to the feelings and reactions of each individual as he is approached to be part of the group. This also includes assessing whether group service is valid for this particular individual.

Stage II: The Contract

In this early stage the worker attempts with the group to define the purpose and goals of the group meetings which is always subject to change based on developing process.

Stage III: Work

The group uses its commonality to provide mutual aid to help individuals develop skills to cope with the problems they face. The worker helps to clarify the issues they are working one.

Stage IV: Termination

This is the stage where the service is approaching its conclusion and the meaning of the separation is now handled, discussed and hopefully worked through. The ending can be based on the group's decision, the worker's decision, both of them agreeing on a decision, client status ends, or worker leaves. In addition, the worker should make referrals to relevant agencies that the client whose client status ends can use in the future.

The consultant emphasized a group service is not necessarily the best for all clients but does require some willingness and risk by the worker in developing this new service. The type of group can vary from rap sessions to providing information on learning how to fill out job applications, etc., or the group can include dealing with some or all of the above. Flexibility in developing group service was urged and is to be based on client need and worker comfort. Ordinarily the only condition for group formation would be client need, but considering the fact that the experiences of group service by counselors was very limited and some of the real

resistance by many of the counselors, the fact of worker comfort could not be denied. It was because of this that I suggested that the worker organize the kinds of groups that he would feel most comfortable with.

III. REVIEW OF ALL GROUPS SERVICED

Counselor A. The first group developed in January 1972 consisted of six males who met through June 1972. The group terminated basically because most of the boys' client status ended. The meetings on a weekly basis were informal and discussions focused on their relationships with their families and their problems with the law. The members found the experience satisfying in that they found commonalities in struggling through their common problems. One problem that arose was an initial concern of an informant being present who would restrict their openness. I assume that there will be no police agents involved in the groups and if this is the case, all groups should initially be assured that there are no police agents in the group. It should be noted that the group members selected here were verbal and were immediately inclined to group service and thus limited resistance in the early stages. In addition, the counselor was highly motivated and eager to attempt group service.

The counselor has formed a second group of five males that began in February 1973 and still continues. Group discussions and focus on common problems are its main purpose. An added dimension to this service is that two female members have been added to the group who will participate shortly. In addition, this worker will

be keeping a weekly diagnostic paragraph on each participant's behavior in the group plus an overall summary of the group progress and direction. He has also used tapes, with the permission of the clients, for purposes of evaluation and should be utilized for purposes of training other counselors interested in working with groups.

Counselor B. This group of six males met weekly for six weeks from July 1972 through August 1972. The counselor had not worked with groups before but fortunately was one of the few counselors willing to really risk himself in handling this new service. The group terminated because some of the members said that they found it difficult to express personal feelings in a group setting. The criticism of this group service is that the counselor tended to be too therapeutically oriented and emphasis could be more on developing social competence, i.e., how to look for a job, interview for a job, handle frustration, etc. The psycho-analytic orientation of the worker may have stimulated too much anxiety in this group and consequently may have contributed to the early termination of this group. I should mention, though, that this was the first time this person worked with a group and his motivation ought to be supported.

Counselor C. This is a group of five males which met five or six times during July and August 1972. Except for one meeting where one member received aid in coping with a problem from two other members who had experienced similar problems, to a large extent this group failed. The reasons for failure, in part, can be attributed to the fact that the worker did not clearly examine

the real needs for group service but simply attempted to "try a group." Secondly, five members is a small number and with absences, which do occur for many reasons, you hardly have what could be considered group service. Thirdly, three of the five members were shy and found it difficult speaking in a group situation. Finally, the counselor did not have a real stake in group service and had previously been a teacher and tended to dominate the group too much.

This counselor also worked with a second group of three male co-defendants who were friendly prior to their indictment. They met weekly for about five weeks and there was some evidence of success. One of the co-defendants who was least involved in the crime and functioning well in his social roles helped motivate one of the three to go on to college and contributed to motivating the third member to do better in school and increasing his aspiration for technical education. This group terminated not because of lack of interaction, but rather the parent of the least involved offender resented his son's continuous association with the other members. Counselor follow up with the parent may have helped the father to see his son's contribution to others would increase his son's own development. If the parent's hostility had been reduced, a good group experience could have continued.

Counselor D. This group consisted of five males that met for about seven weeks. Discussion was informal and focus was determined by group and counselor. Because two of the members' employment situation made it difficult to attend regularly, often attendance included only three members. This worker, with little experience

with groups, reflected high motivation to risk himself and was willing to expose his weaknesses and seriously search for new techniques. As a consultant I would say he probably utilized me in terms of specific questions more than any other counselor. As his caseload has increased, he is planning to start a new group later this month.

Counselor E. The Client Advisory Committee which this counselor works with was a consequence of a recommendation made by this consultant in July of 1972. Counselor was assigned to work with the Client Advisory Committee in October 1972 and continues to meet. Selection of members was based on recommendation from each counselor as to which of their clients would best reflect the needs and interests of all the clients. While the Advisory Committee has no formal power in that decision rests fully with the administration, the administration indicated its eagerness and willingness to listen and be influenced by suggestion of council members. Over this period the clients made a number of recommendations which included:

1. Group services be made available to both clients and to parents. They felt that parents would especially benefit from a group service in understanding their relationships and conflicts with the offender.

2. Operation Midway should inform defense attorneys that when they interpret the Operation Midway program it should be made clear to the offender that Operation Midway service does not mean automatic dismissal.

3. The Operation Midway service should find ways to negotiate some of the bureaucratic red tape that interferes with additional services that the client needs.

The above are some of the examples of the thinking of the Client Advisory Committee. I would say it is a very positive factor that Operation Midway created the Advisory Committee and that it is organized and meeting regularly. In addition, a newsletter has just been issued which is available to all clients for purposes of understanding the Advisory Committee as well as giving all clients an opportunity to make suggestions to the Advisory Committee. However, there are a number of recommendations I would make regarding this Advisory Committee:

When the Advisory Committee makes recommendations there should be some concrete response from administration. I am glad to say that the Project Director has indicated to the council that he will work toward interpreting to the defense attorneys that automatic dismissal by being in the Operation Midway program is in fact not true. I am glad that this has begun but the need for increased response to Advisory Committee suggestions is very evident. If response to the council does not continue to increase, members will feel that they are just a showcase and have no real influence on agency policy. While it is positive that a newsletter has occurred, in many ways the newsletter is weak. It is written more as an administrative document than as an attractive piece of literature which should be appealing to the client population both in style and in words. In addition, statuses should be provided to the Advisory

members as a continual inducement to participation. This can take the form in more client participation in the writing of the newsletter, noting their names, having parties, etc.

The implication of the Client Advisory Committee is more than just an additional group service but rather reflects an evergrowing philosophy that when clients have some input into policy, the chances for better service and a more satisfied client are enhanced.

IV. COMMENTS ON QUESTIONNAIRE

The research assistant who is working for the evaluation team received additional information in her interviews which I thought might be helpful for this report. This information has not been obtained systematically but can provide possibly some clues to the attitude of the clients regarding group service. Forty youngsters were interviewed and of these forty, only two said they received group service. It is difficult to say that this means only 4% of the total Operation Midway participants received group service since this was not a random sample. Of the two who were in groups, both indicated that they found the experience satisfying. One said he thought it was productive because everyone was in the same boat and can "rap" more easily. In addition, it provided a good emotional outlet. The other youngster said that while the group did not deal in enough depth as he would have liked, that all the "guys" were able to see that they were not "freaks" and could help solve each others problems.

The number of two is very small and in no way should be seen as being reflective of those who had received group service.

Of the thirty-eight who did not receive group service, twenty-two indicated they would have preferred it and sixteen said they would not have. In other words, 58% preferred receiving group service. Of those who said they did not want group service*, four said they didn't need it as they were non-criminal types though it might be good for the others. Five felt that a group was not a beneficial service for them. Four said they would have difficulty relating to a group. One is already involved in groups outside the agency and said this would be simple duplication and another one indicated that he would not want to spend any more time on Operation Midway "turf." Two said that they just did not have the time but would give the group a try if they did. One person said he would do anything to help his case and if groups were part of the service, he would join. As indicated in the discussion of the training seminar, one of the problems in servicing clients in authoritarian setting is the issue of whether the treatment is viewed not as a service but simply as a requirement to meet other needs such as reducing sentence or dismissal. The final person said he believed it would help others but that he received little from the group.

Of the twenty-two who answered yes, fifteen said they could help someone else and gave them an opportunity to present their own opinions, ten said it would give them an opportunity to learn, four said they found it easier to talk in a group, three said it would be good to know each others problems and how each copes with them, two said it would help show that "I'm not the only one in trouble", and said

*There were sixteen who responded "no" to group service. The nineteen reasons reflect some clients giving more than one reason.

he was curious, and one thought it would provide more confidence for himself.* Another person said he would join the group only depending on the particular nature of the group and if it was appealing to him.

The above information is provided descriptively and I believe analysis on my part would be presumptuous. It does, however, provide some tentative support to the client's interest in receiving group services.

V. Overall Recommendations

Most of the work of the consultant was provided during the summer which was the period when most of the groups came into being. The fact that group service did not continue to grow significantly may be due to the fact that we reached our optimum during the summer and/or, the administration and supervisors did not provide enough support and leadership to group service, and/or some counselor resistance. Specifically, my recommendations include:

1. All new counselors considered for employment should either demonstrate skill in group service or at least a willingness to learn and have some potential talent.

2. Supervisors should provide support and continuous supervision utilizing process recording as a teaching tool. It should be seen as a high priority and for those who service groups, cases should be reduced, compensatory time should be provided and other structural supports provided to emphasize high priority for group service.

3. Group service be viewed in the most flexible and creative manner. Groups need not just come from the caseload of the counselor but can include, as it does now in one case, groups that cut across

*Of the twenty-two respondents who answered "yes" to group service, there were thirty-six reasons given which reflects some gave more than one reason.

Counselors, can include two counselors together, can be co-ed, etc. In addition, the group need not be simply insight oriented but can be geared toward social competence, providing information, stimulating activities and other possible forms.

4. At intake, the group service should be introduced as a desirable, important service to the client and if possible, service begin at that point. I recognize this presents some problems in organizing members in a planful way but believe the institutionalization of group service would more than balance this. When it is clear that a group service is not consistent with the client's needs, obviously a client need not be in a group.

5. At intake, attempts to organize parents into groups should be made. Parents may be more responsive because it is at the initial contact and during a period of great crisis.

6. Groups may include both parents and offenders - so far there is no evidence that there is a need for this type of group but it should be considered as a possibility in the future.

7. In-service training, process recording, the use of tapes, training in group service outside the agency, should be encouraged and supported by supervisors and administration. These added activities should not be simply added to the counselor's workload but should displace lower priority work, i.e., possibly unnecessary paper work, to demonstrate to the counselors that support for group service is more than lip service and that the counselor would not be expected to do additional work but rather would displace other work that is not as important.

8. The next evaluation team should develop a design to systematically study the impact of group service on clients.

There have been some promising beginnings during Phase II. However, the above mentioned recommendations, I believe, are essential for increasing both the quantity and quality of group service.

APPENDIX VII

NASSAU COUNTY PROBATION DEPARTMENT

TRAINING PROGRAM

Conducted February 28, 1972 to May 19, 1972

FIRST WEEK

Monday
2/28/72 AM - Introduction to Agency
PM - Structure Nassau County Probation Department

Tuesday
2/29/72 AM - History and Philosophy of Probation
PM - Role of Probation Officer as a Rehabilitative Agent

Wednesday
3/1/72 AM - Probation and the Law
PM - Film: The Price of a Life

Thursday
3/2/72 AM - Community Relations in Probation

PROBATION AND LEGAL STRUCTURE

PM - Judicial Structure - Nassau

Friday
3/3/72 AM - (Visit County and District Courts: Arraign-
ment.
PM - Trial, Sentencing and meet Judges)

SECOND WEEK

Monday
3/6/72 AM - (Visit County and District Courts: Arraign-
ments, POR
PM - Trial, Sentencing and meet Judges)

Tuesday
3/7/72 AM - District Attorney's Office Presentation
PM - Film

Wednesday
3/8/72 AM - Visit Police Department - Nassau County
PM - Rap Session Group

PROBATION AND HUMAN RELATIONS

Thursday
3/9/72 AM - Introduction to Human Relations: Behavioral
PM - Science Overview: Psychology of Adjustment

Friday
3/10/72 AM - Socio-cultural Influence on Behavior
PM - Theories of Deviant Behavior

* To be scheduled and structured by the Training Specialists

THIRD WEEK

Monday
3/13/72 AM - The Helping Method in Probation

PREPARING THE STUDY, DIAGNOSIS
AND RECOMMENDATIONS FOR TREATMENT

PM - Introduction to the Investigation Process

Tuesday
3/14/72 AM - Investigation Mechanics and Procedures
PM - Investigation Mechanics and Procedures

Wednesday
3/15/72 AM - Techniques for Gathering Information
PM - Interviewing Techniques

Thursday
3/16/72 AM - Role Playing: Sample Interviews
PM - Rap Session Group

Friday
3/17/72 AM - Agency - Probation Officer & Client: Attitudes
toward people
PM - Dictation: Writing Cases, Letters, Use of
Phone

FOURTH WEEK

Monday
3/20/72 AM - Professional Relationship: Working with
Clients, relatives, other agencies
PM - Investigation Readiness Review

Tuesday
3/2/72 AM - Visit County Jail
PM - Field Contacts - First Case (or seminar on the
use of authority)

Wednesday
3/22/72 AM - Client's Self-Determination - Confidentiality
PM - Field and Supervisory Conferences

Thursday
3/23/72 AM - Communication: Verbal and Non Verbal Tape:
Vicious Circle
PM - Field

Friday
3/24/72 AM - Seminar on the Components of the Casework
Process
PM - Rap Session and Field

FIFTH WEEK

Monday
3/27/72 AM - Introduction to Adult Division
Deputy Director and Court Liaison
PM - Field Contacts

Tuesday
3/28/72 AM - Adult Investigation and Supervision Units
PM - Supervisory Conferences and Dictation

Wednesday
3/29/72 AM - Mental Health Consultant & Psychiatric Clinic
PM - Mental Health Consultant & Psychiatric Clinic

Thursday
3/30/72 AM - Narcotic Unit and Narcotic Program-Interstate
Compact
PM - Supervisory Conferences and Dictation

Friday
4/1/72 AM - Vocational Counseling and Employment
Counseling and Related Vocational Rehabili-
tational Agencies
PM - Rap Session Group

SIXTH WEEK

Monday
4/3/72 AM - Visit to Topic House
PM - Field Contacts

AGENCY STAFF FUNCTIONS - ADULT DIVISION
AND COMMUNITY RESOURCES

Tuesday
4/4/72 AM - First Case Presentation (Group)
PM - Supervisory conferences and Dictation

Wednesday
4/5/72 AM - Second Case Presentation (Group)
PM - Field Contacts

Thursday
4/6/72 AM - Third Case Presentation (Group)
PM - Rap Session Group

Friday
4/7/72 AM - Open
PM - Open

SEVENTH WEEK

Monday
4/10/72 AM - Fourth Case Presentation (Group)
PM - Supervisory Conferences and Dictation

Tuesday
4/11/72 AM - Fifth Case Presentation (Group) (2nd case
assigned)
PM - Field Contacts

Wednesday
4/12/72 AM - Sixth Case Presentation (Group)
PM - Supervisory Conferences and Dictation

Thursday
4/13/72 AM - Race Relations and Minority Groups
PM - Field Contacts

Friday
4/14/72 AM - Freeport Community Services Center
PM - Supervisory Conferences and Dictation
Rap Session

EIGHTH WEEK

Monday
4/17/72 AM - Research and Staff Development Unit
PM - Rap Session Group

Tuesday
4/18/72 AM - New York State Parole Office
PM - Field Contacts

AGENCY STAFF FUNCTIONS - FAMILY DIVISION
AND COMMUNITY RESOURCES

Wednesday
4/19/72 AM - Introduction to Family Division - Family
Court Intake
PM - Supervisory Conferences and Dictation

Thursday
4/20/72 AM - Juvenile Investigation and Supervision
PM - Field Contacts

Friday
4/21/72 AM - Adoption and Writs, Liaison and School Insti-
tutions
PM - Rap Sessions

NINTH WEEK

Monday
4/24/72 AM - Children's Shelter Visit
PM - Rap Session Group

Tuesday
4/25/72 AM - L. I. Council on Alcoholism
PM - Field Contacts

Wednesday
4/26/72 AM - Visit to Family Court
PM - Family

Thursday
4/27/72 AM - L. I. Council on Alcoholism
PM - Field Contacts

Friday
4/28/72 AM - Family Support and Family Offenses and Mar-
riage Counselling
PM - Supervisory Conferences and Dictation
Rap Sessions

TENTH WEEK

Monday
5/1/72

AM - Mental Health Consultant.
PM - Field Work

CASE PREPARATIONS, PRESENTATIONS, DISCUSSION
GROUPS AND COMMUNITY RESOURCES

Tuesday
5/2/72

AM - First Case Presentation - 2nd Case (Group)
PM - Field Contacts

Wednesday
5/3/72

AM -
PM - To be Scheduled

Thursday
5/4/72

AM - Second Case Presentation - 2nd Case (Group)
PM - Supervisory Conferences and Dictation

Friday
5/5/72

AM - Third Case Presentation
PM - Field Work

ELEVENTH WEEK

Monday
5/8/72

AM - Fourth Case Presentation - 2nd Case (Group)
PM - Supervisory Conferences and Dictation

Tuesday
5/9/72

AM - Fifth Case Presentation - 2nd Case (Group)
PM - Rap Session - Group

Wednesday
5/10/72

AM - Sixth Case Presentation - 2nd Case (Group)
PM - Field Contacts

SPECIAL PROBLEM SEMINARS

Thursday
5/11/72

AM - Seminars: Special Problems - Resistive Client
Acting Out Client - Probation's Authority
PM - Supervisory Conferences and Dictation

Friday
5/12/72

AM - Seminars: Special Problems - Resistive Client
Acting Out Client - Probation's Authority
PM - Rap Session - Group

TWELFTH WEEK

5/15/72 - 5/19/72

Self Evaluation

Supervisor's Evaluation of Trainees

Trainee Evaluation of Supervisors

Summing Up Case Activity

Feedback - Reprogramming

Last Minute Details

Assignments to Line Units

END